

Development Management Delegated Decision Report

B/21/0370



SUMMARY OF APPLICATION			
Application Reference	B/21/0370		
Application Type	Listed Building Consent		
Proposal	Listed Building Consent for proposed interior alterations and reordering works including replacement windows		
Location	The Wheatsheaf, Market Place, Swineshead, Boston, PE20 3LJ		
Applicant	C/O Scorer Hawkins Architects Ltd		
Agent	Jonathan Capek, Scorer Hawkins Architects Ltd		
Received Date:	04-Aug-2021	Consultation Expiry Date:	31-Aug-2021
Valid Date:	04-Aug-2021	Statutory Expiry Date:	29-Sep-2021
Date of Site Visit:	27-Sep-2021	Extension of Time Date:	05-Oct-2021
Objections received?	None		
5 day notification record: Not applicable			
Councillors notified	Date	Response received – date	Ok to continue
Recommendation	GRANT Listed Building Consent		
Report by:	Simon Eldred		
Date:	30 th September 2021		

OFFICER REPORT

SITE AND SURROUNDINGS:

The application relates to a building with elevations onto High Street and Market Place, Swineshead. The building is in use as a hotel, and occupies a prominent location within the village's commercial core.

It is a Grade II listed building, and the list description reads:

“Public house. Late C18 with minor C20 alterations. Lined stucco with rusticated quoins, slate roof, partly hipped, with rendered gable and ridge stacks. L-plan. 3 storey, 3 bay front with central C20 door in pilastered surround with flat hood on moulded brackets, flanked by 2 C20 3 light casements. To first floor 3 glazing bar sashes. To second floor 3 smaller similar windows. All windows have shallow cambered heads and keystones. To the rear a lower 2 storey service range. Included for group value only.”

The building also:



- forms part of the setting of other, nearby listed buildings and structures – Bank House, Cross Base and Stocks, and War Memorial (all Grade II), and the Church of St Mary (Grade I); and
- is located within the Swineshead Conservation Area. The Swineshead Conservation Area Appraisal highlights its importance to the Conservation Area's character - *"the Wheatsheaf Public House and adjacent Bank House provide a very elegant, town like vista on entry to the Market Place from South Street."*

DETAILS OF PROPOSAL:

Externally, the proposals involve:

- the replacement of existing cement render with lime render;
- replacement of some windows with wooden double or triple-glazed units;
- restoration of some windows and fitting of new triple-glazing in existing frames;
- the replacement of existing uPVC guttering with cast iron/aluminium guttering;
- renovation of an external staircase and some existing doors and surrounds;
- the installation of pantress plates and reinforcement bars; and
- the repair of outbuilding roofs and repair/replacement of their doors and windows.

Internally, the proposals involve:

- on the ground-floor:
 - the installation of breathable insulation with plasterboard finish;
 - the removal of bench seats, a 1920s fireplace, modern stud walls, modern fire shutters, an existing staircase, a dumb-waiter, and a fake chimney breast;
 - the renovation of an existing bar, and the replacement of a modern bar; and
 - the removal/repair of rotten floor joists and boards, and the installation of new floor coverings;
- on the first-floor:
 - the installation of secondary double-glazing on the inside of some windows;
 - removal of modern wall-cladding, and installation of breathable insulation with plasterboard finish;
 - the removal of modern internal walls;
 - the installation of toilets into current bedroom;
 - works to floors;
 - relocation of existing bar; and
 - installation of metal support frame to address bowing of walls; and
- on the second-floor:
 - the installation of secondary double-glazing on the inside of some windows;
 - the installation of breathable insulation with plasterboard finish;
 - the bricking up of modern door openings;
 - the removal of a modern fire surround and the opening up of two fireplaces;
 - works to floors;
 - repair of flat roof;
 - re-instatement of original roof skylights; and
 - replacement of modern doors.

RELEVANT HISTORY:

B/13/0077 – Listed Building Consent was granted for the installation of a satellite dish.

B/19/0155 – Listed Building Consent was granted for various internal and external alterations, including repair and replacement of window, brickwork, doors and surrounds, new opening and partition walls.

RELEVANT DEVELOPMENT PLAN POLICIES AND DOCUMENTS:

The **South East Lincolnshire Local Plan 2011-2036** shows the building as being within Swineshead's Settlement Boundary, and the Conservation Area. The relevant Policies are:

- Policy 3: Design of New Development; and
- Policy 29: The Historic Environment.

OTHER RELEVANT DOCUMENTS / LEGISLATION / GUIDANCE:

National Planning Policy Framework (2021)

At the heart of the 2021 Framework is a presumption in favour of sustainable development. The following sections are relevant to this scheme:

- Section 12: Achieving well-designed places; and
- Section 16: Conserving and enhancing the historic environment.

CONSULTATION RESPONSES:

Swineshead Parish Council queried whether the removal of the letting rooms constituted a change of use and voiced concern that removing letting rooms reduces the offer of local amenities in the village.

Heritage Lincolnshire identifies that the building is Grade II listed and is a positive building within the Swineshead Conservation Area. Whilst most of the proposals are acceptable, more information is required on:

- shelves to main bar – the ornate principal bar forms a significant part of the property's special interest. Additional justification must be provided for the proposed removal/relocation of elements of the shelving, and a detailed method statement provided;
- new joinery – details are required of the proposed replacement bar and flooring;
- internal insulation – details are required, in the form of a 1:5 cross-section showing how this will be attached to the solid wall and how it will function;
- services – details are required of the service routes for the proposed additional toilets;
- render – a methodology is required for the removal of the existing render, and details of the proposed lime render replacement.

Most of the above matters can be satisfactorily dealt with by conditions.

THIRD PARTY REPRESENTATIONS RECEIVED:

A local resident comments *"in principle I support the application, however the application is very simplistic and does not offer much detail on any of the stages of build/alterations. I would need to see specifically details of sound insulation between my property & all exterior walls/windows for the front & back of the pub."*

EVALUATION:

The Planning (Listed Buildings and Conservation Areas) Act 1990 requires a local planning authority to:

- have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest it possesses (Section 16); and
- pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area (Section 72).

This statutory duty sits above the policy objectives identified within the earlier section of this report. In this context, the objective of preservation is to cause no harm, and is a matter of paramount concern in the planning process. Beyond this, where harm would be caused, there is a necessity to establish the extent of that harm, and consider this within the policy context.

In practice, this requires a methodical approach to be followed wherein the relevant assets which would be affected need to be identified, along with their significance. Consideration can then be given to any effects on this significance resulting from the proposals, which may be reduced through mitigation. If harm is identified, it is then required to establish the scale and extent of such harm, before moving on to matters such as the planning balance and weighing the public benefits arising against any identified harm.

Heritage assets affected - it is considered that a number of heritage assets are potentially affected. Firstly, The Wheatsheaf is itself a Grade II listed building. Secondly, this building forms part of the setting to other nearby listed buildings, in particular Bank House, Cross Base and Stocks, and War Memorial (all Grade II), and the Church of St Mary (Grade I). Lastly, The Wheatsheaf is located within the Swineshead Conservation Area.

Impacts of the proposals on these assets – The proposed external changes have the potential to impact not just upon the significance of The Wheatsheaf, but also on the Conservation Area and the settings of other nearby listed buildings. These proposed changes involve:

- the replacement of existing cement render with lime render. This element of the proposals is welcomed in principle as it will potentially be more sympathetic to: the building's special interest; the settings of the nearby listed buildings; and the character and appearance of the Conservation Area. However, it is considered that a methodology is required for the removal of the existing render, and details of the proposed lime render replacement. These issues can be satisfactorily dealt with by condition;
- replacement of some windows with wooden double or triple-glazed units. The proposed replacement windows will either match the existing in appearance or involve the replacement of windows of an unsympathetic design with units of a more appropriate appearance. It is considered that these element of the proposals will more sympathetic to: the building's special interest; the settings of the nearby listed buildings; and the character and appearance of the Conservation Area;
- restoration of some windows and fitting of new triple-glazing in existing frames. It is considered that these elements of the proposal will have no harmful impact on: the building's special interest; the settings of the nearby listed buildings; and the character and appearance of the Conservation Area;
- the replacement of existing uPVC guttering with cast iron/aluminium guttering. It is considered that this element of the proposal will more sympathetic to: the building's special interest; the settings of the nearby listed buildings; and the character and appearance of the Conservation Area;
- renovation of an external staircase and some existing doors and surrounds. The proposed works to the external staircase will not change its appearance, whilst those to the

doors/surrounds will result in a more sympathetic appearance and an enhancement of the building's special interest; the settings of the nearby listed buildings; and the character and appearance of the Conservation Area;

- the installation of pantress plates and reinforcement bars. These works are required to address the bowing of walls, and are proposed to be made in a sympathetic manner, with no adverse impacts on: the building's special interest; the settings of the nearby listed buildings; or the character and appearance of the Conservation Area; and
- the repair of outbuilding roofs and repair/replacement of their doors and windows. These elements of the proposals will not adversely impact upon: the building's special interest; the settings of the nearby listed buildings; or the character and appearance of the Conservation Area.

The proposed internal works have the potential to impact only on the significance of The Wheatsheaf itself (i.e. they have no implications for the Conservation Area nor the settings of other listed buildings). The majority of the proposed internal works are minor in scale and do not affect the original fabric of the building, and it is therefore considered that they will not adversely affect the special interest of the listed building.

However, some elements of the proposed internal works concerned Heritage Lincolnshire. Firstly, Heritage Lincolnshire was concerned at the impacts of the proposed removal of timber shelves from behind the principal ground-floor bar, and their installation behind a first-floor bar. The agent has indicated that *"the precise age and significance of the two timber bar screens remains uncertain, however, what we do know – based on the style of carving and the costumes on the figurines – is that they likely date from the mid 17th or early 18th century. Consequently, they almost certainly pre-date the building, which is known to date from 1794. It is uncertain as to what purpose the screens were originally made for, or from where they were procured but they were probably part of a large piece of furniture such as a dresser. From close inspection, it is clear they have been cut-down and adapted to fit in their current position. It is also uncertain as to when this was carried out but based on the modern screws and softwood packers holding them in place, the best guess would be the early 1980s when the last major overhaul of the hotel was undertaken. In summary there appears to be no evidence to suggest that – despite their apparent age – the screens are original or longstanding features of the building and as such, contribute little to the special historic/cultural interest of the building."*

In the light of the above information, it is considered that the proposed relocation of the shelves/screens will have no substantive harmful impact upon the building's special interest – particularly because the shelves/screens are not proposed to be removed, but to be relocated to become part of another bar within the building. Consequently, it is considered that (subject to a condition to require the approval of a detailed method statement for the removal of the shelves/screens) this element of the proposals meets the requirements of the NPPF and Policy 29 of the Local Plan.

Secondly, Heritage Lincolnshire considers that:

- details are required of the proposed replacement bar and flooring;
- details are required, in the form of a 1:5 cross-section showing how the proposed insulation will be attached to the solid wall and how it will function; and
- details are required of the service routes for the proposed additional first-floor toilets.

It is agreed that insufficient information has been provided on these elements of the proposed works, and it is therefore considered that a condition should be attached to require the submission and approval of additional details relating to these aspects of the proposed works.

Lastly, Heritage Lincolnshire was concerned that insufficient information had been provided concerning the proposed re-rendering – specifically that a methodology is required for the removal of the existing render, and details of the proposed lime render replacement. It is agreed that insufficient information has been provided on this element of the proposed works, and it is therefore considered that a condition should be attached to require the submission and approval of additional details relating to this aspect of the proposed works.

Other matters – Swineshead Parish Council and a local resident have:

1. asked whether the removal of letting rooms constitutes a change of use;
2. voiced concern that removing letting rooms reduces the offer of local amenities in the village;
3. asked for the provision of details of sound insulation between The Wheatsheaf and an adjoining property; and
4. asked for the provision of drawings showing all exterior walls/windows.

It is considered that matters 1-3 are not relevant to this application for Listed Building Consent, and that adequate elevational drawings have been provided.

CONCLUSION:

It is considered that the proposals will cause no harm to:

- the character and appearance of the Conservation Area;
- the settings of nearby listed buildings; nor
- the listed building's special interest

Consequently, it is considered appropriate for listed building consent to be granted.

RECOMMENDATION:

GRANT Listed Building Consent subject to the following conditions and reasons:-

CONDITIONS / REASONS	
Pre-commencement conditions?	Yes
Agreed with applicant/agent	E-mail from agent dated 30 th Sept. 2021
1	<p>The works must be begun not later than the expiry of four years beginning with the date of this permission.</p> <p>Reason: Required to be imposed pursuant to Section 18 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990.</p>
2	<p>The works hereby permitted shall be carried out in strict accordance with the application received 04-Aug-2021 and in accordance with the associated plans referenced:</p> <ul style="list-style-type: none"> • Drawing No. 2293/01 Rev -:OS Site Plans;

	<ul style="list-style-type: none"> • Drawing No. 2293/PP02 Rev A: Proposed Ground Floor Plan; • Drawing No. 2293/PP03 Rev A: Proposed First Floor Plan; • Drawing No. 2293/PP04 Rev A: Proposed Second Floor Plan; • Drawing No. 2293/PP05 Rev A: Proposed South & East Elevation; • Drawing No. 2293/PP06 Rev A: Proposed West Elevation; • Drawing No. 2293/PP07 Rev A: Proposed North Elevation; and • Drawing No. 2293/PP08 Rev -: Proposed Outbuilding Elevations. <p>Reason: To ensure the works are undertaken in accordance with the approved details and to accord with Policies 3 and 29 of the South East Lincolnshire Local Plan 2011-2036.</p>
3	<p>Prior to any works commencing that relate to the following works, detailed drawings shall be submitted to and approved in writing by the local planning authority, showing:</p> <ul style="list-style-type: none"> • the proposed replacement bar and flooring; • a 1:5 cross-section of how the internal insulation will be attached to the solid walls and how it will function; and • the routes for the services associated with the proposed additional toilets. <p>The works shall then be carried out as approved.</p> <p>Reason: To retain the historic integrity of the listed building and to accord with Policies 3 and 29 of the South East Lincolnshire Local Plan 2011-2036.</p>
4	<p>Prior to the commencement of the rendering works, a detailed method statement for the removal of the existing render and details of the proposed lime render replacement shall be submitted to and approved by the local planning authority. The works shall then be carried out as approved.</p> <p>Reason: To retain the historic integrity of the listed building and to accord with Policies 3 and 29 of the South East Lincolnshire Local Plan 2011-2036.</p>
5	<p>Prior to the commencement of works to remove timber screens/shelves from behind the principal ground-floor bar, a detailed method statement for this work shall be submitted to and approved by the local planning authority. The works shall then be carried out as approved.</p> <p>Reason: To retain the historic integrity of the listed building and to accord with Policies 3 and 29 of the South East Lincolnshire Local Plan 2011-2036.</p>

INFORMATIVES / NOTES TO BE INCLUDED ON/WITH DECISION NOTICE	
<p><u>STATEMENT OF PROACTIVE WORKING:</u></p> <p>In determining this application, the authority has taken account of the guidance in paragraph 38 of the National Planning Policy Framework 2021 in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the Borough.</p>	

