



**SOUTH
KESTEVEN
DISTRICT
COUNCIL**

Planning Committee

8th August 2024



S24/0795

Proposal: Change of use and conversion of former bank building (Use Class E(c)(i) to ancillary public reception and function rooms for the adjacent hotel, The Angel and Royal (Use Class C1).

Location: No.6 High Street Grantham NG31 6PN

Applicant: Mr Michael Ellison

Agent: Mr Dean Harrison

Application Type: Full planning

Reason for Referral to Committee: Applicant is related to an elected Member

Key Issues: Impact on Character and Appearance of the area
Impact on neighbouring amenities

Technical Documents: Design and Access Statement
Heritage Statement

Report Author

Venezia Ross-Gilmore, Senior Planning Officer



01476 406080 ext. 6419



Venezia.ross-gilmore@southkesteven.gov.uk

Corporate Priority:

Growth

Decision type:

Regulatory

Wards:

Grantham St Wulfram's

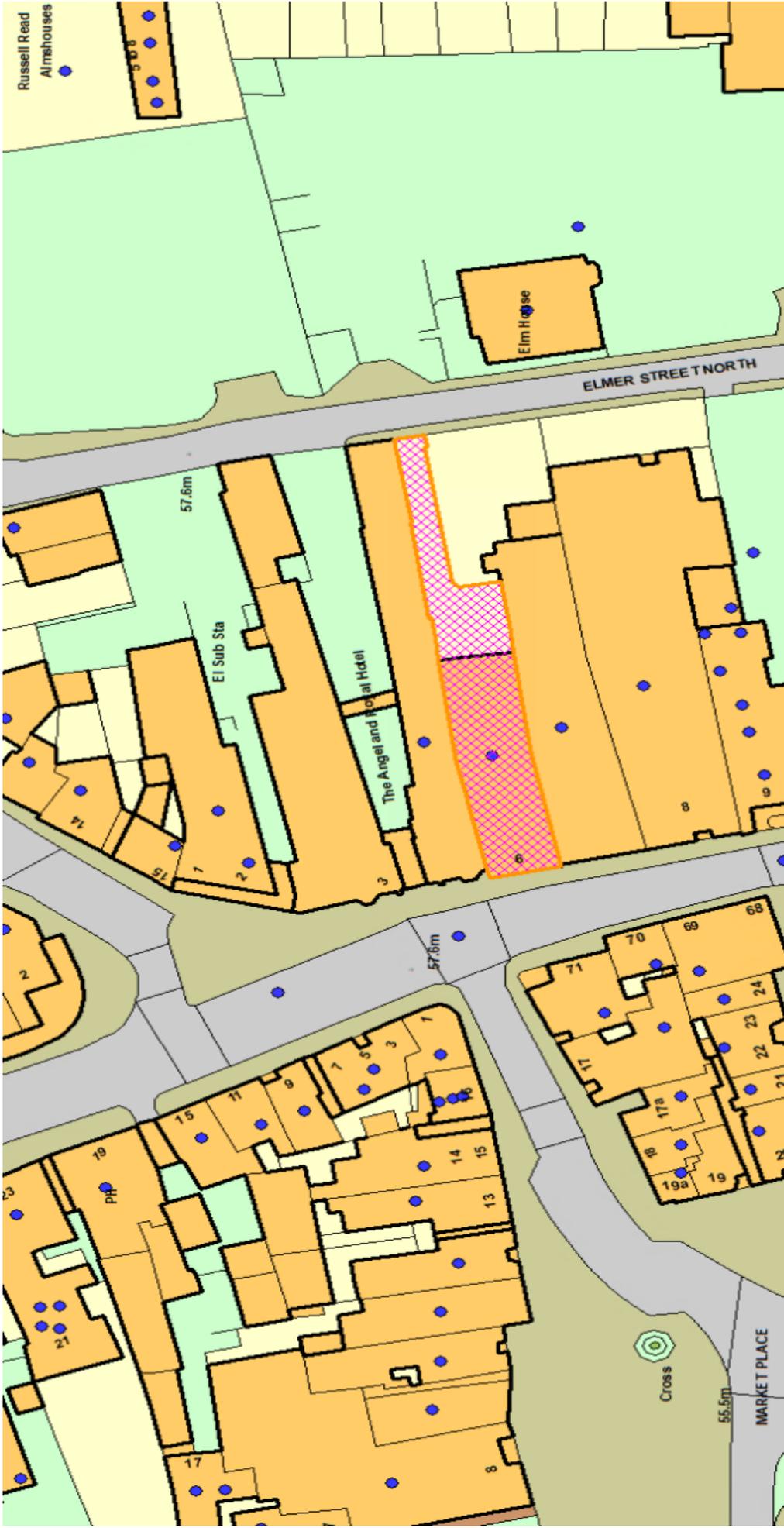
Reviewed by:

Adam Murray – Principal Development Management Planner

25 July 2024

Recommendation (s) to the decision maker (s)

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



Key



Application
Boundary



Reproduced from the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. © South Kesteven District Council (2015) - Licence No. 100018662

1 Description of Site

- 1.1 The site is situated on High Street, in the town of Grantham. The building No.6 High Street Grantham is an unlisted property situated next to the Grade I listed Angel & Royal Hotel. The building fronts the High Street, and in recent years the building was a Bank (Use Class E(c)(i)). To the north of the application building there is the Grade 1 Listed Building, the Angel and Royal Hotel. To the east of the site there is Elmer Street, and a service area belonging to buildings fronting the High Street. To the south there are further commercial units.
- 1.2 The Angel and Royal Hotel and No. 6 High Street are located in the Commercial Centre Character Area of the Grantham Conservation Area. The Commercial Centre Character Area is characterised by having buildings dating from the 14th century and having a continuous building line due to buildings situated at the rear of the footways. The predominant building material is brick, interspersed with older stone buildings. The Grantham Conservation Area appraisal identifies No. 6 High Street as a positive unlisted building.

2 Description of Proposal

- 2.1 The proposal is for planning permission for the change of use and conversion of the former bank building (Use Class E(c)(i)) to a ancillary public reception and function rooms for the adjacent hotel, The Angel and Royal (Use Class C1).
- 2.2 It is proposed to create 2no. openings between the Angel and Royal Hotel and No. 6 High Street with 1no. doorway on ground floor and 1no. doorway proposed in the cellar.

3 Relevant Planning Policies & Documents

- 3.1 **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 EN6 – The Historic Environment
Policy DE1 – Promoting Good Quality Design
Policy ID2 – Transport and Strategic Transport Infrastructure
Policy GR4 – Grantham Town Centre Policy
- 3.2 **National Planning Policy Framework (NPPF) (updated September 2023)**
Section 7 – Ensuring the vitality of town centres
Section 9 – Promoting sustainable transport
Section 12 – Achieving well-designed places
Section 16 – Conserving and enhancing the historic environment

4 Representations Received

Lincolnshire County Council Highways

- 4.1 No objections.
- 4.2 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.

Environmental Protection

- 4.3 The proposed use of the former bank building will be for dining, public reception and entertainment. Environmental protection would recommend that the applicant ensures that the change of use of the building would not cause any impact such as from noise to any adjacent or nearby properties which may have living accommodation such as flats or apartments.

Historic England

- 4.4 In this case we are not offering advice.

Conservation Officer

- 4.5 Overall, I have no concerns with the proposal on heritage grounds.
- 4.6 The proposal for the conversion will result in some fabric loss. The newly created connections in the basement and on the ground floor will result in historic fabric loss of both properties. The harm however is minimal and will not impact the significance of both properties substantially. The material removed will be kept onsite and the plan form of both buildings will be clearly legible, due to the location of the connections in both buildings.
- 4.7 The connections will allow the Angel and Royal business to expand into No. 6 High Street securing its optimum viable use of the positive unlisted building and the Grade I listed Angel and Royal Hotel.

5 Representations as a Result of Publicity

- 5.1 This application has been advertised in accordance with the Council's Statement of Community Involvement and no letters of representation were received.

6 Evaluation

- 6.1 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. The Council adopted the South Kesteven Local Plan 2011-2036 in January 2020, which forms the Development Plan for the District, and is the basis of decision-making in South Kesteven.

6.2 The Local Planning Authority have recently adopted a Design Guidelines Supplementary Planning Document (Adopted November 2021) and this document is a material consideration in the determination of planning application.

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

6.4 **Principle of Development**

6.5 Policy SD1 (The Principles of Sustainable Development in South Kesteven) sets out the overarching obligation for development to proposals to minimise their impact on climate change and contribute towards a strong, stable and more diverse economy.

6.6 Local Plan Policy SP1 sets out the spatial strategy for the District, with the majority of growth focused on the four market towns, with Grantham being a particular focal point. Development should create strong sustainable, cohesive and inclusive communities, making the most effective use of appropriate previously developed land (where possible) and enabling a larger number of people to access jobs, services and facilities locally.

6.7 Policy SP2 confirms that the majority of development will be focused in Grantham in order to support and strengthen its role as a Sub-Regional Centre. New development proposals will be supported on appropriate and deliverable brownfield sites and on sustainable greenfield sites (including urban extensions), where development will not compromise the town's nature and character.

6.8 Local Plan Policy SP3 confirms that infill development in settlements defined in Policy SP2 will be supported provided that

a. it is within a substantially built up frontage or re-development opportunity (previously developed land)

b. it is within the main built up part of the settlement

c. it does not cause harm or unacceptable impact upon the occupiers amenity of adjacent properties

d. it does not extend the pattern of development beyond the existing built form, and it is in keeping with the character of the area, and is sensitive to the setting of adjacent properties.

6.9 It is thought that the development proposal constitutes infill development as it meets the criteria a to d in Policy SP3. The building offers a redevelopment opportunity, and is within the limits of the main built up part of Grantham. The proposal would not extend the pattern of development in Grantham, and the proposal is considered an acceptable use for the site as the surrounding area comprises commercial development. Therefore, meeting the criteria a to d contained in Policy SP3 for infill development.

6.10 The Grantham Town Centre Policy GR4 states that 'Within the town centre, development or reuse of buildings for a range of uses including retail, leisure, offices, food and drink, cultural and residential will be supported'. It continues that 'Within the town centre boundary, proposals for A-uses will be supported, as well as proposals for Offices (B1), Health Care, Day Nurseries (D1) and leisure and tourism related uses, i.e. cinema, recreation facilities

(D2) and appropriate residential development on upper floors, provided that the use does not cause undue harm to the character and appeal of the town centre, nor generate 'dead shopping frontages'. Furthermore, 'Proposals supporting the generation of an evening economy within the Town Centre will be encouraged'.

- 6.11 The building would be used for an ancillary purpose in relation to the neighbouring hotel use, providing public reception and function rooms to support the existing business. The hotel use is an acceptable use in the town centre, and it is considered that an expansion of the hotel's current offering to include more function space for daytime and evening, would positively contribute to the Town Centre. The use would create more footfall in the town centre and be supplementary to the existing hotel use, as well as supporting the evening economy to some extent.
- 6.12 The proposal is considered to be acceptable in principle, and in accordance with SP1, SP2, SP3 and GR4 of the adopted Local Plan and Section 7 of the NPPF.
- 6.13 The impact of the proposal on the character or appearance of the area, impact on neighbouring properties, and highway issues have been considered and are discussed in turn as follows.
- 6.14 **Impact on the Character and Appearance of the Area**
- 6.15 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 streetscene, 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 and beautiful 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.
- 6.16 The Local Planning Authority is required to ensure that special regard to preserving the Listed Buildings and their settings in relation to Section 66 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.
- 6.17 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.
- 6.18 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.

- 6.19 The High Street and Commercial Centre Character Area is characterised by having buildings dating from the 14th century and having a continuous building line due to buildings situated at the rear of the footways. The predominant building material is brick, interspersed with older stone buildings.
- 6.20 The application building is an unlisted property situated next to the Grade I listed Angel & Royal Hotel, noted in the Grantham Conservation Area appraisal as a positive unlisted building.
- 6.21 The Conservation Officer has commented that the proposal for the conversion will result in some fabric loss, continuing 'The newly created connections in the basement and on the ground floor will result in historic fabric loss of both properties'. The Conservation Officer considers that the harm is 'minimal and will not impact the significance of both properties substantially' furthermore it is agreed that 'The material removed will be kept onsite and the plan form of both buildings will be clearly legible, due to the location of the connections in both buildings'. It is considered that the connections between the buildings will allow the hotel to expand into No.6 High Street and this will secure 'its optimum viable use of the positive unlisted building and the Grade 1 Listed Angel and Royal Hotel'. The Officer therefore has no concerns with the proposal on heritage grounds.
- 6.22 It is considered that there would be minimal impact on the character and appearance of the area, as there are no external alterations proposed to No.6 High Street, and the remaining alterations for the conversion would be internal.
- 6.23 Taking the above into account it is considered that the proposal would not cause harm to the character and appearance of the local area, the character of the neighbouring listed building, or the Conservation Area, and accords with Policies EN6, GR4 and DE1 of the South Kesteven Local Plan, and Sections 11, 12 and 16 of the NPPF.
- 6.24 **Impact on Neighbouring Amenities**
- 6.25 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 135 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.
- 6.26 The proposed ancillary use to the hotel is considered an acceptable use for the building, and the proposal requires minimal conversions to No.6 and the neighbouring Grade 1 Listed hotel, to accommodate the change of use.
- 6.27 The comments of the Environmental Protection Team are noted. It is considered that the conversion works are unlikely to take place over an extended period of time, and a town centre location generates a number of visitors/deliveries when operational, but this is not likely to exceed an acceptable level. Therefore, it has not been considered necessary to require the submission of a construction management plan or restrict construction delivery times or construction hours.
- 6.28 Should the development cause significant issues in relation to noise and disturbance these could be investigated as a statutory noise nuisance.

6.29 The change of use and conversion of the building is unlikely to result in any significant negative impact to neighbouring businesses and residences within the town centre. There is some level of noise to be expected within the town centre and in relation to the existing hotel use, and this building will be ancillary to the existing use.

6.30 Taking into account the nature of the proposal, it is considered that there would be no unacceptable adverse impact on neighbouring businesses and residential dwellings in accordance with Policy DE1 of the Local Plan, and Section 12 of the NPPF.

6.31 **Highway Issues**

6.32 Policy ID2 (Transport and Strategic Transport Infrastructure) identifies that the Council will support and promote an efficient and safe transport network, which offers a range of transport choices for the movement of people and goods, reduces the need to travel by car and encourages the use of alternatives, such as walking, cycling or public transport. The policy requires development proposals to not result in any unacceptable highways safety impacts or result in severe cumulative impacts on the local and / or strategic highway network. Proposed schemes should also include appropriate provision for vehicle, two-wheeler and cycle parking.

6.33 The application site is located within Grantham Town Centre, in a sustainable location where services and facilities can be accessed by sustainable travel options. Lincolnshire County Council, as local highway authority, has expressed no objections to the change of use commenting that users of the development will not be reliant on the private car and parking is not essential for this proposal.

6.34 The application is therefore in accordance with the requirements of Policy ID2 of the Local Plan and Section 9 of the NPPF in so far as it has regard to highways matters.

7 Crime and Disorder

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

8 Human Rights Implications

8.1 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.

9 Conclusion

9.1 The proposed development would result in the reuse of an empty former bank building in Grantham Town Centre. The building would be used for an ancillary use related to the neighbouring Grade 1 Listed Hotel providing public reception and functions rooms. This is an acceptable use in the town centre, and this enables the expansion of the hotel to include more function space for daytime and evening, would positively contribute to the Town Centre. The use would create more footfall in the town centre and be supplementary to the existing hotel use, as well as supporting the evening economy to some extent.

9.2 The proposed change of use and conversion of the building would require minimal internal alterations, and no external alterations are proposed, therefore this would not have a

detrimental impact on the positive unlisted building. The change of use and conversion of the building would not have a detrimental impact on the character or appearance of the town centre, or Conservation Area.

- 9.3 This proposal is considered to accord with the relevant policies in the adopted Local Plan specifically SP1, SP2, SP3, GR4, DE1 and EN6, and Sections 11, 12 and 16 of the NPPF.

10 Recommendation

- 10.1 To authorise the Assistant Director – Planning to GRANT planning permission, subject to 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, drawing ref. 205 CP01A (received 21/05/24)
- ii) Proposed Site Plan, drawing ref. 205 CP02 (received 10/05/24)
- iii) Proposed Basement Plan, drawing ref. 205 CP06A (received 22/05/24)
- iv) Proposed Ground Floor Plan, drawing ref. 205 CP03 (received 10/05/24)
- v) Proposed First Floor Plan, drawing ref. 205 CP04 (received 10/05/24)
- vi) Proposed Second Floor Plan, drawing ref. 205 CP05 (received 10/05/24)
- vii) Proposed Elevations, drawing ref. 205 CP07 (received 10/05/24)
- viii) Proposed Long Section, drawing ref. 205 CP08 (received 10/05/24)

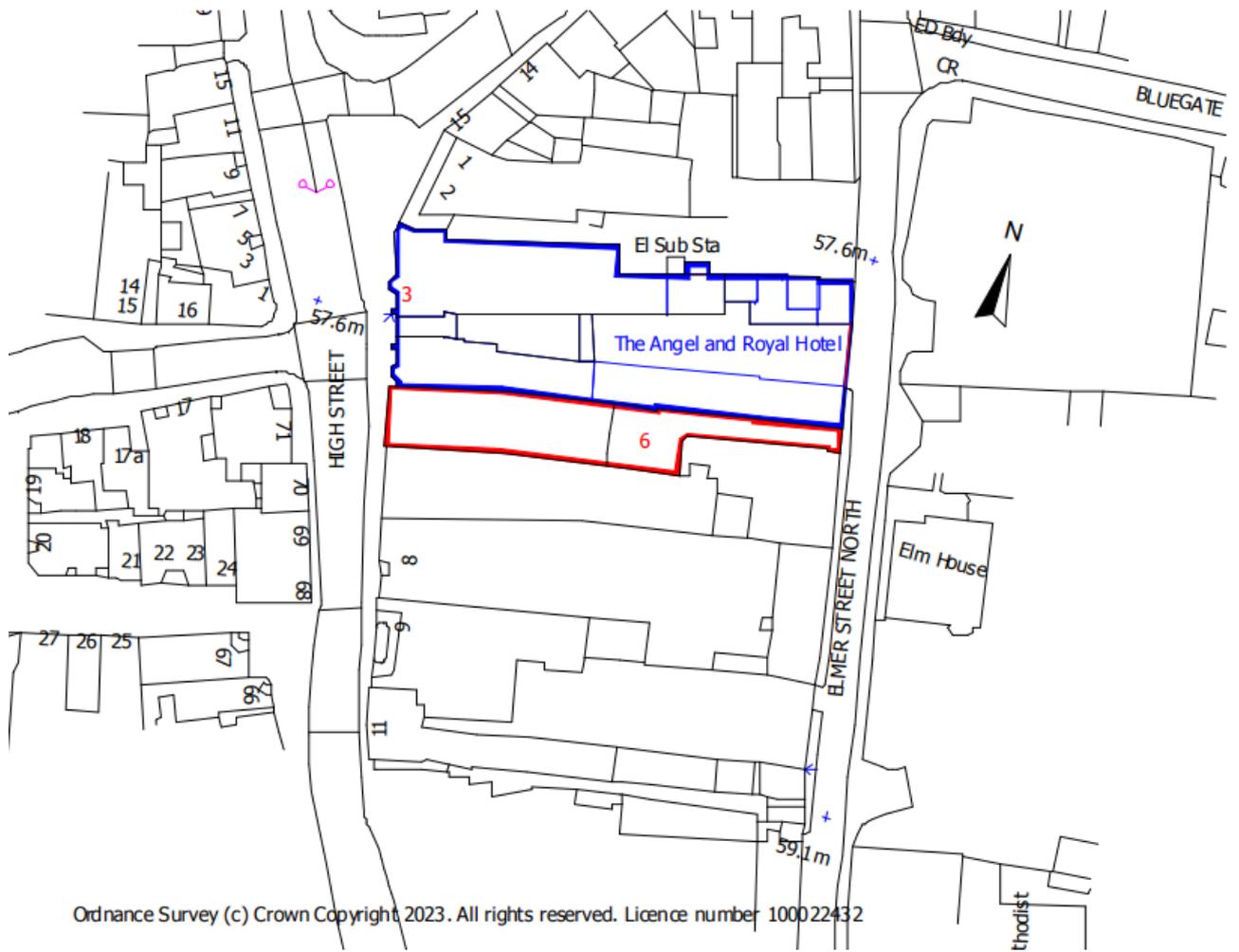
Unless otherwise required by another condition of this permission.

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

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



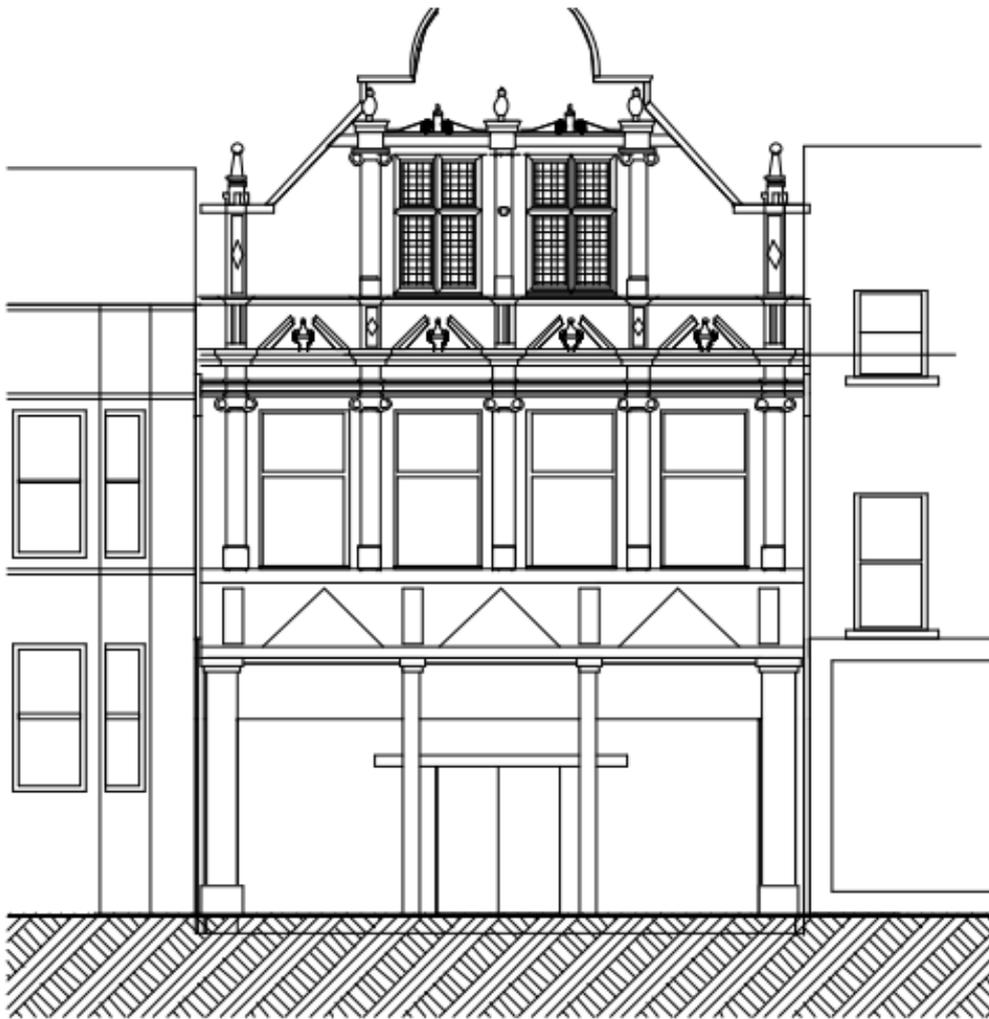
Ordnance Survey (c) Crown Copyright 2023. All rights reserved. Licence number 100022432

EXISTING ELEVATION – HIGH STREET



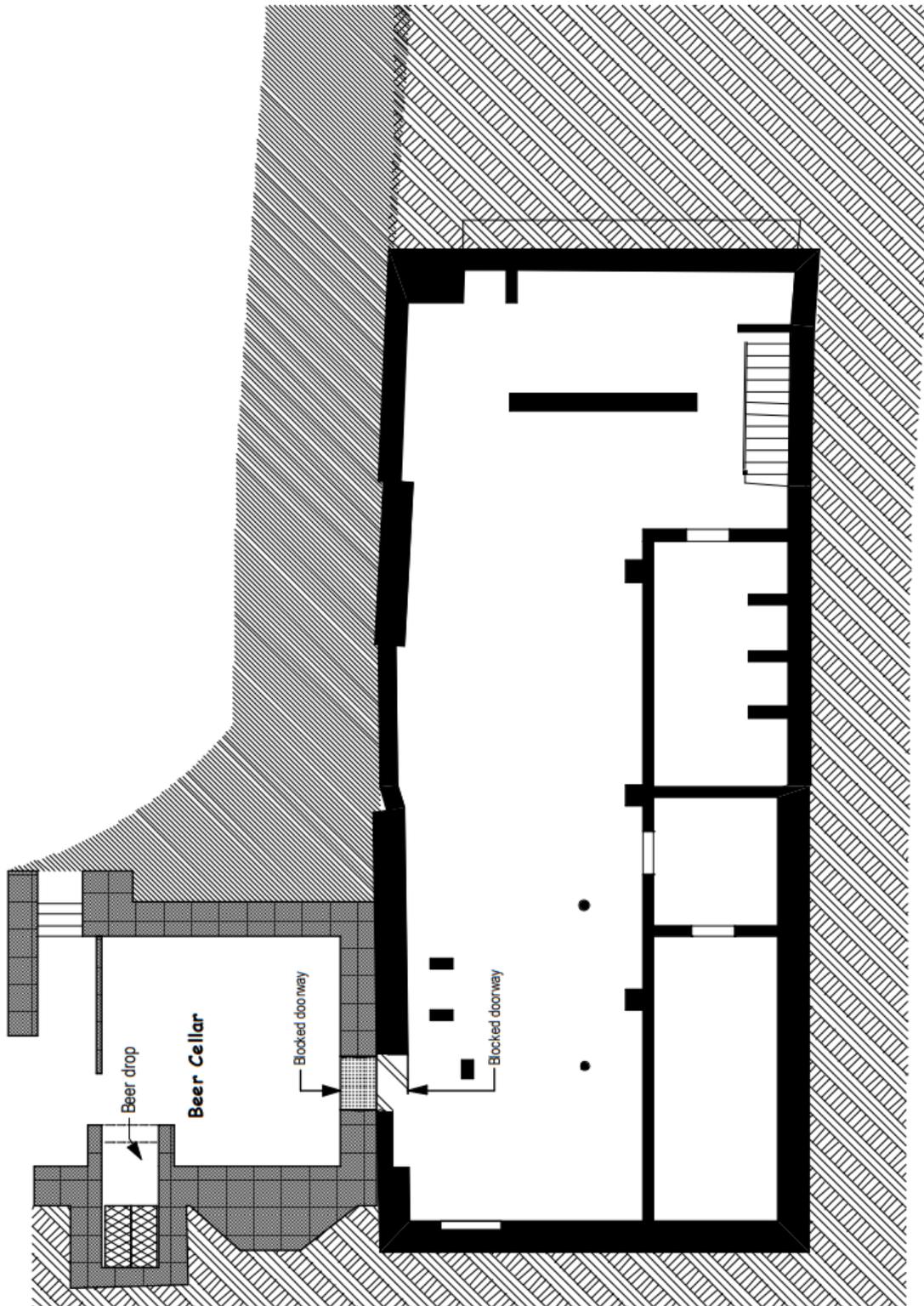
FRONT(West)

PROPOSED ELEVATION – HIGH STREET

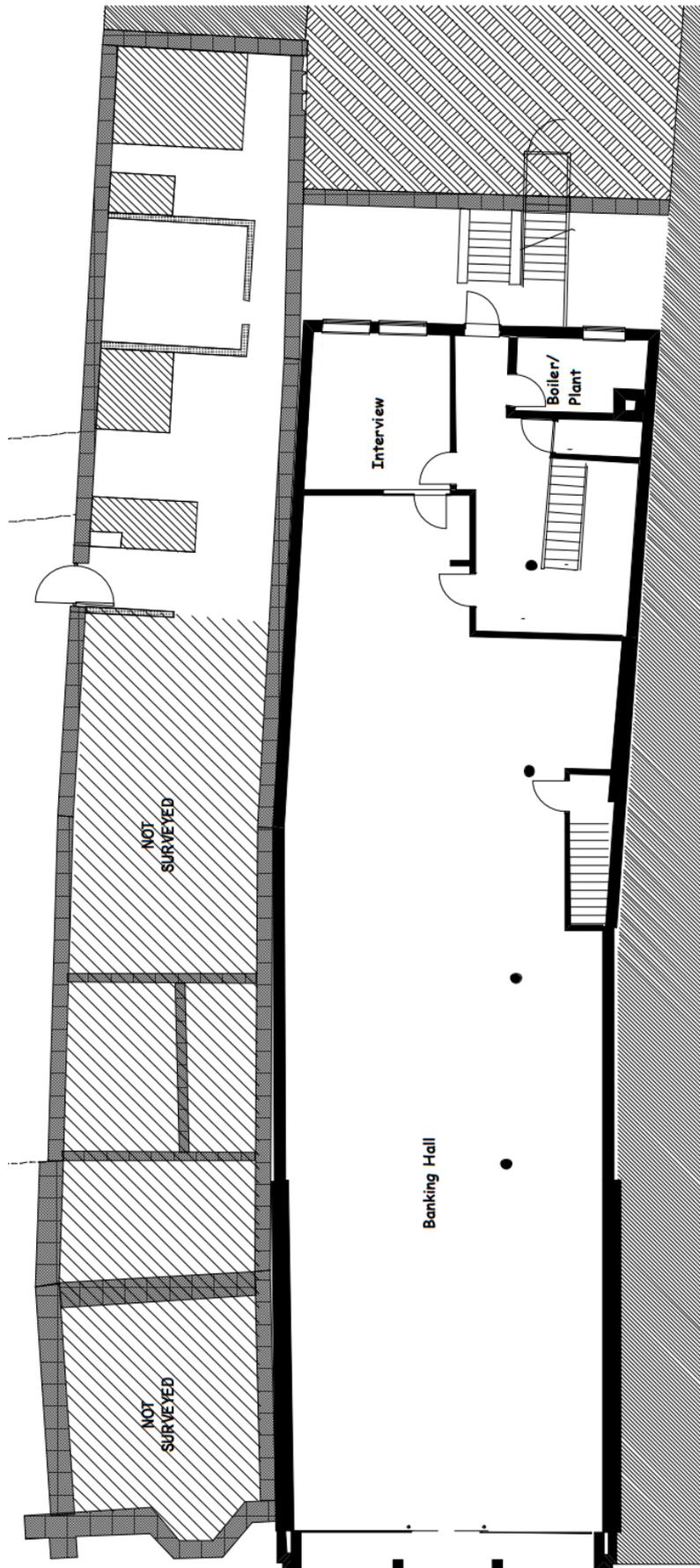


HIGH STREET (West)

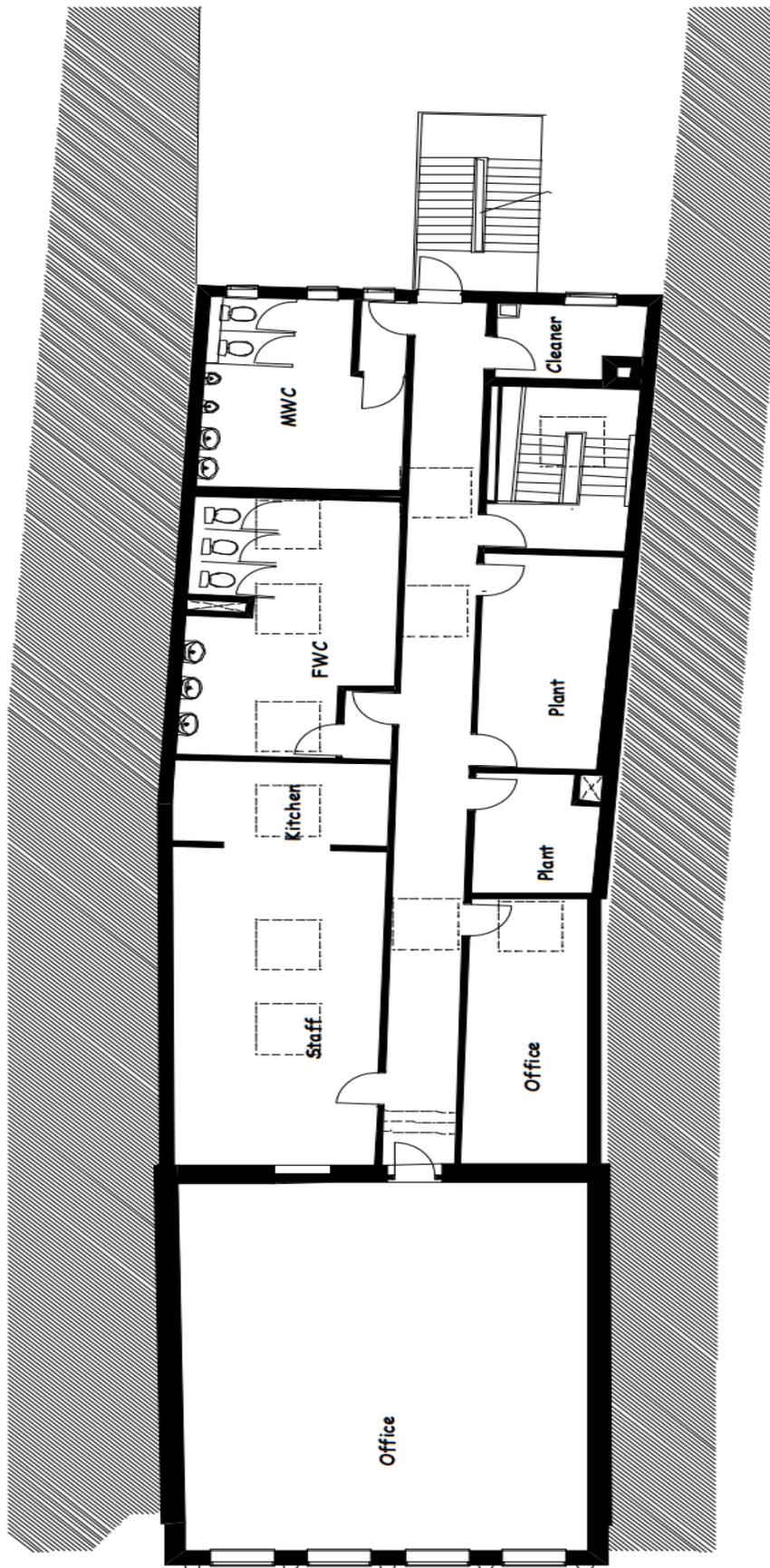
EXISTING BASEMENT PLAN



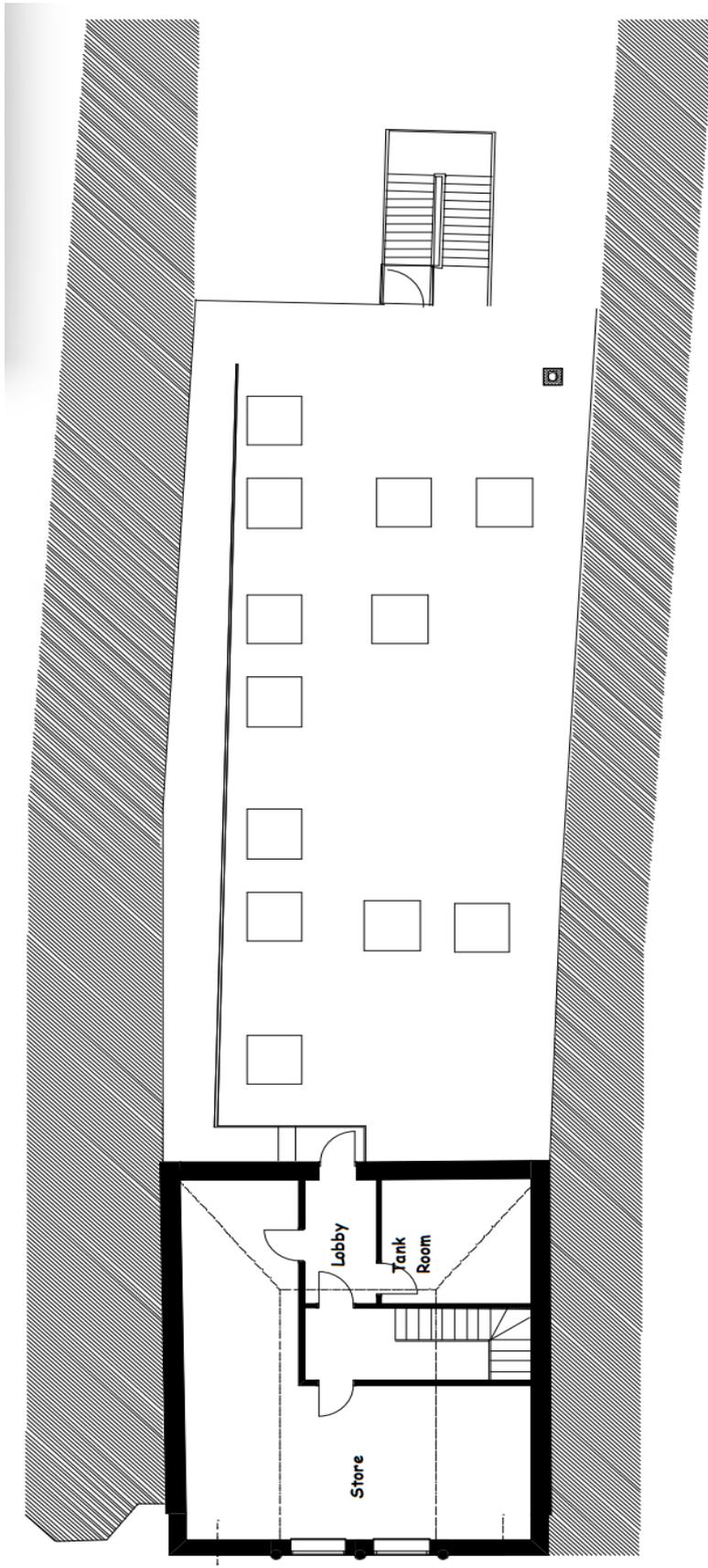
EXISTING GROUND FLOOR PLAN



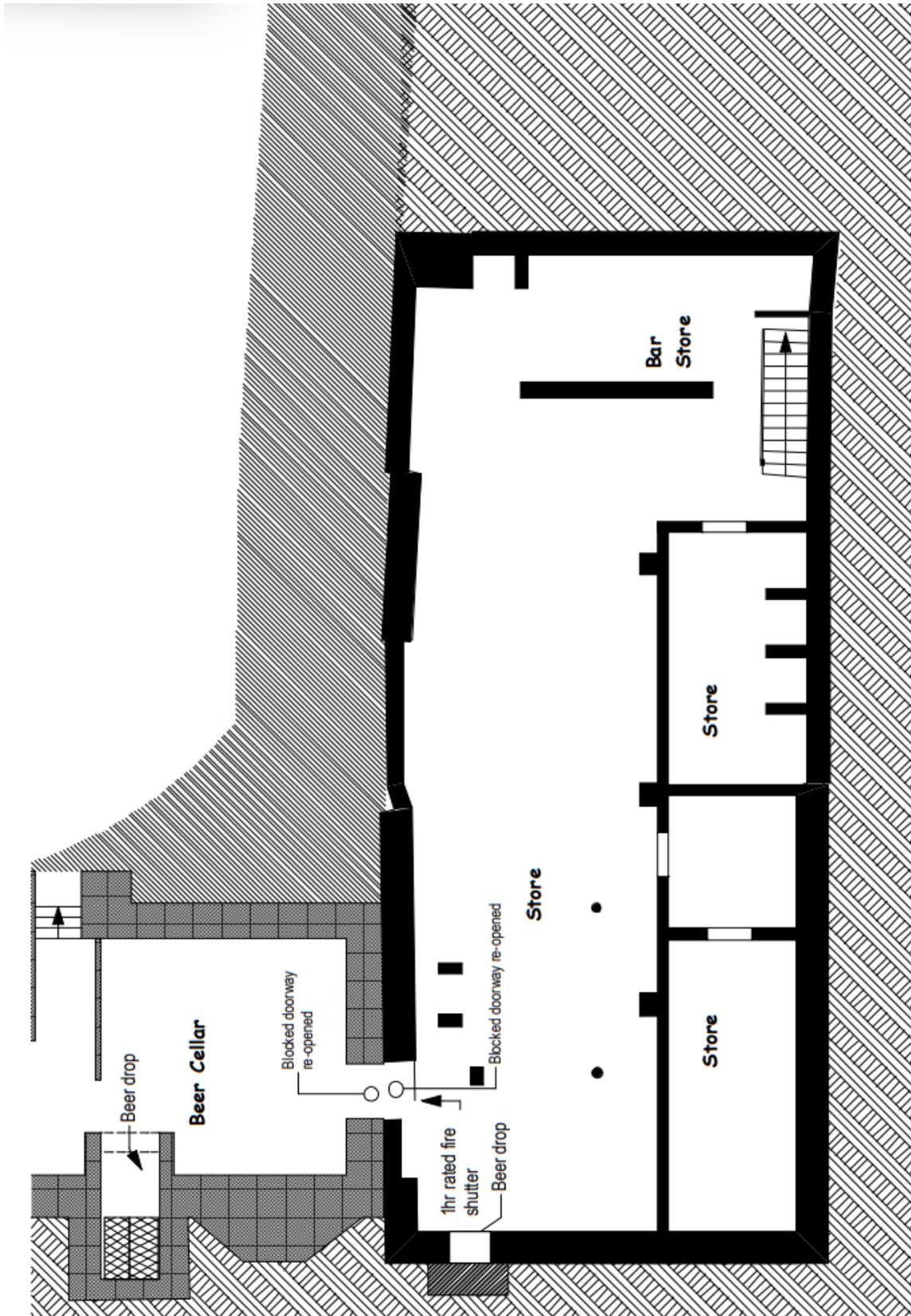
EXISTING FIRST FLOOR PLAN



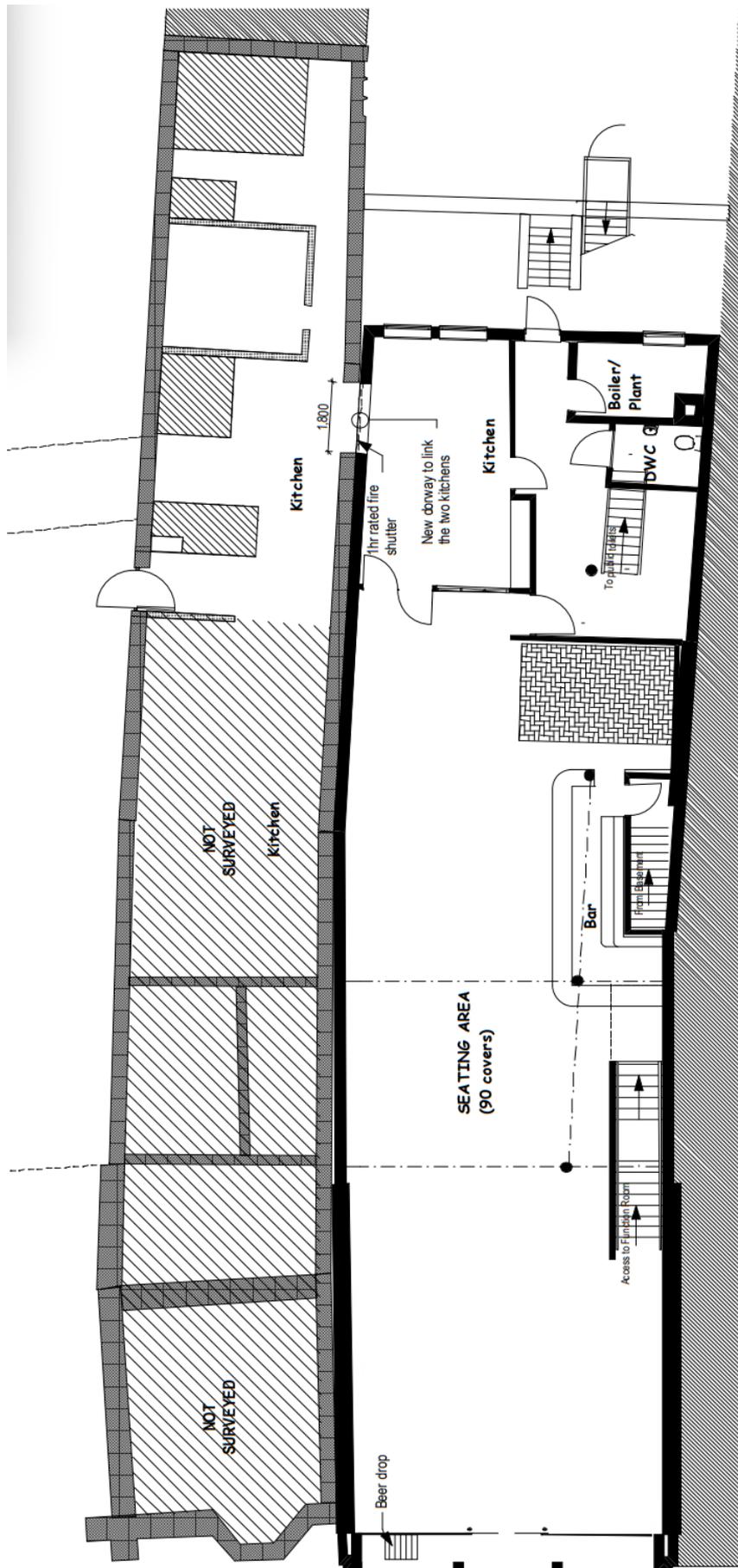
EXISTING SECOND FLOOR PLAN



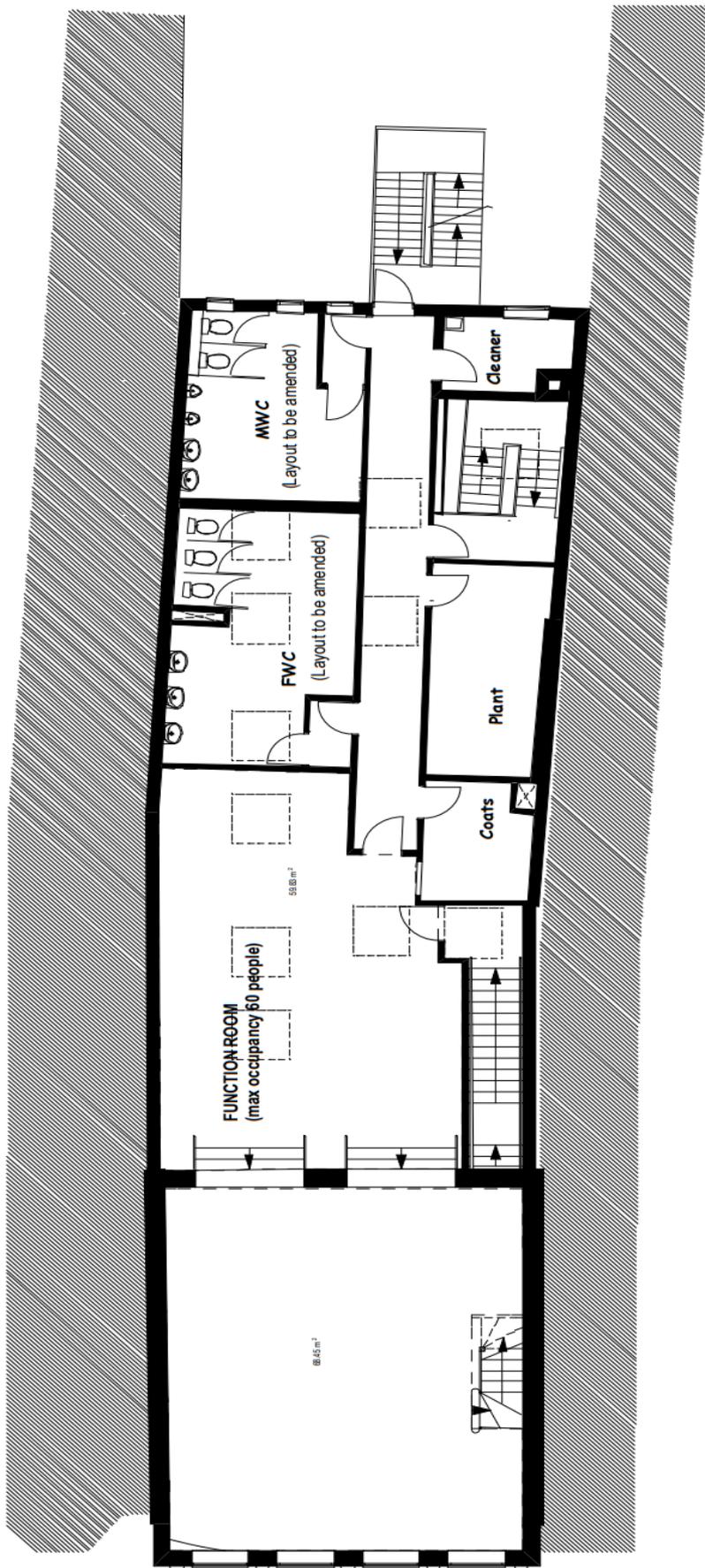
PROPOSED BASEMENT PLAN



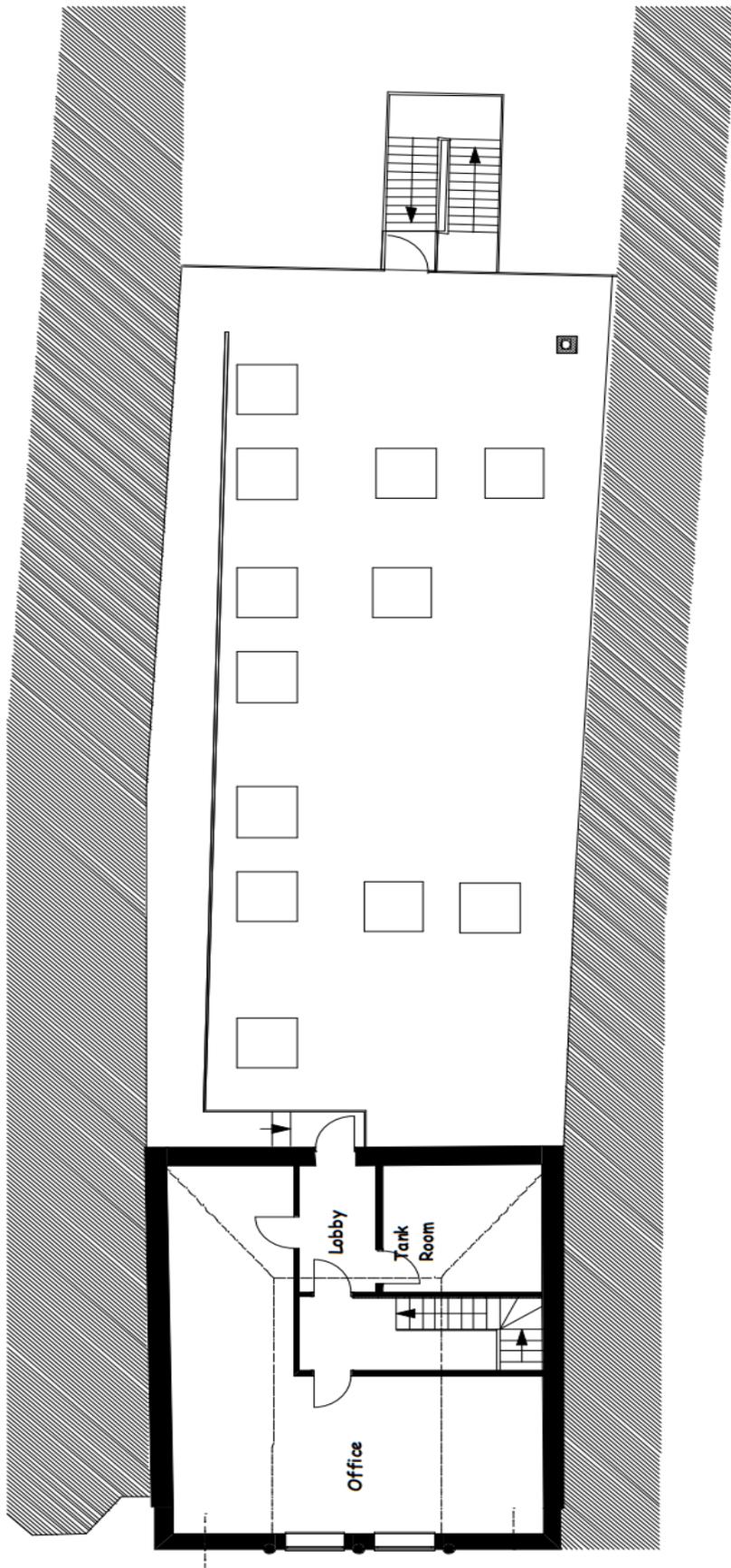
PROPOSED GROUND FLOOR PLAN



PROPOSED FIRST FLOOR PLAN



PROPOSED SECOND FLOOR PLAN



Financial Implications reviewed by: Not applicable

Legal Implications reviewed by: Not applicable