Yorkshire Dales National Park Authority

Application Code: R/50/5G
Committee Date: 12/02/2019
Location: Askrigg Foundation, Market Place, Askrigg

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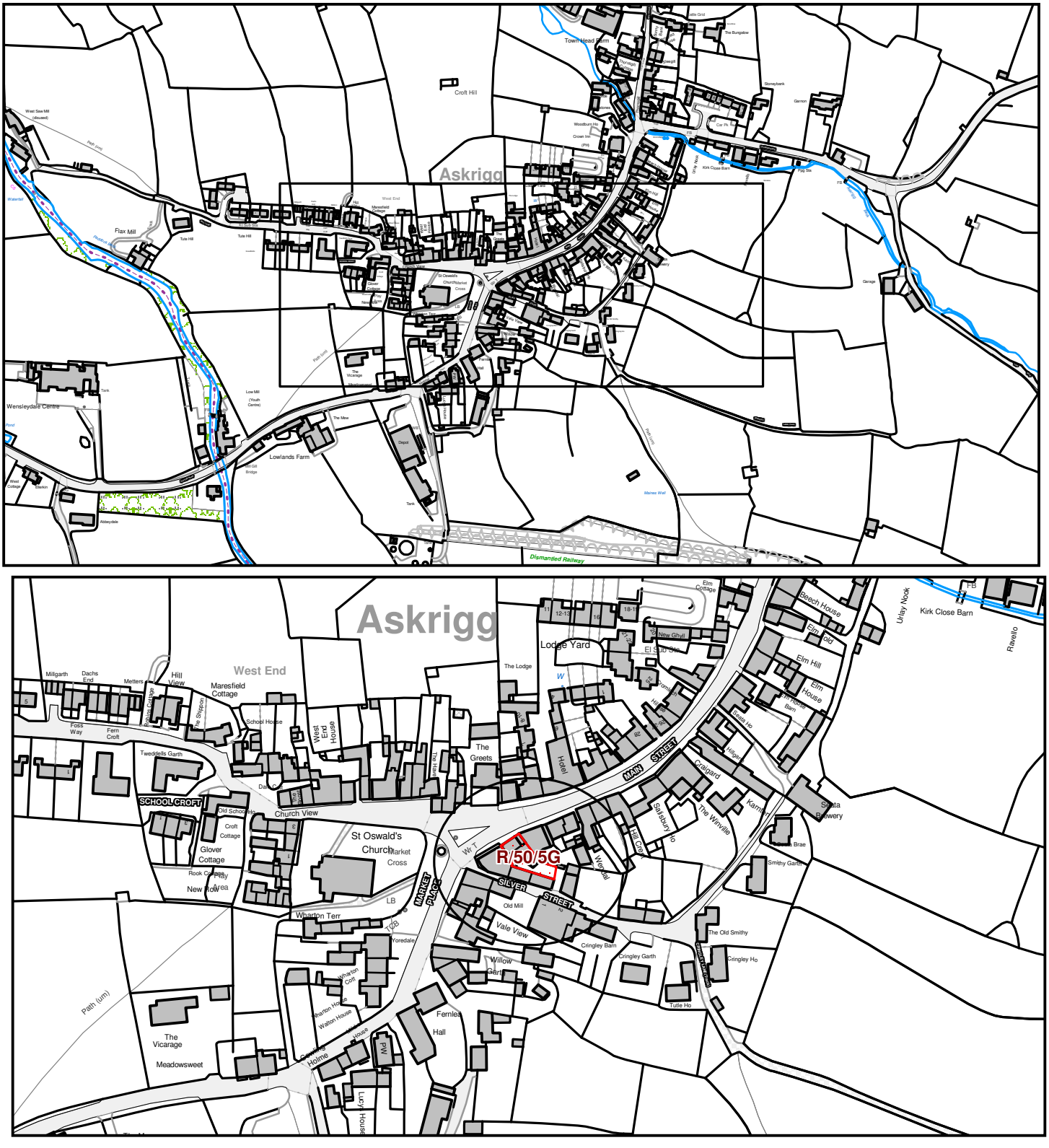

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Schedule No:8

Application No:	R/50/5G		
District:	Richmondshire		
Parish:	Askrigg		
Applicant's Name:	Mrs G Anderson, Askrigg Foundation		
Grid Ref:	SD94849102		
Received by YDNP:	13/11/2018	**Officer:**	Paul Martinson

PROPOSAL: **full planning permission for renovation of existing retail unit and relocation of office to ground floor, conversion of upper two storeys into 2 no. residential flats and conversion of rear building into 1 no. cottage with associated internal and external works**

LOCATION: **Askrigg Foundation, Market Place, Askrigg**

CONSULTEES

Askrigg & Low Abbotside PC	No response received.
NYCC - Area 1 Richmond Highway Depot	Recommends refusal as in the absence of adequate on-site parking space the proposed development would be likely to result in vehicles being parked outside the site on the County Highway to the detriment of the free flow of traffic and road safety. The adjacent main road in through the village is already heavily parked often to the detriment of the free flow of traffic and a development which increased the demand for on-street parking cannot be supported. NYCC Standards would require a development of the size proposed to have a minimum of five off-street parking spaces.
Addleborough Ward	No response received.
Wildlife Conservation Officer	This application is accompanied by a 'Protected Species Survey Report' (Milner Ecology Ltd, May 2018) which found no evidence of any bats. A single Starling nest was discovered during the Survey and it is proposed to erect two nest boxes suitable for Starlings on the exterior of the building. There is limited scope to pursue biodiversity enhancement above and beyond this but it is requested that the boxes that are installed are of a durable type, i.e. from materials such as 'woodcrete' that will last a reasonable length of time.
CEHO Richmondshire DC	No objections subjection to condition.
North Yorkshire Building Control	No response received.
Fire & Rescue Service	The proposals/plans show insufficient detail for the

	North Yorkshire Policy, Fire and Crime Commissioner Fire and Rescue Authority to determine if the requirement B5 of Schedule 1 to the Building Regulations 2000 (as amended), access and facilities for the fire service will be met.
Senior Listed Building Officer	The main frontage of the building has hardly changed over 100+ years. The proposal is sensitively designed although it is suggested that the new door to the front (in the former window opening) is a modern design, so it is clear that it is a modern alteration.
Rural Housing Enabler	Supports the application. The community were consulted on the principles of the project prior to the housing need survey being undertaken and consultation boards have been lodged in the retail area for members of the community and visitors to the area to view. This project will retain a valuable building in the community providing 3 units of affordable rented housing , a retail shop and office space for rental. This project will maximise the buildings potential for many years to come with the possibility of employing one person to manage the office space and the rental accommodation. The affordable housing meets an identified need in the parishes of Askrigg, via a housing need survey undertaken in 2017.Since then local people have contacted me to ask questions and register their interest. Pre planning advice was received from Yorkshire Dales Planning Officers, which assisted in focusing the architect on the final details submitted in the planning application. A Retail User survey has identified what refurbishments would be required to make the space a welcoming facility for local crafts people to continue to display, hold workshops and sell their products to visitors and residents. The office space will provide space for local business people to hold meetings, training sessions and the community to come in and access IT facilities. A number of meetings have been held with the Architects to discuss next steps including design details and character of the surrounding neighbours and the Trustees to pull together a local lettings

application pack to highlight the local connection to these properties and the process we will follow to allocate the properties, which is in line with the methodology followed at Hudswell Community Housing Project.

The project will bring back to life a valuable asset in the Dales and hopefully will be one of many community led housing projects brought forward by the community to meet a local need.

PUBLIC RESPONSES

The occupiers of neighbouring properties have been consulted in writing on the proposals and a site notice was posted at the site. One letter of comment has been received, the content of which is summarised below:

1) Feel it is crucial that the retail unit remains as a retail unit. The retails unit is in the heart of the village and gives passing trade a reason to stop in the village ensuring a healthier local economy.

RELEVANT PLANNING POLICIES

C1(15) - Land for new build housing

L1(15) - Heritage assets

L2(15) - Conversion of traditional building - acceptable uses

L3(15) - Conversion of traditional buildings - building treatment

W1(15) - Wildlife sites, species and networks

W2(15) - Biodiversity enhancement

BE1(15) - Business development sites

BE7(15) - Safeguarding employment uses

C10(15) - New or improved community facilities

SP1(15) - Presumption in favour of Sustainable Development

SP2(15) - National Park Purposes

SP4(15) - Development Quality

OFFICER OBSERVATIONS

REASON FOR COMMITTEE CONSIDERATION
In the opinion of the Head of Development Management it is in the best interests of the National Park Authority that the application is considered by the Committee.

APPLICATION SITE
The application site is an existing mid-terraced retail unit with first floor offices on the north side of the Market Place in Askrigg. The building is 3 storeys in height although the 2nd floor is a roof space served with windows that has only recently being used for storage. The ground floor of the building has recently been used as a tea room but is now in use as a shop. The building is of stone construction with timber sliding sash windows and a stone slate roof. The building includes a glazed shop front with a central door and a separate double door access into the building. There is a 2 storey outshot to the rear of the building

which accesses a small yard area. The yard is accessed from Silver Street alongside the converted dwelling of the Old Beet House which uses the frontage of the dwelling for parking a vehicle. A number of windows serving Skeldale House look out onto the yard area.

PROPOSAL
The application seeks planning permission for the conversion of the existing building to 2 flats and 1 2-storey dwelling. It is proposed to convert the reconfigure the ground floor of the building to provide a retail unit, a parish office and a bin store. The existing timber double doors would be retained and would become the main access into the building for the occupiers of the flats to the first and second floors. The outshot to the rear of the building would be partly utilised at ground floor level for a small kitchen and W.C. to serve the office with the majority becoming a self-contained 2 storey dwelling. This building would be accessed from Silver Street via the yard to the rear which would become a small garden area. It is proposed to retain the majority of the existing timber sliding sash windows although some of the windows have already been replaced with UPVC in the outshot, these would be retained. A new door would be installed in place of an existing window on the front elevation, and on the rear outshot.

All 3 residential units are proposed to be affordable rented and managed by the Askrigg Foundation who are a Community Land Trust. All of the units would be available for intermediate rent (maximum of 80% of market rent).

RELEVANT PLANNING HISTORY
None relevant.

KEY ISSUES:
-principle
-impact on character and appearance
-impact on conservation area
-impact on residential amenity
-highway safety
-ecology

PRINCIPLE
The application site is located within the housing development boundary of Askrigg and therefore new housing in this location would be acceptable in principle in accordance with policy C1 of the Yorkshire Dales Local Plan (2015-2030) which seeks to limit new housing to the housing development boundaries of identified settlements. As it was adopted following the Ministerial Statement of November 2014, the policy only requires on-site delivery of affordable housing on sites of greater than 11 units.

In addition, the application relates to a change of use of a traditional building within a settlement which benefits from support from policy L2 of the Local Plan.

This application has been submitted by the Askrigg Foundation as a community housing project with all 3 proposed dwellings proposed to be available for affordable rent in perpetuity to those in housing need who meet the local connection criteria as set out in Appendix 6. The affordable rent would be set in consultation with Richmondshire District Council and would be a maximum of 80% of open market rents. The ownership of the homes would be retained by the Askrigg Foundation who would also manage the accommodation. The application follows a housing needs survey carried out by the Rural

Housing Enabler on behalf of the Housing Authority.

Askrigg, like the rest of the Upper Dales, exhibits an ageing population and suffers from the pressure of second home ownership. The Authority's Housing Strategy recognises the importance of delivering affordable housing to support long-term community sustainability and seeks to widen the range of affordable housing to meet the needs of local families and first time buyers and attract younger working households to live in the National Park.

As the proposal greatly exceeds the affordable housing requirements of policy C1, contributing to the housing strategy and delivering much needed affordable housing the proposal is considered to be acceptable in principle. As with all new affordable housing in the National Park, it is recommended that the occupation of the dwellings would be controlled through a s.106 agreement.

CHARACTER AND APPEARANCE
Policy L3 considers the details of applications involving the change of use of traditional buildings. Proposals will not be allowed where they undermine the architectural and historic character of the traditional building and its landscape setting. The building must have the physical capacity to accommodate the new use without significant extension or alteration or requiring new ancillary buildings.

The building is a prominent 3 storey building within the centre of Askrigg and historical photographs show that the building has remained almost unchanged for over 100 years. The building has considerable heritage significance and contains a number of traditional features including, the shop front, separate double door access, and its 2/2 timber sliding sash windows which contain historic glass. The building is considered to be a non-designated heritage asset for the purposes of policy L1.

The only publicly visible change to the building would involve replacing an existing window with a new timber door. The door would facilitate access to the newly created parish office. This would not significantly harm the frontage of this building. The existing sliding sash windows which contribute significantly to the character of the building are proposed to be retained and repaired and repainted which is greatly supported.

There would be minor changes to the rear of the building but these would not undermine its character and overall it is considered that the proposal would enhance the building through securing a new use that would safeguard its future whilst preserving its longstanding external appearance.

IMPACT ON CONSERVATION AREA
The Askrigg Foundation is a prominent building within the centre of Askrigg Conservation Area. Section 72 of the Town & Country Listed Building & Conservation Areas Act 1990 requires the local planning authority to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area when considering proposals for development within the conservation area.

The building is surrounded by listed buildings and although not formally listed, is a heritage asset in its own right and contributes significantly to the character and appearance of the Conservation Area.

The proposal would ensure all traditional features of the building are retained and would safeguard the building's future. The retention of a retail use and active frontage within the

traditional shop front would also benefit the character and appearance of the Conservation Area.

It is considered that the proposal would enhance the character and appearance of the Conservation Area.

RESIDENTIAL AMENITY

Whilst there are unlikely to be any issues with overlooking in respect of the front elevation of the building, the rear is more sensitive given the close relationship between dwellings in this central part of Askrigg. An outshot of Cringley House (Skeldale House B & B) is located immediately opposite the proposed 2 storey dwelling and the change of use to residential is likely to increase the potential for overlooking. However, whilst the existing windows are close, there are none serving the proposed 2 storey dwelling that would directly overlook the windows in Cringley House.

There is an existing window on the first floor of the main building that is proposed to serve the kitchen of Flat 1. This window is at an angle of around 60° from a slightly smaller window on a similar level serving the first floor of Cringley House. The windows are 1.5m apart but due to the acute angle, it is not easy to directly overlook one another. Notwithstanding this, it is likely that the proposal could lead to a greater perception of overlooking by occupants of Cringley House and therefore it is recommended that the lower part of the window is obscured as is shown on the plans. This can be secured by a planning condition.

Given that all of the windows currently exist, and measures are proposed to obscure the window serving the kitchen of flat 1, it is considered that the proposal would not significantly reduce the existing amenity levels of the neighbouring dwellings and would be acceptable in amenity terms.

HIGHWAY SAFETY

The proposal does not include any provisions for off street parking. The Highway Authority has therefore objected to the proposal as it would require the provision of a minimum of 5 off street car parking spaces. This is not achievable at the site, given the severely limited amount of outside space. It would be possible to provide one car parking space within the rear yard however this would prevent the occupier of the Old Beet House from parking their vehicles as their vehicle would block access to the yard. The applicants do not wish to create this arrangement. There are opportunities to park on the roadside immediately outside the building, on the cobbles at the market cross, and to the north and east of St. Oswalds Church. It is therefore considered that there would be sufficient on street parking available to serve the needs likely to be generated from these 1 and 2 bedroom units and the proposal would be unlikely to have a significant harmful impact on highway safety.

ECOLOGY

A bat survey report accompanies the planning application. No evidence was found of any bat roost. The Senior Wildlife Conservation Officer has no objection to the scheme providing that the development is carried out in accordance with the report's recommendations namely that measures are taken to minimise the risk to roosting bats should any be found before development commences.

Policy W2 of the Local Plan requires development of this type and scale to provide a biodiversity enhancement equivocal to multiple nesting boxes or bat roosts, boundary and landscaping enhancements. Given the nature of the proposal it is recommended that

durable bird nesting boxes are required to be installed at the site through a planning condition. It is considered that this would be suitable biodiversity enhancement and would meet the requirements of policy W2.

ANALYSIS OF MATERIAL CONSIDERATIONS
This is an encouraging proposal for community led housing made by a local charity that would help increase the supply of local housing for the local community. It would secure the delivery of 3 affordable homes available for affordable rent in perpetuity for those in housing need in Askrigg and surrounding parishes that meet the local connection criteria. The proposal would address a local need that is supported by the Housing Authority. In addition to affordable homes, the proposal would also provide a new parish office which would also benefit the local community.

The proposed development would enhance the character or appearance of the Askrigg Conservation Area and would preserve the significance of the existing building, a non-designated heritage asset. The change of use would not result in significant harm to residential amenity and no objections have been received from local residents.

Whilst the Highway Authority have required 5 parking spaces this is considered unnecessary due to the likely low demand for vehicle parking from dwellings of this size and the high number of available on street spaces nearby. The proposal would therefore not be harmful to highway safety.

The proposal would not adversely impact on protected species. Appropriate biodiversity enhancement measures can be secured through a planning condition securing bird nesting boxes.

It is therefore considered that the proposal is acceptable and would accord with policies SP1, SP2, SP4, C1, L1, L2, L3, W1, and W2 of the Yorkshire Dales Local Plan (2015-2030).

RECOMMENDATION

It is recommended that planning permission is granted subject to a section 106 legal agreement to cover the following matters;

- affordable housing available at an affordable rent in perpetuity;
- local connection criteria;
- the affordable housing would be made available on a ‘cascade’ basis – to the Askrigg parish first, then to adjoining parishes within the National Park, to the entire National Park, and finally the whole District Housing Authority area.

and conditions based on the following;
- standard time limit
- in accordance with approved plans
- approval of replacement doors including paint colour
- retention of sliding sash windows including paint colour
- retention of timber double door opening to front elevation
- specific location of biodiversity enhancement measures
- external lighting to be approved
- obscure glazing
- withdraw permitted development rights
- construction times