

**SUPPORTING STATEMENT
(Incorporating Design, Access and FRA Statements
and Heritage Impact Assessment)**



For

**PROPOSED CHANGE OF USE FROM RESIDENTIAL UNIT
TO HOTEL ACCOMMODATION**

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PLANNING APPLICATION ISSUE

Application Summary

- This application seeks Full Planning Approval for the Change of Use of the first floor of the Horse and Groom Public House, from residential accommodation ancillary to the pub (pub manager) to hotel rooms, accessed separately from the pub.
- Planning approval for change of use of part of the first floor to bed and breakfast accommodation was granted in September 2012, however this was never implemented and so has since expired. The rear detached block on the site already operates as bed and breakfast accommodation, providing 3 rooms. The proposed use would therefore provide more of the same.
- Mr Williams and his family no longer live on site and so there is a desire to find a new use for an area that is under-utilized.
- The external joinery of the building was replaced in 2010, grant funded by SHDC, and appears to have been maintained in very good condition since.
- Pre-application advice was received from Mr. Greg Watkinson on 24th May 2024 under SHDC reference PE-00170-24, which was supportive of the proposal.

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Introduction

In April 2024 Oglesby & Limb Ltd were commissioned to undertake a feasibility study to assess the potential to change the use of the first floor of The Horse and Groom from residential accommodation ancillary to the pub, to hotel rooms. The applicant's aims of pre-application enquiry were as follows:

1. To establish whether the proposed change of use, and any associated minor building changes are likely to receive the support of South Holland District Council in 2024.
2. To establish what specialist reports and information would be required to support such an application should the response to question 1 above be favourable.

Oglesby & Limb Ltd received response of an informal manner via email from the Conservation Officer Gregory Watkinson on 24th May 2024 as follows: -

In lieu of a formal application or plans, I am only able to offer informal advice. However, with that said, my advice is as follows;

Considering that the upper floor is considered to be C3 in connection to the ground floor business, there is no permitted change of use to C1 (Hotel) use without the need for planning permission to be approved and therefore, an application will need to be submitted and approved in order for the proposal to lawfully proceed.

Taking into account that the proposal site is already used for residential purposes, it appears likely that the principle of residential use has been established, and with the transient nature of the proposed accommodation, coupled with the above ground floor nature of the accommodation, it is unlikely to cause a conflict with considerations based on Policy 4 of the SELLP concerning flood risk. Additionally, it should be noted that the application site appears to be within Flood Risk Zone 1, and is within an area of no hazard during the 1% fluvial / 0.5% Tidal event as defined by the SHDC strategic flood risk assessment (March 2017).

Whilst the property itself is not listed, it is within the conservation area and I would suggest that the building is of adequate quality to be considered to be a building of local heritage. Paragraph 205 of the NPPF states that when considering the impacts of a proposed development upon the significance of a designated heritage asset (in this case, the conservation area), great weight should be given to the asset's conservation.

With regard to Conservation Areas, Policy 29, Section B of the SELLP confirms that proposals within, affecting the setting of, or affecting views into or out of, a conservation areas should preserve (and enhance or reinforce, as appropriate) features that contribute positively to the area's character, appearance and setting. This includes, but is not limited to; the retention of architectural details that contribute to the character and appearance of the area; and the retention and reinforcement of local distinctiveness with reference to materials (subsections 2 and 4).

In this instance, assessing the potential for impact upon the historic environment, It is noted that the proposal does not include any external alterations, and therefore, the proposal is likely to be considered to not bear any negative impact upon the conservation area, or the wider appreciation of the non-designated heritage asset.

Turning to the matter of Parking. This proposal seeks to replace a single residential unit with 5 unconnected temporary residential accommodation units, leading to a theoretical 4 fold increase in the demand in parking accessibility. Appendix 6 of the SELLP confirms that there is a minimum expectation of 1 parking space per bedroom in the case of C1 uses. The Horse and Groom appears to feature a modest car parking facility to the rear, accessed via The Chase, which would appear capable of hosting 5 visitor parking spaces, though parking accommodation for visitors should be specified and confirmed as part of the application submission.

Regarding the potential for residential amenity impact, the site is already being used residentially and there is no dimensional alterations or additional external window or door openings proposed and therefore, it appears unlikely that the proposal would place the residential amenity of any surrounding properties at additional risk.

Site Observation and Analysis

Location

The site is located in the town of Holbeach, approximately 250m east of the main crossroads in the town centre. It stands on the north side of High Street, with the front wall forming the rear edge of the footpath. It can be located via the following means:

Nationally recognized references:

Grid reference:	TF 360248
Easting / Northing:	536085, 324821
Latitude, Longitude (deg, mins, secs):	52°48'14"N, 000°01'02"W
What3Words:	unlimited.suitcase.giggled

Refer to drawing A1719-01 for the location and extent.

Size and topography

The site is heavily developed with buildings filling the south and west sides. It is irregular in shape. Its main presence is the frontage to High Street (fig. 01). There is a second access (vehicular) along its east boundary, accessed from The Chase.



Fig 01. View of the High Street frontage from the south-west.

Access to the site

Pedestrian access is available in three locations as follows:

1. The front door to the Horse and Groom – from High Street.
2. A rear door accessed via the arched alleyway from High Street (fig.02).
3. The same door accessed from The Chase.

Vehicular access is from The Chase, adjacent which the property has its own private car park (figs. 02 & 03).



Fig 02. Carriage arch access from High Street.



Fig 03. Vehicular access along The Chase.

Access to the area proposed for change of use

The whole first floor is accessed via an internal staircase on the north side of the building. At the foot of this stair is a lobby which is shared with the public house.

Views into and across the site

The front elevation of the building is visible from along High Street. Rooms within the frontage block have a view out across the High Street to the premises along its southern edge.

Views from the rear of the frontage block are currently into the open courtyard at the rear of the pub (fig. 04). Views west from the windows in the rear block are into the same courtyard (fig. 05). Views east from the windows in the rear block are across the alleyway and then over a single storey building to the east.



Fig 04. View north into the rear courtyard.



Fig 05. View west across the rear courtyard.

Use and development of the site

The site is currently used entirely as a public house with associated restaurant. The ground floor contains the main public spaces, eating areas and the kitchens. The first floor contains a small office, and what was previously the manager's living accommodation, though the latter is now underused. The first-floor residential accommodation has been vacant since July 2023.

Use and development on land surrounding the site

The site sits within Holbeach town centre where there are a full range of amenities.

Landscaping

The site is located within the urban centre of Holbeach and is extensively hard landscaped and developed. There is minor planting within the rear courtyard, though not extensive.

Site Appraisal

Details of the site and general context have been described above. From those findings the following statements relative to the site are believed true.

1. The building would appear suitable to provide overnight sleeping accommodation. This is borne out by change of use previously having been granted for bed and breakfast accommodation.
2. The upper floor of the building is currently under-utilized, and the change of use would make it financially viable. This is a good way of ensuring that a building continues to be maintained.
3. External alterations to the building would be relatively minor, and all would be away from the High Street frontage where most of the historic and architectural value is.
4. The upper floor was vacated by the Williams family in July 2023, so the change would not require the loss of space that is currently used.
5. Parking provision will remain unaffected and allocated parking spaces will be made available for the new hotel rooms. In addition there is a free general public car park off Fishpond Lane in close proximity to the site approximately 80m to the south-east of the site just over the road for any overflow parking required.
6. Waste and recycling storage provision would remain unaffected.
7. Traffic movements to and from the site would not increase beyond what approval was previously granted for.

Design Statement

The following statements are given to describe the proposal and relate back the elements of the proposal to the comments made in the foregoing appraisal.

Statement 1:

It is proposed that the first floor be converted to provide hotel room accommodation.

Justification:

The first floor has most recently provided residential accommodation in the form of the flat for the manager's family. However, there has been a previous approval to use this area as bed and breakfast accommodation. The proposed use is therefore similar to the existing, and follows the principle of a previously approved proposal. Given this, it is considered that the proposed use is appropriate for this site. Allowing the building to be brought back in to use provides a financially viable scenario, which will be of benefit in respect of the long-term maintenance of the building.

Statement 2:

The building interior will need to be reconfigured to suit the new use.

Justification:

The building is not listed, and most of its architectural and historic value is found within the external envelope. The internal alterations will not cause the loss of any historic features. The internal works will be mostly studwork, which would be reversible in the future if needed.

Statement 3:

Minor alterations will be required to the exterior, but these will not be significant.

Justification:

The works will require operational adjustments to the windows, and the installation of extract vents in certain locations. It is demonstrated on the accompanying drawings that the alterations to the windows will not be visible. All vents will be located on the rear elevations of the building and so there will be no impact to the most valuable frontage facing the High Street.

Statement 4:

There is sufficient available parking for this proposal.

Justification:

There are currently 10 car parking spaces on site of which only 3 are allocated to existing accommodation. For the proposed hotel rooms, 5 spaces will be allocated, which still leaves 2 unallocated. There is additional public parking available approximately 80m east, south-east of the site, as well as on street parking within Holbeach. Given that this is a sustainable, town centre location, this provision is considered appropriate.

Statement 5:

The proposed use is sympathetic to this location.

Justification:

The hotel accommodation will operate well with the public house and restaurant, the latter catering for the former. The restaurant already caters for the existing bed and

breakfast facility. The site is in the town centre where a mix of uses coexist. Hotel accommodation is therefore considered appropriate for this site.

The following section demonstrates how the conceptual approach has taken account of the identified physical, social and economic context set against development plan policies for design.

Use

The hotel accommodation will complement the bar and restaurant facilities on site. It will not be of detriment to any of the neighbouring uses. There is already bed and breakfast accommodation on the site which operates successfully.

Amount

The proposal seeks approval for a modest number of rooms. Each room will be generous in size and can easily be accommodated in the space available.

Layout

The layout is logical in that it follows the pattern of the existing building.

Scale

The first floor can accommodate 5 rooms all of appropriate size. The scale of use therefore appears appropriate.

Landscaping

The building sits within an extensively developed area of Holbeach. All works are internal and will not therefore impact upon landscaping.

Appearance

The High Street elevation will not be impacted upon visually. The other elevations will see minor changes in the form of extract vents etc, however these will be discrete and will not compromise the appearance of the building.

Access Statement:

The existing building presents restrictions to access that cannot be overcome without significant intervention. To make such interventions would impact upon the historic and architectural value of the building in a manner that would be unacceptable in heritage terms. The internal areas are only accessible by stair, and this will remain the case. That said, access will be no worse after the works than is the case before.

Flood Risk Assessment:

The Environment Agency's flood risk website map for this site indicates that it is located in Flood Zone 2. However, the proposed change of use and associated works relate to an existing building, primarily at first floor level. There is no opportunity to increase floor level, but the accommodation was already bedded areas, so the vulnerability is not considered to be increased. On this basis it is considered that a further, detailed flood risk assessment is not required.

Overall Summary

In terms of the potential impact on the change of use, it is considered that this would be minimal in respect of the front elevation of the building. There would be some impacts on the rear exterior, but these would not be significant. Internally, the changes would be more extensive, however little remains of the historic fabric. What is now proposed is very similar to what was granted approval in 2012.

Overall, it is considered that the proposal would have little impact on the building physically, however the change would ensure continued maintenance as the building would have a new permanent, full-time use, which is beneficial all around.

Appendices

Appendix A

Historic Background and Heritage Statement of Significance.

History of the site

The exact construction date of the building is not known, however it is believed to date from the early 1800s. Historic records for trading in the town confirm that William Motley was a Licensee at the Horse and Groom from 1855-1864 (although it is not known whether he was the first). The Census of 1861 records him being in residence at the Horse and Groom together with his wife, Sarah, 3 servants and 2 lodgers. Of the servants, one was a housekeeper, the other two being the ostler and groom. The fact that these latter two were employed full time indicates that the inn was of some status and suggests that the stable blocks were once well used. It is also believed that part of the site was once used as a brewery in connection with the inn. In 1899 the site was purchased by Morgans Brewers and it is known at that time that the rear yard was used to accommodate the fire brigade horses for the town.

The above information was obtained from 'A Neat Little Town: The History of Holbeach' by J. Satherley (2004)

Although the building is not listed, it is considered to be of some interest from an historical perspective. It is located within the Conservation Area of Holbeach, and as such it plays a role in shaping the streetscene and bringing character to the High Street generally. Its relatively small scale adds interest to the streetscene, particularly when compared to its taller, grand neighbour located at 61 High Street. Overall, it can be seen as a good example of a town 'inn' that is an attractive part of the built environment.

The building comprises a front block (block A)(refer to drawing A1719-01 for block references) which is set tight to the rear of the footpath to High Street. The majority of this block is two storey, although the storey height is low giving it an eaves line considerably lower than its immediate neighbours. At the right end (when viewed from High Street) the building steps up above a carriage arch which gives access to a rear yard. This higher section of the building links through with the roof line of its neighbour. To the rear of the main block stand a centre block (block c), two side blocks (blocks B & D) and a rear block (block E)(which once provided stable accommodation). There is a courtyard of sorts between (fig. 04). It is understood that this area may once have been the site of the local horse market.

The front block (A) would appear to be the oldest structure on the site followed by the single storey side block (B) nearest 61 High Street. After this the central rear block (D) and finally the rear block (E)(which is relatively modern). From an historical perspective the front block (A) is therefore considered to be of greatest significance, with the centre block (C) and two side blocks (B & D) following on in order. The rear of the site is believed to have retained less of its historic fabric.

Main Block fronting High Street (Block A)

Referring to the small number of historic photos available it would appear that the overall composition of the roadside elevation of the front block has remain largely unchanged since 1900 (with the exception of the historic reinstatement works that were undertaken in 2010 under the EH / SHDC grant scheme)(fig. 06 & 07).



Fig. 06 – Historic picture of the frontage



Fig. 07 – The frontage in 2024

Single storey side block (block B)

Sadly, there are no historic photographs available giving information on this block. The block is single storey and has a single, large casement window (fig. 05). Minor refurbishment works were undertaken on this window in 2010. Overall, the construction date for this block is not known.

Single storey rear block (block C)

Again, sadly there are no historic photographs available giving information on this block. The block is a single storey lean-to (fig. 08). There are a number of openings at ground floor level although the dates of the windows and doors is not known. Again, the construction date for this block is not known.

Two storey side block (block D)

Again, sadly there are no historic photographs available giving information on this block. The block is two storey beneath a slate finished pitched roof. There are a number of openings at ground floor level although the dates of the windows and doors is not known (fig. 09).



Fig. 08 – Block C abuts the rear of block A.



Fig. 09 – Block D

Single storey rear block (block E)

Again, unfortunately there are no historic photographs available giving information on this area of the site. The existing buildings are however believed to be fairly modern and therefore of little historic interest.

Neighbouring Properties

The building immediately to the west of the site (number 61 High Street) is listed. This abuts the Horse and Groom. The building slightly to the east of the site (numbered 71 to 77 High Street) is also listed.

Summary of assessment

The historic importance of the Horse and Groom can therefore be summarized as follows:

1. Although not listed, the building makes a significant contribution to the Conservation Area of Holbeach. Several details have been changed during the lifetime of the building although overall it retains much of its original character.
2. The front block (A) perhaps offers the most historic value due to its remaining original form and presence on High Street. There is documentary evidence to show that this block has changed little, overall, since 1900.
3. The side and rear blocks B, C and D are less well documented although it is considered that these are of historic value, but certainly to a much lesser extent than block A. Block D is believed to be later than block A although it appears to retain its original windows (at least at first floor level).
4. The rear block (E) is believed to be of relatively modern construction and is therefore of little or no historic interest.

Appendix B

Heritage Impact Assessment

Heritage evaluation

The proposed works comprise the following:

The change of use of the first floor to hotel accommodation.
The internal reconfiguration of the first floor.
The installation of extract fans and minor building services.

Considering Architectural and Historic Value of the specific site

Only the first floor and the exterior are relevant in this respect.

The architectural and historic value is present mostly within the exterior of the frontage block as stated previously.

Considering Architectural and Historic Value of the site within the setting of listed structures

The Horse and Groom makes a valuable contribution to the street scene and is located between 2 listed buildings.

Assessment of the impact of the proposals

This application seeks to provide 5 hotel rooms with en suite facility to the first floor over the Horse and Groom Public House. The scheme generally involves works to the building interior associated with the change of use. A minor number of external alterations will be required, statements regarding the anticipated impact are given below in relation to each of the work areas.

1. Internal works - general

The internal works will generally involve the introduction of new partition walls, doors and fittings. A small amount of demolition work will also be required (all of which will be internal). The internal fabric of the building has been altered previously during the life of the property. The remaining features (fireplaces etc) will be retained within the new design though few are of historic or architectural significance. It is therefore considered that the internal works associated with the change of use will be of no detriment to the fabric of the existing building.

2. Internal works – sliding sash windows

Some windows will require the bottom sash fixing shut with the use of the top opening sash for fire escape purposes, this however will have no visual impact externally.

3. External works - drains

The proposal will require some minor alterations of drains to accommodate en suites. Though this will require further investigation and design, such interventions are considered relatively minor.

4. External works – extract units

The works will require the installation of new extract fans to the sanitary accommodation. To the frontage block, any vents could be routed through the roof to avoid vents on the

front. Elsewhere vents could be taken through the rear elevations, or through the rear roof slopes. Again, this would not be of significant detriment.

5. External works – Setting

The works will have no impact upon the front elevation, nor either of the two listed buildings adjacent. Consequently, it is considered that there will be no significant impact on the architectural or historic value of the setting.

Summary

In summary, the Horse and Groom does have architectural and historic value, however the interventions will not cause significant harm either to this building or its wider setting.

END