SOUTH KESTEVEN DISTRICT COUNCIL

Planning Committee

30 May 2024

S23/2367

Proposal:	Planning application for the conversion of ground floor retail unit (Use Class E) and first/second floor nightclub (Sui generis) to 7no. residential apartments (Use Class C3).
Location:	Willoughby's Bar, 42 Broad Street, Stamford, Lincolnshire PE9 2BT
Applicant:	Mr Alex Pistolas
Agent:	Mr David Watts
Application Type:	Full planning permission
Reason for Referral to Committee:	Called in by Cllr Bisnauthsing due to waste, Impact on neighbouring dwellings' amenity, Character of the area, Conservation Area
Key Issues:	Impact on the character and appearance of the area. Impact on neighbouring amenities.
Technical Documents:	Design and Access Statement (with Historical Appraisal)

Report Author

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Corporate Priority:	Decision type:	Wards:
Growth	**Regulatory**	**Stamford St Mary's**

Reviewed by:	Adam Murray – Principal Development Management Planner	21 May 2024

Recommendation (s) to the decision maker (s)

To authorise the Assistant Director – Planning to GRANT planning permission.

S23/2376 – Willoughby's Bar, 42 Broad Street Stamford

1 Description of Site

1.1 The application site is a non-listed heritage asset, sited on Broad Street in the town of Stamford. The building is a former cinema and has an Art Deco façade facing Broad Street, and is located within the Stamford Conservation Area. It is currently in use as a night club and there are retail units on the ground floor fronting Silver Lane. The main building access is to the frontage on Broad Street, however there is access to the eastern side to the retail units, and to the southeast / rear of the building via Silver Lane. There is minimal outside amenity space however there is waste storage to the rear of the building.

1.2 The surrounding area consists of town centre uses including retail and commercial units. The surrounding area includes residential properties fronting Broad Street, and residential uses above various retail and commercial units. There are numerous listed buildings on Broad Street including no.39 and no.40 Broad Street, the Warden's House to Browne's Hospital, Barclays Bank, no.1 Broad Street, no.2 Broad Street, no.3 Broad Street, no.50 and no.51 Broad Street, situated to the north, east and west of the application site.

2 Description of proposal

2.1 The proposal is for the change of use and conversion of ground floor retail unit (Use Class E) and first/second floor nightclub (Sui generis) to 7no. residential apartments (Use Class C3).

3 Planning History

3.1 Relevant planning history:

- S23/0768 Submission of details in relation to condition 2 materials details of S22/1598 - discharged
- S22/1598 Section 73 for the removal of condition 6 of S14/3140 prohibiting music/entertainment on the terrace area – approved conditionally
- S16/1439 Approval of details required by condition 5 management plan of S14/3140 - discharged
- S14/0818 New staircase and conversion of open roof space to smoking area - withdrawn
- S14/0077 Alterations to existing ground floor frontage with new feature entrance doors – approved conditionally
- S10/0457 Variation of condition 1 of planning permission S05/0456 renewal of permission for roof terrace – approved
- S05/0456 Extension on roof of nightclub – approved conditionally
- S14/3140 New enclosed staircase, conversion of roof terrace – approved conditionally
- SK.95/1174(31863) Change of use from Fun Pub to Nightclub
- SK.94/161(31862) New frontage to fun pub
- SK.94/0161 Proposed new frontage to ground floor fun pub
- SK.937/91(29035) Conversion of cinema to shops/bingo/cl
- SK94/0019 Change of use to fun pub (Class A3)

- SK112/93(31854) Change of use and extension of night club
- SK93/0112 Change of use of office accommodation at first floor level to extension of nightclub use at same level
- LB.366(30820) Demolish unlisted building - withdrawn

4 Relevant Planning Policies & Documents

4.1 **SKDC Local Plan 2011 – 2036 (Adopted January 2020)**
Policy SD1 – The Principles of Sustainable Development in South Kesteven
Policy SP1 – Spatial Strategy
Policy SP2 – Settlement Hierarchy
Policy SP3 – Infill Development
Policy H4 – Meeting All Housing Needs
Policy DE1 – Promoting Good Quality Design
Policy ID2 – Transport and Strategic Transport Infrastructure

4.2 **Stamford Neighbourhood Plan**

4.3 **National Planning Policy Framework (NPPF) (updated December 2023)**
Section 5 – Delivering a sufficient supply of homes
Section 9 – Promoting sustainable transport
Section 12 – Achieving well-designed and beautiful places

5 Representations Received

Lincolnshire County Council Highways

5.1 No objections.

5.2 The Highways Officer has commented that the site is located in a central urban area where services and facilities are within a reasonable distance to be accessed via sustainable travel options such as walking, cycling and public transport. Future residents of the development will not be reliant on the private car and therefore parking is not essential for this proposal.

Lincolnshire Police

5.3 No objections.

SKDC Conservation Officer

5.4 No objections on heritage grounds.

5.5 The Conservation Officer notes that the application site is a positive unlisted building in the Stamford Conservation Area. The building was previously the Central Cinema, and it has been in use as a nightclub since 1994.

5.6 The proposals for the change of use would cause minimal harm to the Conservation Area, and the introduction of fenestration on the elevations facing Silver Lane and the service yard would cause low levels of less than substantial harm to the Conservation Area and the positive unlisted building.

5.7 The proposals would however retain and improve the Broad Street elevation with the removal of the existing glazed timber canopy. The extended second storey would be visible

from the road, but the visual impact would be less than the impact of the existing glazed canopy due to its location. The proposed finish and materials are in keeping with the existing.

Environmental Protection

5.8 No objections, subject to conditions.

5.9 The Environmental Protection Officer has recommended a planning condition for noise, sound proofing, asbestos, fire protection, and a Construction Management Plan should the application be approved.

Historic England

5.10 No advice offered.

Stamford Civic Society

5.11 The restoration of the retail unit at the rear of the proposal on the ground floor is to be welcomed.

Stamford Town Council

5.12 No objection subject to neighbour's amenities being respected. Contractors to make good damage to verge or kerbing associated with this development.

6 Representations as a Result of Publicity

6.1 This application has been advertised in accordance with the Council's Statement of Community Involvement and 3 letters of representation were received. The comments have been summarised below:

- support for the concept of converting the night club into residential apartments.
- No objection in principle.

- The applicant already has 2 partially completed developments in Stamford, and fear this development would also become an eyesore.
- Concerns re the private lane to the rear of the night club, as not within the applicants ownership. No permission given for additional use over this area.
- Bikes would be very hazardous using this lane for access as this is an emergency exit for the theatre.
- We do not feel the proposed bins would store sufficient rubbish for so many properties.
- The neighbouring theatre makes noise with a license until 1am.
- Parking on Broad Street is limited for shoppers and theatre visitors.
- Not an appropriate development in a commercial area.

7 Evaluation

7.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that the Local Planning Authority makes decisions in accordance with the adopted Development Plan, unless material considerations indicate otherwise. In this case, the Development Plan consists of the following documents:

- South Kesteven Local Plan 2011-2036 (Adopted January 2020); and
- Stamford Neighbourhood Plan (Made July 2022)

7.2 In addition, the Lincolnshire Minerals and Waste Local Plan forms the development plan for the District in relation to minerals planning.

7.3 The Local Planning Authority have also adopted a Design Guidelines Supplementary Planning Document (SPD) (Adopted November 2021), and this document is a material consideration in the determination of planning applications.

7.4 The policies and provisions of the National Planning Policy Framework (NPPF) ("the Framework") (Published December 2023) are also a relevant material consideration in the determination of planning applications.

Principle of Development

7.5 The proposal is for a proposed change of use and conversion of ground floor retail unit (Use Class E) and first/second floor nightclub (Sui Generis) to 7 residential apartments (Use Class C3).

7.6 The existing development is a Sui Generis use within the town centre and Stamford Conservation Area. In the surrounding area there is a mixture of town centre uses including retail and commercial, as well as residential uses. The application site is within the built-up frontage and a site that offers a redevelopment opportunity. It will retain a mixed use with the retail units on the ground floor fronting Silver Lane. The proposed use would not cause harm or unacceptable impact upon the occupier's amenity of adjacent properties as the residential use would be in keeping with the mixed character of the area. Furthermore, the development would be sensitive to the setting of adjacent properties, with only minimal alterations including the additional fenestration and extension to the roof.

7.7 Policy H4 (Meeting all Housing Needs) states that new housing proposals shall (d) increase choice in the housing market. This proposal would provide multiple units of small housing provision within the market town of Stamford. It is not clear whether these would be for the private market or rental sector. The proposal would however make a contribution of 7 apartments to the provision of small housing in a central area catering to the need of a specific group of people requiring this type of housing.

7.8 The proposal would provide residential accommodation and with the buildings central location it is not proposed to provide any private car parking provision. The building has minimal outside amenity space, providing only waste storage, but this is typical of central living within a town or city centre. However, the building provides internal amenity space for the storage of up to 11 bicycles to encourage cycling as a mode of transport. It is considered that the central location is appropriate for car-free apartments, as the building is within the town centre and walking distance to extensive local services and amenities, including public transport, and in terms of sustainability the site is well located.

7.9 In conclusion, the use would provide multiple units of small housing provision in Stamford in a sustainable location, reusing an important building in Stamford. The reuse of this building would not cause harm or unacceptable impact upon the occupier's amenity of adjacent properties, and would be in keeping with the character of the area. The proposal is considered to be acceptable in principle and in accordance with Policy SP3 (Infill Development) and Policy STM2 (Stamford Town Centre Policy) of the adopted Local Plan.

7.10 The proposal has also been assessed against site specific criteria below.

7.11 **Impact on the character and appearance of the area**

7.11.1 Policy DE1 (Promoting Good Quality Design) of the adopted Local Plan states (amongst other criteria) that to ensure high quality design is achieved throughout the District, all development proposals will be expected to make a positive contribution to local distinctiveness vernacular and character of the area. Proposals should reinforce local identity and not have an adverse impact on the street scene, settlement pattern or the landscape / townscape character of the surrounding area. Proposals should be of an appropriate scale, density, massing, height and material, given the context of the area. Part 12 of the NPPF (Achieving well-designed places) states that good design is a key aspect of sustainable development and new development should be visually attractive as a result of good architecture and appropriate landscaping.

7.11.2 The application relates to an existing building that was formerly a cinema and latterly a nightclub on the upper floors. It is not proposed to extend the building into outside amenity space, but it is proposed to add an extension to the roof to replace a glazed timber canopy. It is also proposed to include additional fenestration to the building particularly on the Silver Lane elevation.

7.11.3 The proposed use would consist of 7 apartments: 2x 1-bedroom and 5x 2-bedroom. Each apartment would consist of either a 1-bedroom or 2-bedrooms, with an open space kitchen/living/dining room. The apartments are located on the first, upper first and second floors of the building. Following discussions with the agent the proposed bedrooms on the ground floor serving one of the apartments have been removed from the latest drawings. Instead, there is a much larger amenity space for bicycle storage, and residential provision is only on the upper floors.

7.11.4 The application is supported by a Design Statement which also includes reference to a Heritage Statement. The Design Statement confirms that it is not necessary to alter the appearance of the building to provide access to the apartments as there are already a series of entrance and exits. The proposed conversion would follow a typical pattern of residential use about retail use in the town centre. The building has high soffit heights, solid reinforced concrete floor slabs and masonry construction, and the design retains the original building core without alteration where possible e.g. staircases. There is no proposed alteration to the Art Deco façade. The appearance of the building would remain similar to the previous use albeit with the additional fenestration to the Silver Lane elevation and rear elevation. In terms of design the windows are similar to the existing Art Deco elements of the building.

7.11.5 Policy DE1 states that it seeks to ensure high quality design is achieved. The submitted information illustrates that the apartments all meet and exceed the requirements of the nationally described space standard for apartments. The design would be high quality and in keeping with the existing building and surrounding area and Conservation Area, retaining many of the original features including the Art Deco façade. With the existing building remaining predominantly unchanged the proposals would not have an adverse impact on the streetscene of Broad Street.

7.11.6 It is considered that the proposed change of use would be acceptable and result in an appropriate use in the building, and the design would ensure that the building continues to make a positive contribution to its surroundings and the Conservation Area in this part of Stamford. The proposal would be in accordance with the Local Plan Policy DE1 and with Section 12 of the NPPF.

7.12 **Impact on neighbours' residential amenities**

7.12.1 Policy DE1 (Promoting Good Quality Design) of the adopted Local Plan states (amongst other criteria) that all development proposals will be expected to ensure there is no adverse impact on the amenity of neighbouring users in terms of noise, light pollution, loss of privacy and loss of light and provide sufficient private amenity space, suitable to the type and amount of development proposed. Paragraph 130(f) of the NPPF states that developments should 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; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

7.12.2 The application site is attached to the northeast to no.40 Broad Street and has minimal outside amenity space to the rear. It is acknowledged that this is a mixed-use area with the neighbouring building a fast-food restaurant, and no.38 Broad Street is the Stamford Corn Exchange Theatre Company situated to the northeast. The private access to rear of no.42 Broadstreet belongs to the Stamford Corn Exchange and this is utilised for the stage door, and as an emergency access, and this area houses the Stamford Corn Exchange's waste collection. The local planning authority has received two objections to the proposed development, with concerns raised regarding land ownership and access, waste storage, limited on-street car parking from the Stamford Corn Exchange. The planning officer acknowledges that the use is different to the nightclub use where the building would be closed during the daytime and open on a Friday and Saturday night. Nonetheless, this is a mixed retail, commercial and residential area therefore a residential use would be appropriate in this central location.

7.12.3 In terms of neighbouring properties amenities, the proposal involves minimal alterations to the existing building and no enlargement, consequently there would be no resultant adverse impact in terms of light pollution, loss of privacy and loss of light. The additional fenestration increases overlooking onto Silver Lane and the rear of the building; however, this will not have any impact on neighbouring residential properties. The existing use as a nightclub would have generated noise impact, and the change of use is likely to result in a reduction in noise impact to neighbouring properties and neighbours' amenities. In central location there is a level of noise to be expected in the urban area. Similarly, the nightclub use would have generated waste, and the change of use is likely to result in either a reduction in waste or a similar level of waste. The Environmental Protection Officer has been consulted and not raised any concerns regarding noise or waste.

7.12.4 In terms of access, it is not proposed to use the private access for this purpose, and occupiers/visitors, deliveries and bicycles will access the building through existing accesses onto Broad Street and Silver Street. The application site does not have off-street parking, and the site is well located in terms of sustainable travel options. The nightclub use would have generated deliveries, waste collections and a resultant parking demand for on-street or car parks in Stamford.

7.12.5 Taking into account the nature of the proposal, it is considered that there would be an acceptable impact on the amenities of the occupiers of adjacent properties in accordance with NPPF Section 12 and Policy DE1 of the Local Plan.

7.13 Heritage Impact

7.13.1 The Local Planning Authority is required to ensure that special regard to preserving the Listed Buildings and their settings in relation to Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the 'Act'). No harm should be caused with the historical assets and their surroundings requiring to be preserved or enhanced.

7.13.2 Furthermore, the importance of considering the impact of development on the significance of designated heritage assets is expressed in the National Planning Policy Framework (NPPF). The NPPF advises that development and alterations to designated assets and their settings can cause harm. These policies ensure the protection and enhancement of the historic buildings and environments. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance should be treated favourably.

7.13.3 The significance of Willoughby's Bar is derived from its Art Deco façade and location in the Conservation Area and Medieval Core Character Area of Stamford.

7.13.4 Policy EN6 (The Historic Environment) states amongst other criteria that the Council will seek to protect and enhance heritage assets and their settings, in keeping with the policies in the National Planning Policy Framework. Proposals will be expected to take into account the Conservation Area Appraisals, where these have been adopted by the Council.

7.13.5 The application is for the change of use and conversion to residential use. The application includes some alterations to the building mainly additional fenestration to Silver Lane and the rear elevations, and an extension to the second floor, along with the removal of a glazed timber canopy.

7.13.6 The Conservation Officer has been consulted and has commented that the introduction of fenestrations on the elevations facing Silver Lane and the service yard will cause low levels of less than substantial harm to the Conservation Area and the positive unlisted building. The visual impact of the proposed extension will be less than the impact of the existing glazed canopy, and not visible from most angles at street level. The proposed finish and materials of the extension would be in keeping with the existing. The rest of the Broad Street elevation is not altered resulting in a positive impact on the Conservation Area.

7.13.7 The planning officer considers that the reuse of the existing building and retention of many of the existing features with minimal alteration to the building ensures that the building will remain viable and maintained in the future. The proposal has many public benefits including the provision of multiple units of small residential accommodation in this town centre location. In the weight of the planning balance this would outweigh the low levels of harm identified to the unlisted heritage asset.

7.13.8 Taking the above into account, it is considered that the proposal would preserve the character and appearance of the unlisted building as required by Policy EN6, and would be in accordance with Policies EN6 and DE1 of South Kesteven Local Plan, and NPPF Sections 12 and 16.

7.14 **Highway issues**

7.14.1 SKDC Local Plan Policy ID2 deals with transport issues, requiring that new developments should not severely impact on the safety and movement of traffic on the highway network. Paragraph 115 of the NPPF advises that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

7.14.2 Lincolnshire County Council have commented on the application as highway and lead local flood authority and have raised no objection to the proposal. They have confirmed that the site is in a central urban area and there are services and facilities within a reasonable distance, and these could be accessed by sustainable travel options such as walking, cycling and public transport. The future residents of the development would not be reliant on the private car and therefore parking is not essential to the proposal.

7.14.3 The planning officer agrees that the site is well located in terms of sustainable travel options, and notes that the application includes space within the ground floor of the building for bicycle storage, to support the car-free development.

7.14.4 The proposal seeks to encourage sustainable modes of transport and the local highway authority has confirmed that it is in a sustainable central location, and would not have an unacceptable adverse impact on highway safety, therefore it would be in accordance with Policy ID2 of the Local Plan and the NPPF Section 9.

8 Crime and Disorder

8.1 It is considered that the proposal would not result in any significant crime and disorder implications.

9 Human Rights Implications

9.1 Articles 6 (Rights to fair decision making) and Article 8 (Right to private family life and home) of the Human Rights Act have been taken into account in making this recommendation. It is considered that no relevant Article of that act will be breached.

10 Planning Balance and Conclusion

10.1 In summary, the principle of the development is acceptable, and the proposals would reuse this non-listed heritage asset for residential development in a mixed-use area of Stamford Town Centre. The proposals would provide multiple units of small housing provision in a sustainable location, in compliance with PolicySP3, H4 and STM2.

10.2 The building itself would require minimal amendments to facilitate the change of use; additional fenestration and an extension to the second floor, along with the removal of a glazed timber canopy. Therefore, the original building would be largely unchanged, and the proposed alterations mean that the building would remain in keeping with the character of the Conservation Area and would result in minimal harm to the neighbouring listed buildings. The less than substantial harm to the unlisted heritage asset no.42 Broad Street is

considered to be outweighed by the benefits attributed to the provision of small housing units in this location, and the reuse of the building for an alternative use.

10.3 The previous use of the building as a nightclub would have resulted in impacts such as the generation of deliveries, noise and waste, and the proposed use will result in a different pattern of use weekdays and weekends, and a reduction in impacts such as noise, and is considered to be acceptable in this location. Therefore, the proposals would comply with Policy DE1, and EN6 in the Local Plan.

10.4 Taking the above into account, it is considered that the proposals are appropriate for the context and in accordance with the NPPF (Sections 9, 12 and 16) and Policies H4, DE1 and ID2 of the South Kesteven Local Plan. There are no material considerations that indicate otherwise although conditions have been attached.

11 Recommendation

To authorise the Assistant Director-Planning to GRANT planning permission, subject to the conditions.

Time Limit for Commencement

1) The development hereby permitted shall be commenced before the expiration of three years from the date of this permission.

   Reason: In order that the development is commenced in a timely manner, as set out in Section 91 of the Town and Country Planning Act 1990 (as amended).

Approved Plans

2) The development hereby permitted shall be carried out in accordance with the following list of approved plans:

i. Site Location Plan and Site Plan, drawing ref. A100 (received 18/03/24)
ii. Proposed Floor Plans, drawing ref. A112/A (received 18/03/24)
iii. Proposed Floor Plans, drawing ref. A113/A (received 18/03/24)
iv. Proposed Elevations, drawing ref. A302 (received 22/12/23)
v. Proposed Elevations, drawing ref. A303/A (received 18/03/24)

Unless otherwise required by another condition of this permission.

Reason: To define the permission and for the avoidance of doubt.

Before the Development is Commenced

3) No development shall take place until a Construction Management Plan and Method Statement has been submitted to and approved in writing by the Local Planning Authority which shall indicated measures to mitigate against traffic generation and drainage of the site during the construction stage of the proposed development.

Reason: In the interests of the safety and free passage of those using the adjacent public highway and to ensure that the permitted development is adequately drained without creating or increasing flood risk to land or property adjacent to, or downstream of, the permitted development during construction.

During Building Works

4) To minimise noise impacts on the existing residential dwellings, it is recommended that 'construction work' shall only be carried out between the hours of 7:30 am to 6:00 pm Monday to Friday and 9:00 am to 1:00 pm on a Saturday. Construction work shall not be carried out on Sundays or Public Holidays. The term 'construction work' shall include mobile and fixed plant/machinery, (e.g. generators) radios and the delivery of construction materials.

   To minimise the impact of potential noise on the surrounding area, deliveries of construction materials shall only take place between 8:00 am and 5:00 pm, Monday to Friday and between 9:00 am and 5:00 pm on a Saturday. No deliveries shall take place on a Sunday or Public Holiday.

   Reason: To prevent disturbance to the surrounding area and in accordance with Policies EN4 and DE1 of the adopted South Kesteven District Local Plan.

5) If asbestos is identified a scheme to address the management and/or safe disposal of asbestos and asbestos containing materials must be submitted to and approved in writing by the local planning authority. The scheme shall include details of, where necessary, an asbestos identification survey by a qualified contractor, measures to be adopted to protect human health and the preferred asbestos disposal route, unless the local planning authority dispenses with any such requirement specifically in writing.

   Reason: To ensure there is no asbestos risk, and in accordance with Policy EN4 of the adopted Local Plan and guidance contained in National Planning Policy Framework.

Before the Development is Occupied

6) Before any part of the development hereby permitted is occupied/brought into use, the external elevations shall have been completed using only the materials stated in the planning application form, Design and Access Statement and approved plans unless otherwise agreed in writing by the Local Planning Authority.

   Reason: To ensure a satisfactory appearance to the development and in accordance with Policy DE1 of the adopted South Kesteven Local Plan.

7) The proposed bicycle parking is to be installed before the development is brought into use and maintained in perpetuity for use by the occupiers of the residential development.

Reason: To ensure the development encourages sustainable modes of travel and contributes to low carbon travel in accordance with Policy ID2 and SB1 of the Local Plan and Section 9 of the National Planning Policy Framework.

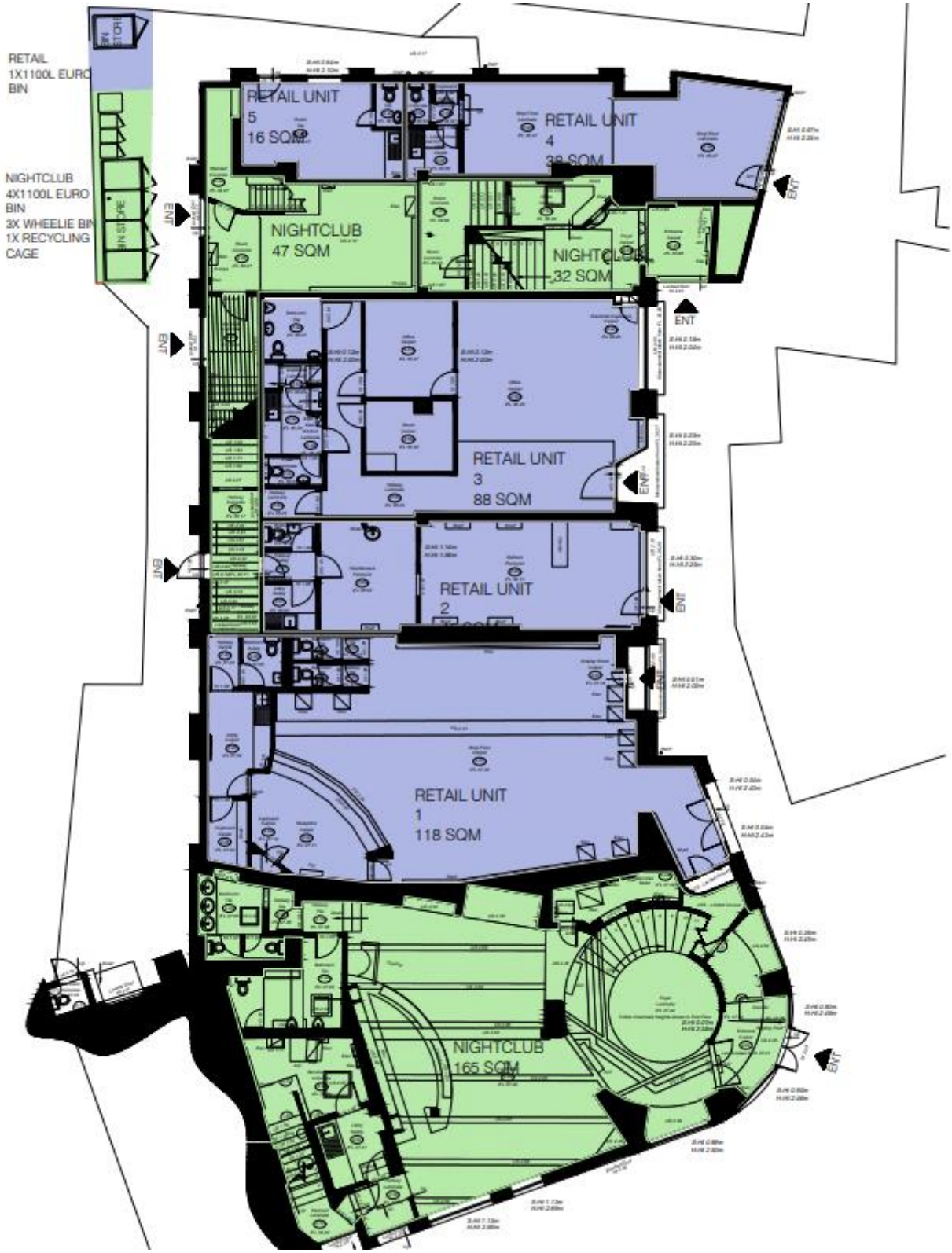
Standard Note(s) to Applicant:

In reaching the decision the Council has worked with the applicant in a positive and

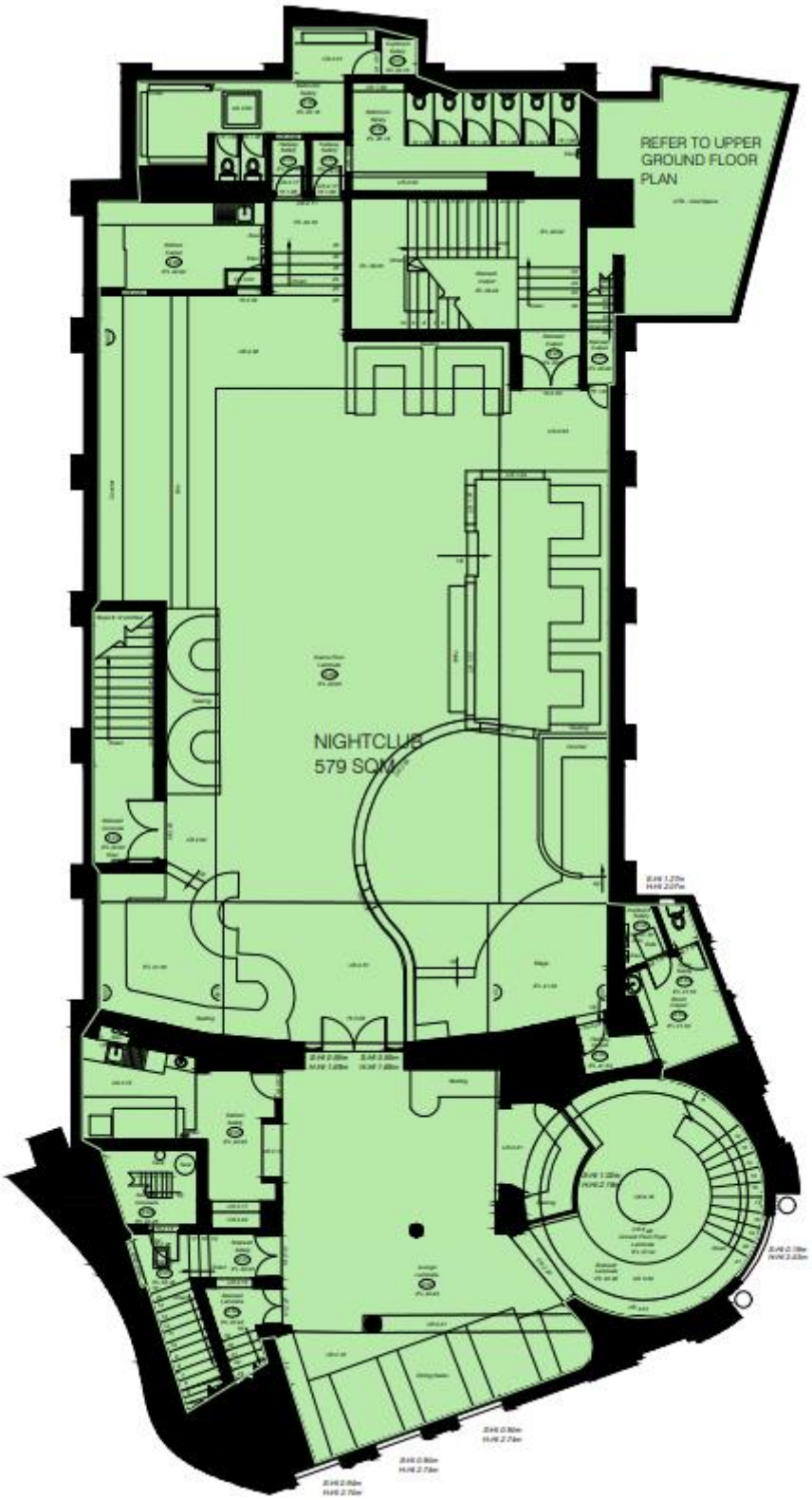
proactive manner by determining the application without undue delay. As such it is considered that the decision is in accordance with paras 38 of the National Planning Policy Framework.

SITE LOCATION PLAN

FLOOR PLANS GROUND FLOOR - EXISTING



FLOOR PLANS FIRST FLOOR - EXISTING



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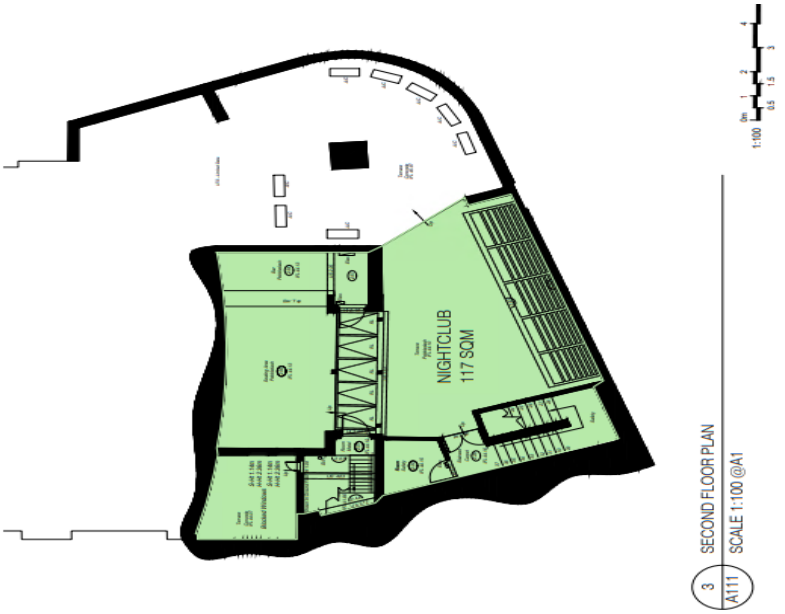

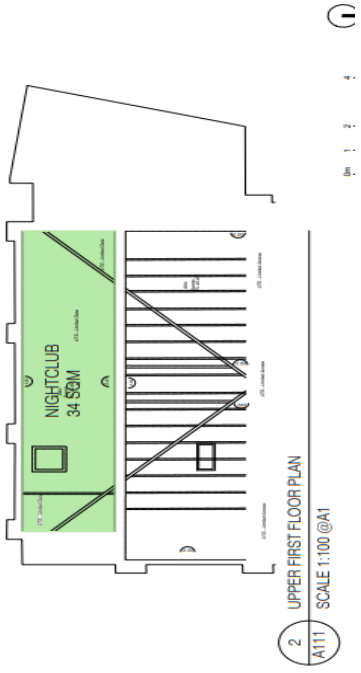

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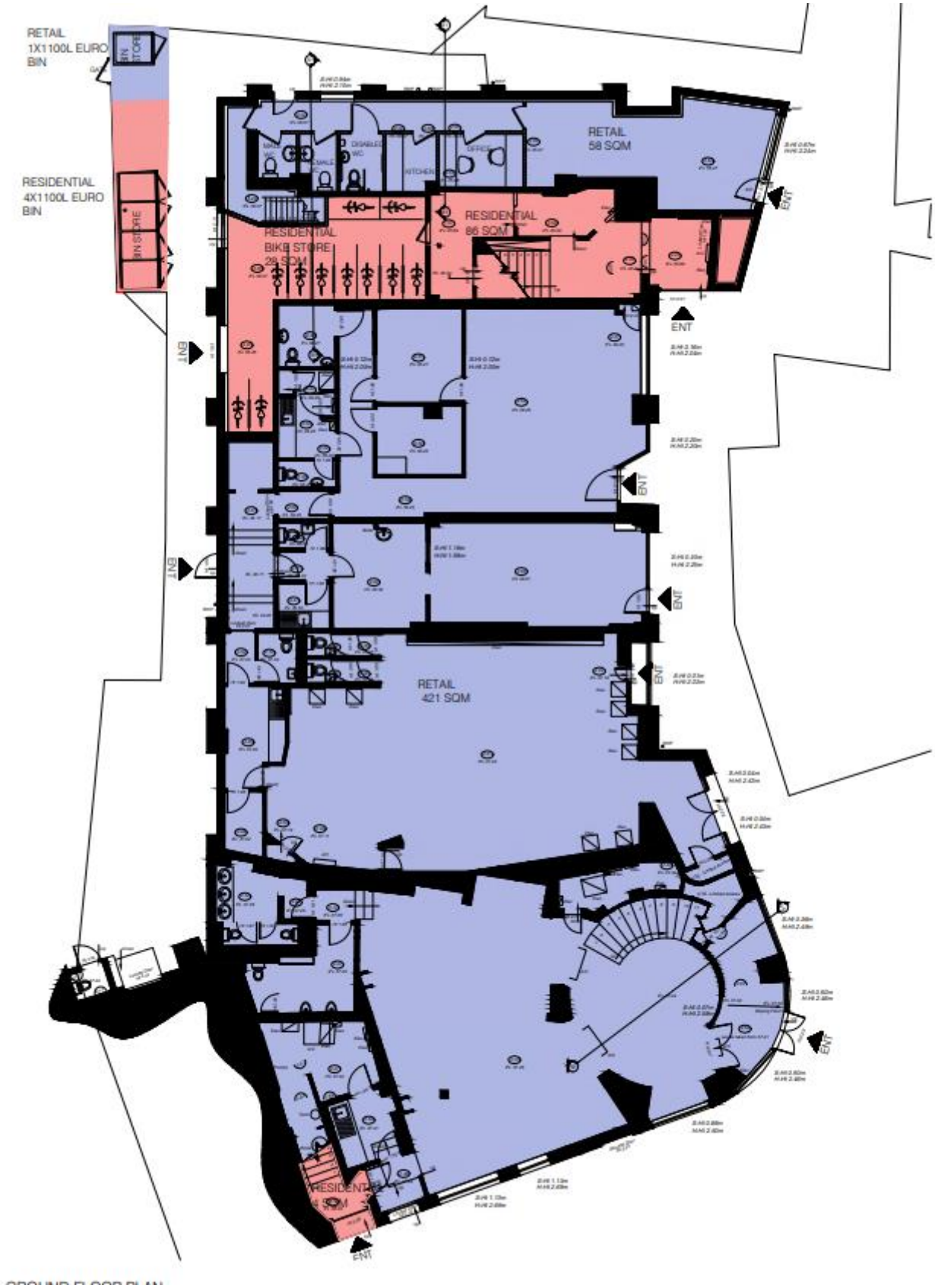

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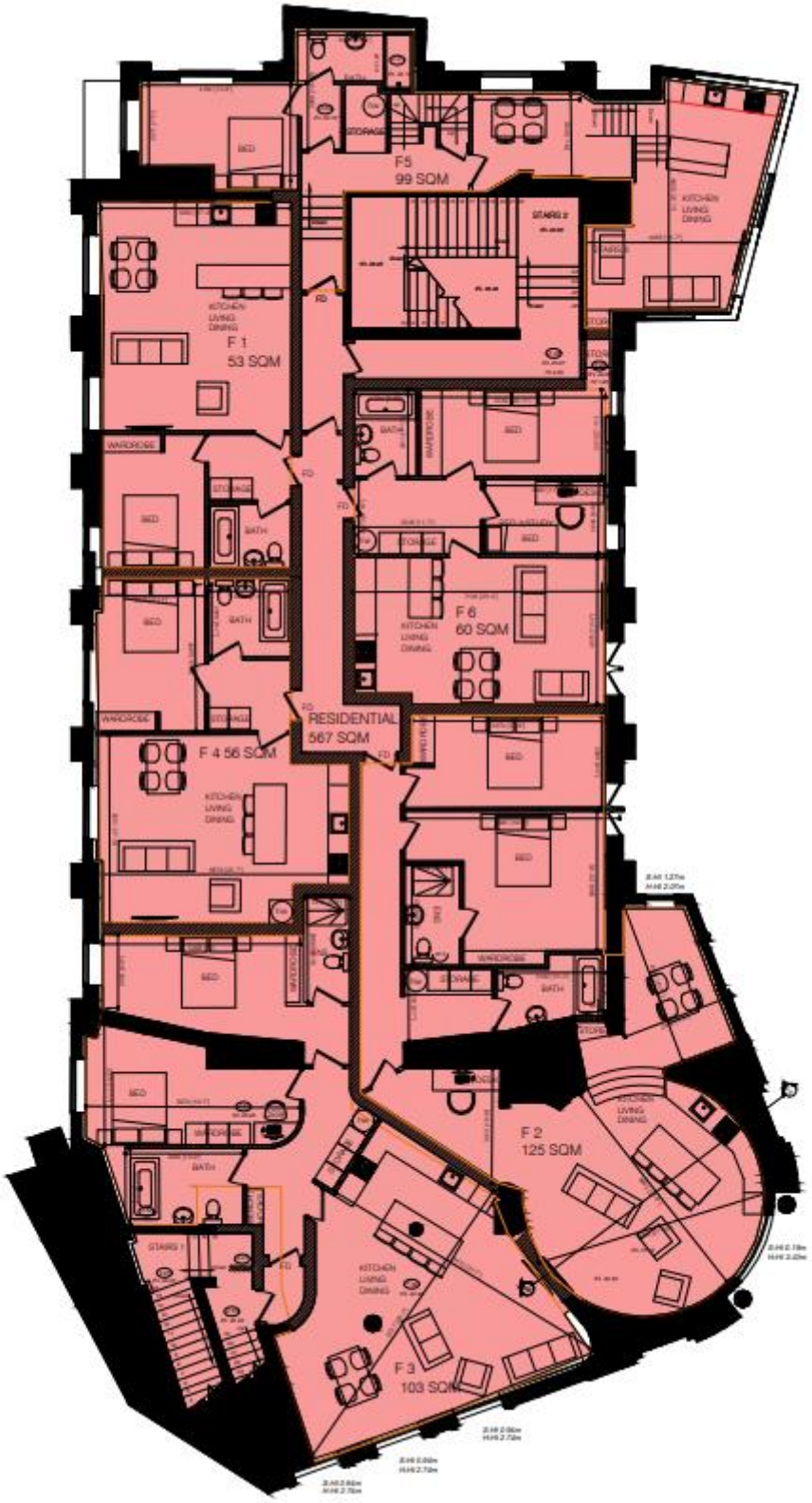

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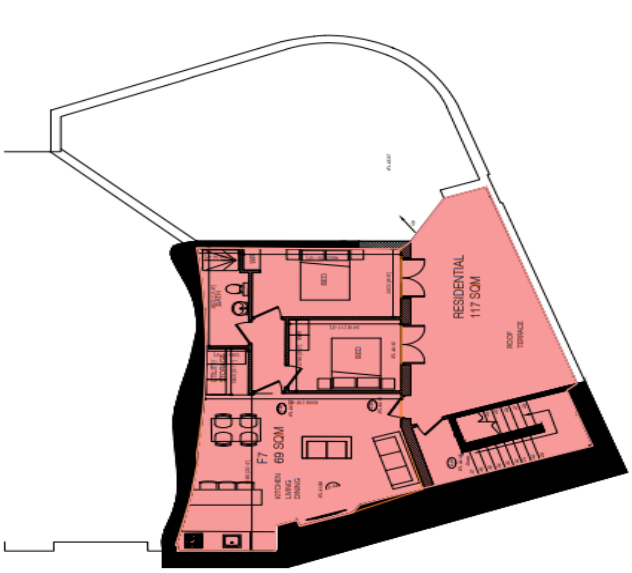

3 A113 SECOND FLOOR PLAN
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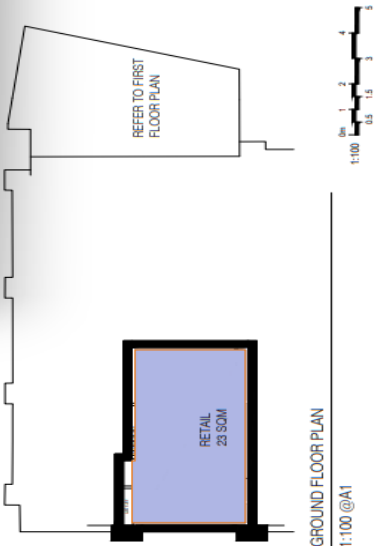
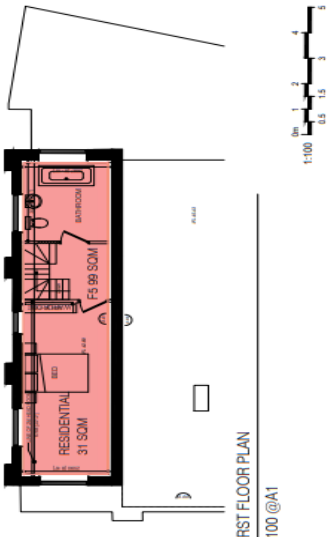


1 A113 UPPER GROUND FLOOR PLAN
SCALE 1:100 @A1

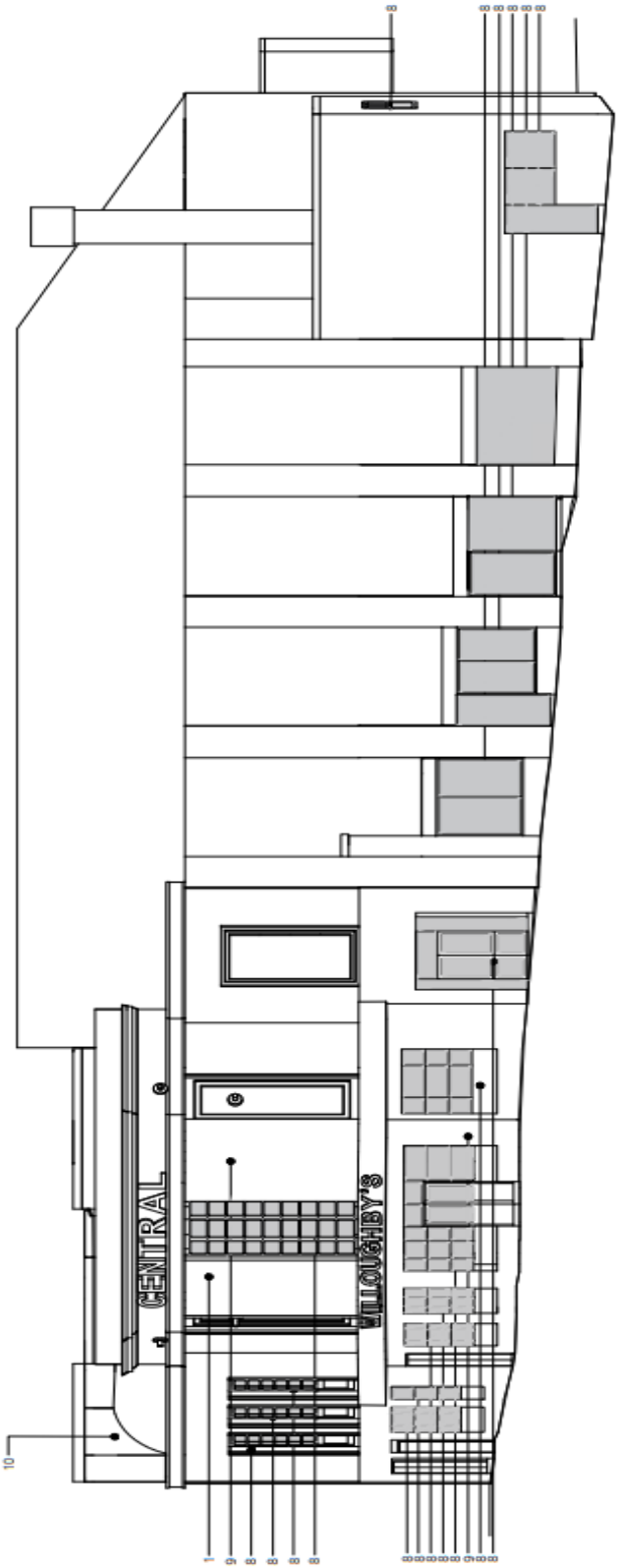


2 A113 UPPER FIRST FLOOR PLAN
SCALE 1:100 @A1

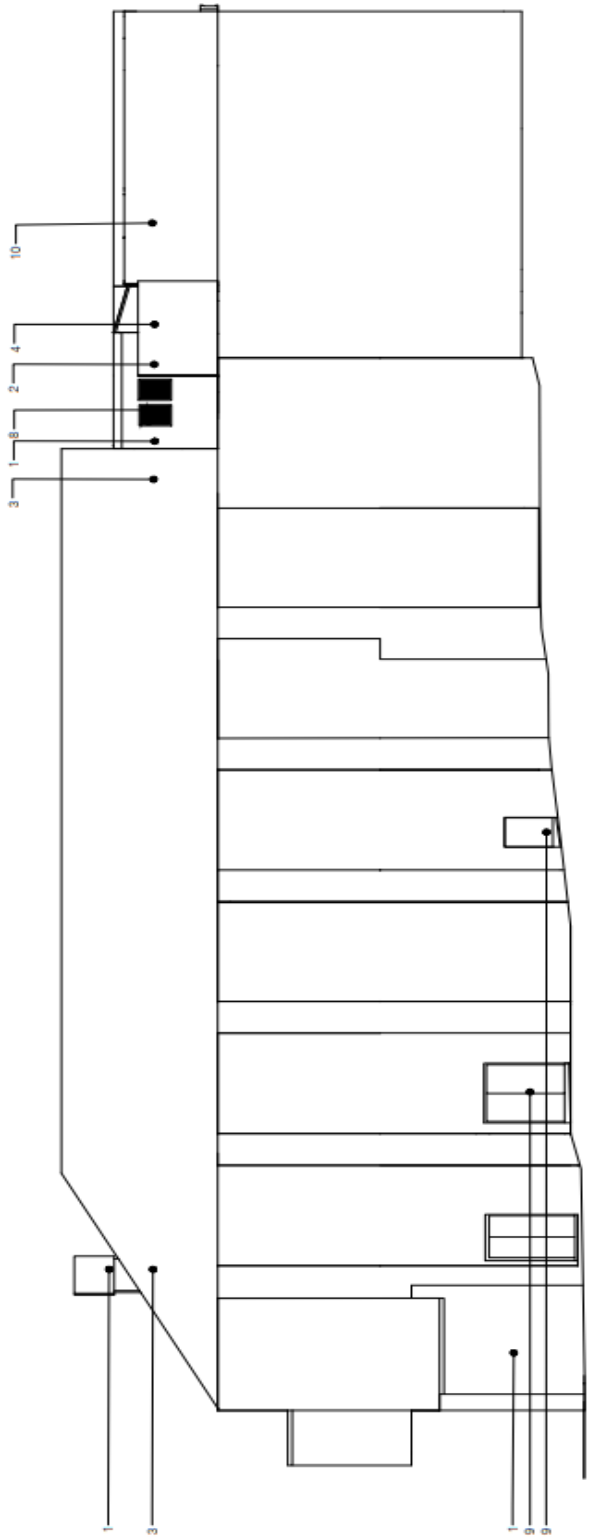
ELEVATIONS FRONT (BROAD STREET) – EXISTING

ELEVATIONS REAR – EXISTING

ELEVATIONS FRONT (SILVER STREET) - EXISTING



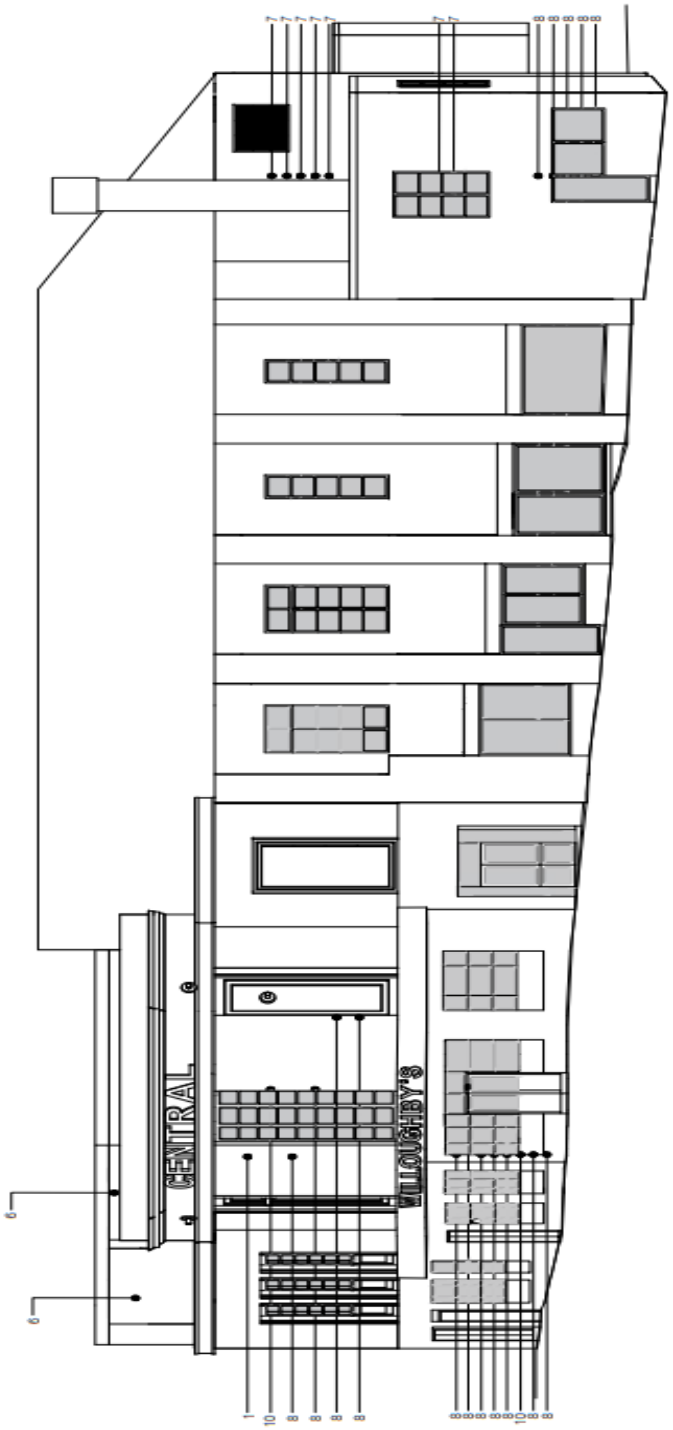
ELEVATIONS REAR – EXISTING



ELEVATIONS FRONT (BROAD STREET) - PROPOSED

ELEVATIONS REAR – PROPOSED

ELEVATIONS FRONT (SILVER LANE) – PROPOSED



ELEVATIONS REAR – PROPOSED