

**14. EXTERNAL ALTERATIONS, REMOVAL OF ATMS AND NIGHT SAFE PLATE AT NAT WEST BANK, 1 WATER LANE, BAKEWELL (NP/DDD/1223/1467, CC)**

**APPLICANT: THE ROYAL BANK OF SCOTLAND PLC**

**Summary**

1. The application site comprises a Grade II listed building in Bakewell.
2. Planning permission is sought for external alterations and the removal of signage, ATMs, and night safe plate.
3. The proposed works would result in no harm to the significance of the listed building, its setting or the Conservation Area.
4. The application is recommended for approval for the reasons set out in the report.

**Site and Surroundings**

5. 1 Water Lane is a Grade II listed building, listed on the 5th of December 1997. The building occupies a prominent position on the corner of Rutland Square and Water Lane in the town centre of Bakewell, and lies within the designated Conservation Area. The building was historically built as a bank and has a long-established use as one. The Nat West Bank (Subsidiary of Royal Bank of Scotland) has occupied the ground floor of 1 Water Lane since 1975.
6. The three-storey building is constructed from formally coursed, dressed and ashlar sandstone with a chamfered plinth, large quoins and various mullioned and transomed windows linked by flush sill bands and lintel bands with Tudor detailing, under a concrete tile roof. The entrance to the bank is on the elevation which faces north east onto Water Lane.

**Proposal**

7. Planning permission is sought for external alterations.
8. The external alterations proposed are removal of all fascia signage, with allowances for any making good to existing finishes following signage removal. All advertising is to be removed. The Automated Teller Machines (ATMs) are to be removed and infilled to match the existing ashlar sandstone. The night safe plate is to be removed and infilled to match the existing.
9. A separate Listed Building Consent has been submitted for the proposed works.

**RECOMMENDATION:**

**That the application be APPROVED subject to the following conditions:**

1. **3 year time limit**
2. **In accordance with submitted plans**
3. **Before work begins, sample panel(s) of all new facing stonework shall be provided on site showing the proposed sizes, texture face-bond; and pointing mortar mix, joint thickness and finish profile for approval in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved sample panel(s) which shall be retained on site until the work is completed.**

4. **Within 6 months of the date of this consent, the security lighting shown on the approved plans shall be removed from the building and the area made good in accordance with details which shall have first been submitted to and approved in writing by the National Park Authority.**

### **Key Issues**

10. Impact on the character and appearance of the listed building, and its setting in the Conservation Area and in the wider landscape.

### **Relevant Planning History**

11. 2021 - Listed Building consent - External Works: Replace external signage with new. Including replacement of logo and wording, opening times panel and ATM Signage, including 1 New signage above ATM and frosted manifestation to windows. NP/DDD/0921/0955 – Granted Conditionally
12. 2021 - Advertisement consent – Replacement of 1 x Fascia sign, 2 x Projecting Signs, 2 x ATM signs and 1 x Opening Hours signs. NP/DDD/0121/0956 – Granted conditionally
13. 2018 - Listed Building consent - Installation of Fibre Broadband line into the building through a small penetration into the external wall and a Broadband line will run through the building to small ceiling mounted WiFi boxes. NP/DDD/0118/0069 – Granted Conditionally
14. 2017 - Listed Building consent - Removal of 2 existing counters, section of queue rail and quick deposit unit, in order to facilitate implementation of new secure partition wall and new automated banking machines. NP/DDD/0817/0886 – Granted Conditionally
15. 2016 - Listed Building consent - Replacement of existing ATM Re-position power and data to suit new ATM 1no door to be removed/reinstated for ATM delivery. NP/DDD/0716/0659 – Granted Conditionally
16. 2015 - Listed Building Consent - Installation of the following external signage, post removal of signage currently in situ: 1no. 515mm high fascia with 1no. set 360mm high non-illuminated NatWest lettering and chevron logo. 2no. 500mm high non-illuminated projecting sign. 2no. 245mm high non-illuminated chevron logo, 1no. Nameplate 1no. Web/Tel vinyl. NP/DDD/0515/0493 and 0494 – Granted Conditionally
17. 2015 - Listed Building Consent - Installation of 5 internally illuminated signs and 2 non-illuminated signs and 1 nameplate. NP/DDD/0415/0274 and 0275 – Withdrawn
18. 2012 – Advertisement Consent - Internally illuminated ATM surround. NP/DDD/1012/1011. Refused.
19. 2011 – Enforcement - LISTED BUILDING security light above the door, plus internally illuminated ATM machine signs SIGNS REMOVED 28/02/2013 APPS IN FOR REMOVING REST - DEC 2023. 11/0184 – To be Determined
20. 2011 - The installation of one additional ATM machine to the existing branch frontage. NP/DDD/0511/0470 and Listed Building Consent 0484 - Granted Conditionally
21. 2004 - External alterations to improve disabled access - hand rails and new external lighting. NP/DDD/0604/0650 and Listed Building Consent 0651 - Granted Conditionally
22. 2003 - Erection of signs. NP/DDD/0303/107 - Granted Conditionally

23. 2000 - Installation of 60cm satellite dish. NP/DDD/1000/412 - Granted Conditionally
24. 1998 - Replacement/new signs. NP/DDD/0598/249 and 250 - Granted Conditionally
25. 1996 - Erection of sign. NP/DDD/0496/167 - Refused 06/06/1996
26. 1994 - New entrance doors, relocation of existing cash machine and night safe. NP/WED/1094/466 - Granted Conditionally
27. 1994 - Erection of sign. NP/WED/0194/030 - Granted Conditionally
28. 1993 - Erection of sign. NP/WED/1093/485 - Refused
29. 1993 - Erection of sign. NP/WED/0793/318 - Refused
30. 1984 - Installation of service till. NP/WED/0884/367 - Granted Conditionally
31. 1975 - Change of use to bank offices. NP/WED/675/261 - Granted Conditionally

### **Consultations**

32. Highway Authority – No objections provided advice regarding procedures is sought from the County Council Traffic Management Team. All road closure and temporary traffic signal applications will have to be submitted via the County Councils web-site.
33. District Council – No response at time of writing.
34. Bakewell Town Council – No objection to the proposal on planning grounds. Making good should be undertaken with materials, and in colours that are sympathetic to and in keeping with the building.
35. PDNPA Conservation Officer – No objections subject to conditions. Comments are summarised below:

*The application is being made in relation to the forthcoming closure of the Bakewell Branch of Natwest. This application is not for the closure, but a listed building consent application to remove the ATM machines, various signage, and the making good of any holes or openings.*

*Applications for listed building consent are determined in accordance with the 1990 Planning (Listed Building and Conservation Areas) Act, as well as local and national planning policy.*

*Both Peak District development management policies, as well as paragraph 200 of the NPPF state that the local planning authority should require an applicant to describe the significance of any heritage assets affected, including the contribution made by their setting. The level of detail should be proportionate and no more than is sufficient to understand the potential impact of the proposal on their significance.*

*The submitted heritage statement is very basic, and in most cases would not be sufficient to evidence an application. However, the application is only for the removal of signage and ATM machines. Provided a method statement is provided on how and with what the walls will be made good, there is sufficient information for the Authority to determine the application. If and when an application arrives for more changes to the building a more detailed heritage statement will be required.*

*Even though the application only relates to minor external details, I was shown the entire building during my site visit, including the upper floors. It should be noted that the upper floors have been little altered and retain many significant features, including a largely intact layout, decorative features, and historic windows.*

*During the site meeting I asked about the plans for the five war memorial plaques in the bank's lobby and was informed that the plan is to remove them to the NatWest archive in Edinburgh. After receiving more information about the origins of the memorials, I have determined that two of them form a part of the listed building and cannot be removed without consent. These commemorate Arthur Bentley, Lawrence Douglas, and Henry Derbyshire. The other memorials were moved to the Bakewell Branch from other closed branches between 2015 and 2017 and are not protected by listing.*

Removal of signs:

*Provided any damage from the installation of the signs is made good in an appropriate manner there will be no harm to the significance of the building.*

Removal of ATMs:

*The removal of the ATMs would leave large openings in the side of the building that would need to be infilled. The applicant has stated that the openings will be filled with matching ashlar stone. The Authority is still awaiting a sample of the proposed stone and a methodology and proposed mortar mix. If these cannot be provided prior to determination then these elements can be left as a condition. In principle, the removal of the ATMs would not harm the significance of the building.*

*Overall, subject to agreeing the details I have no objections.*

Suggested mitigation/conditions/footnotes:

- *Before work begins, sample panel(s) of all new facing stonework shall be provided on site showing the proposed -stone types, sizes, colour, texture face-bond; and pointing mortar mix, joint thickness and finish profile. Confirmation of the materials and methods shall be approved in writing with the Local Planning Authority and carried out accordingly. The approved sample panel(s) shall be retained on site until the work is completed and the Condition is discharged.*
- *Full details of 'making good' exposed areas revealed by demolitions are to be submitted and approved in writing by the Local Planning Authority*

**Representations**

36. The Authority has received 16 letters of representation in objection to the application to date.
37. Understandably, many letters raise concerns over the closure of the bank and the loss of what is considered to be an important service for the community. These concerns are understood by Officers, however, this planning application relates solely to the proposed alterations to the ground floor of the building.
38. Planning permission is not required for an occupant to close any business premises and the application does not propose the change of use of the building. The Government has also introduced changes to the Use Class Order which would allow the change of use of the bank to a wide variety of other uses within Use Class E. The Authority therefore has limited power to control the use of the building.

39. Therefore, while the concerns about the loss of the banking services are understood, the Authority cannot give weight to them in dealing with this application.
40. Three representations raised material considerations and make the following points:
  - a) Concern about lack of detail within the applicant's submitted heritage report, especially regarding the memorial plaques.
41. The proposal to remove memorial plaques raised objections from the Authority Conservation Officer which were shared with the applicant. The applicant therefore omitted the proposal to remove the memorial plaques from the planning application. The applicant may submit a separate application to remove the memorial plaques in the future.
42. This application, the heritage report, and the representations received are therefore assessed only in relation to the proposals, which do not include the memorial plaques.

### **Main Policies**

43. Relevant Core Strategy policies: GSP1, GSP2, GSP3, DS1, L3, CC1
44. Relevant Development Management policies: DMC3, DMC7, DMC8

### **National Planning Policy Framework**

45. The National Planning Policy Framework (NPPF) is a material consideration and carries particular weight where a development plan is absent, silent or relevant policies are out of date.
46. In the National Park the development plan comprises the Authority's Core Strategy (2011) and the Development Management Policies document (2019). Policies in the development plan provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application. There is no significant conflict between policies in the development plan and the NPPF.
47. Therefore, full weight should be given to policies in the development plan and the application should be determined in accordance with the Authority's policies unless material considerations indicate otherwise.
48. Paragraph 182 of the NPPF states that great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in all these areas, and should be given great weight in National Parks and the Broads.
49. Paragraph 200 states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. It notes that the level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. It advises that as a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

50. Paragraph 205 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
51. Paragraph 206 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of Grade II listed buildings should be exceptional.
52. Paragraph 207 states that where a proposed development will lead to substantial harm (or total loss of significance of) a heritage asset consent should be refused unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or that all of the following apply:
- a) the nature of the heritage asset prevents all reasonable uses of the site; and
  - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
  - c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
  - d) the harm or loss is outweighed by the benefit of bringing the site back into use.
53. Paragraph 208 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

#### Peak District National Park Core Strategy

54. GSP1 and GSP2 - Securing National Park Purposes and sustainable development & Enhancing the National Park. These policies jointly seek to secure national park legal purposes and duties through the conversion and enhancement of the National Park's landscape and its natural and heritage assets.
55. GSP3 - Development Management Principles requires that particular attention is paid to the impact on the character and setting of buildings and that the design is in accord with the Authority's Design Guide and development is appropriate to the character and appearance of the National Park.
56. DS1 - Development Strategy supports the development and alternative uses needed to secure effective conservation and enhancement of the National Park.
57. L3 - Cultural heritage assets of archaeological, architectural, artistic or historic significance deals with cultural heritage assets or archaeological, architectural, artistic or historic significance. It explains that development must conserve and where appropriately enhance or reveal the significance of historic assets and their setting. Other than in exceptional circumstances, development will not be permitted where it is likely to cause harm to the significance of any cultural heritage asset or its setting.
58. CC1 - Climate change mitigation and adaption sets out that development must make the most efficient and sustainable use of land, buildings and natural resources. Development must also achieve the highest possible standards of carbon reductions.

## Development Management Policies

59. DMC3 - Siting, Design, layout and landscaping states that where developments are acceptable in principle, Policy requires that design is to high standards and where possible enhances the natural beauty, quality and visual amenity of the landscape. The siting, mass, scale, height, design, building materials should all be appropriate to the context. Accessibility of the development should also be a key consideration.
60. Policy DMC7 provides detailed criteria relating to proposals affected listed buildings and states that;
- a. Planning applications for development affecting a Listed Building and/or its setting should be determined in accordance with policy DMC5 and clearly demonstrate:
    - (i) how their significance will be preserved;
    - (ii) why the proposed development and related works are desirable or necessary.
  - b. Development will not be permitted if applicants fail to provide adequate or accurate detailed information to show the effect on the significance and architectural and historic interest of the Listed Building and its setting and any curtilage listed features.
  - c. Development will not be permitted if it would:
    - (i) adversely affect the character, scale, proportion, design, detailing of, or materials used in the Listed Building; or
    - (ii) result in the loss of or irreversible change to original features or other features of importance or interest.
  - d. In particular, development will not be permitted if it would directly, indirectly or cumulatively lead to (amongst other things):
    - (i) removal of original walls, stairs, or entrances or subdivision of large interior spaces
    - (ii) removal, alteration or unnecessary replacement of structural elements including walls, roof structures, beams and floors.
61. DMC8 Conservation Areas says that applications for development in a Conservation Area, or for development that affects its setting or important views into, out of, across or through the area, should assess and clearly demonstrate how the character or appearance and significance of the Conservation Area will be preserved or enhanced.

## Assessment

### The impact of the development upon the significance of the listed building and its setting

62. The proposed development includes removal of all fascia signage and marketing, making good to existing finishes following signage removal, and the removal of ATMs which will then be infilled to match the existing ashlar sandstone. The external walls will be finished in stone to match existing. There are no existing parking spaces nor are any proposed. No new access is proposed.
63. Although the submitted heritage report is basic, the Conservation Officer is satisfied that the level of detail is proportionate to the proposals and sufficient to understand the potential impact upon significance due to the minor alterations proposed. Provided that a method statement is provided on how and with what the walls will be made good, there is sufficient information for the Authority to determine the application.

64. Although the proposal only relates to minor external and internal details, the site visit included the upper floors for a recording of their current condition and assessment of significance by the Authority's Conservation Officer. It is noted in the officer's report that the upper floors have been little altered and retain many significant features, including a largely intact layout, decorative features, and historic windows.
65. Removal of Signage: The removal of signage from a building would not normally be development requiring planning permission. Nevertheless, provided any damage from the installation of the signs is made good in an appropriate manner, it is considered that there will be no harm to the significance of the building.
66. Removal of ATMs: The removal of the ATMs would leave large openings in the side of the building that would need to be infilled. The ATMs are later additions to the building and their removal would restore the original appearance of the building resulting in enhancement. The applicant has stated that the openings will be filled with matching ashlar stone which is acceptable in principle. The Authority has received a sample of the proposed stone, but awaits a methodology and proposed mortar mix. The stone will also need to be dressed to match the tooling of the rest of the wall. However, these elements can be controlled by planning condition
67. The proposed development will enhance the listed building, its setting and the Conservation Area. The proposed development is therefore in accordance with policies GSP3, L3, DMC3, DMC7 and DMC8.

#### Other Issues

68. The Highway Authority raises no objections. Given the nature of the proposals the development would not harm highway safety or the amenity of road users. The development would also not result in any harm to the amenity, privacy or security of any neighbouring property.

#### Environmental Management

69. No environmental management measures are proposed. Officers will seek to ensure that new stonework is sourced from local quarries.

#### Conclusion

70. The concern surrounding the bank closure and the strength of feeling from the public surrounding this issue is understood by Officers. However, this application relates solely to the minor alterations to the ground floor of the building and external alterations only.
71. Therefore, while the concerns about the loss of the bank are understood, these issues can not be given weight in the determination of this planning application.
72. The proposed development will enhance the listed building, its setting and the Conservation Area in accordance with relevant policies.
73. Subject to conditions, the works would not harm the listed building, conserving its integrity, character and setting. Regarding this, the application does not conflict with Section 16 or 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, the National Planning Policy Framework, or relevant Development Plan policies.
74. There is otherwise no conflict between the intent of policies in the Development Plan and the National Planning Policy Framework and there are no further material considerations that would indicate planning permission should be refused.
75. Accordingly, the application is recommended for conditional approval.



**Human Rights**

76. Any human rights issues have been considered and addressed in the preparation of this report.

**List of Background Papers (not previously published)**

77. Nil

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