

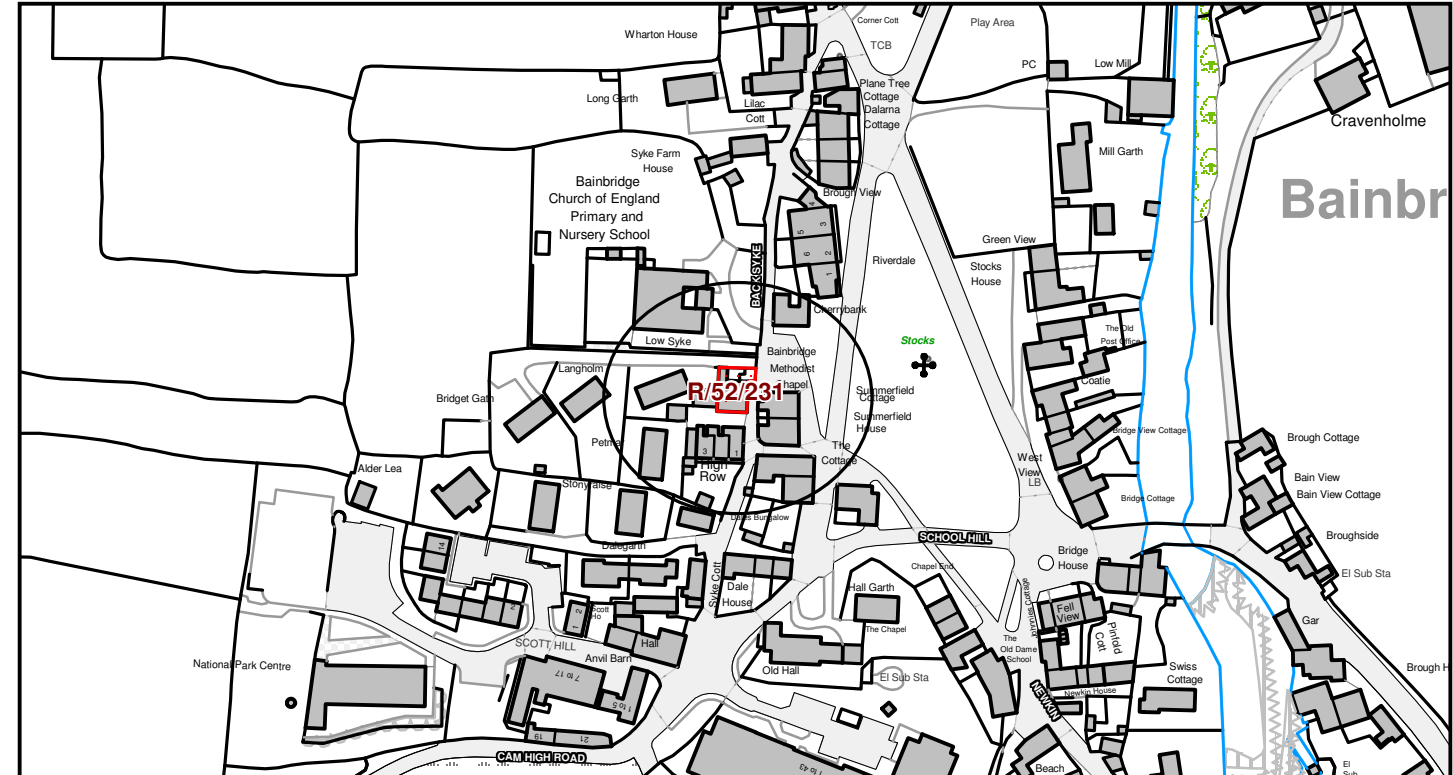
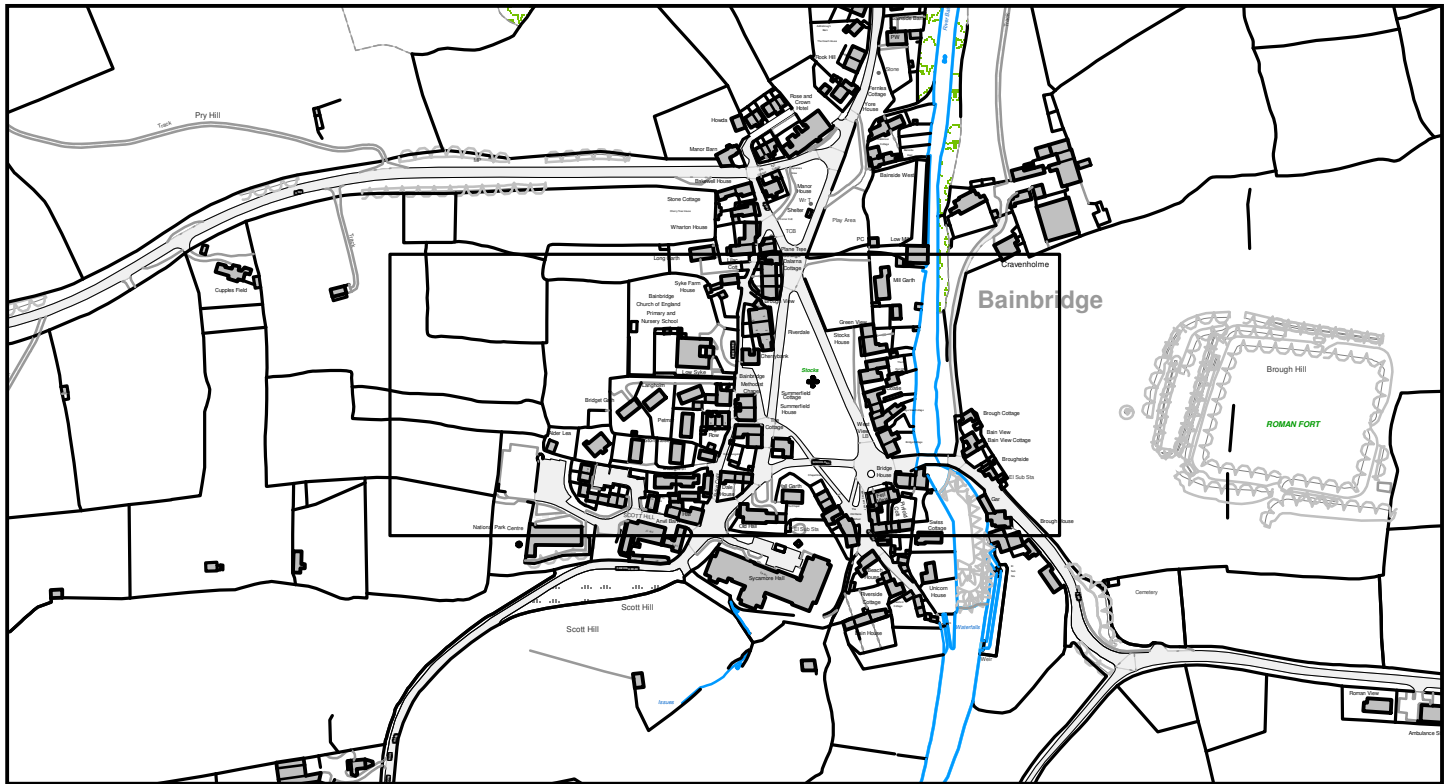
# Yorkshire Dales National Park Authority

Application Code: R/52/231

Committee Date: 09/07/2019

Location: Methodist Chapel, Back Syke, Bainbridge

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## Schedule No:3

<b>Application No:</b>	R/52/231
<b>District:</b>	Richmondshire
<b>Parish:</b>	Bainbridge
<b>Applicant's Name:</b>	Ms J Greenslade, Methodist Church - North Yorkshire Dales Circuit
<b>Grid Ref:</b>	SD93329015
<b>Received by YDNP:</b>	21/05/2019
<b>Officer:</b>	Michelle Clowes

**PROPOSAL:** full planning permission for conversion of former Methodist Chapel to form 2 no. two-bedroom local occupancy flats

**LOCATION:** Methodist Chapel, Back Syke, Bainbridge

### CONSULTEES

**Bainbridge PC  
Yoredale Ward**

No comments received at time of report preparation.

1. It should have been a three bedroom dwelling. Three bedroomed dwellings are needed, family homes encouraging people to live and work in the dales.
- 2 There is no parking in the back Syke out side the Chapel. Parking in the back syke has become unbearable for local residents.

The Parish Council is waiting to meet Highways regarding the already congested parking in and around Back Syke especially near the Village Hall and the school because it has become apparent that with children walking to school from Scott Hills there is a fear of someone being hurt.

When the Chapel was in use it was only on a Sunday or occasional evening event. During those times the school allowed the chapel people to use the school grounds to park as this was never any time school was open.

**NYCC - Area 1  
Richmond Highway  
Depot**

No objections.

**North Yorkshire  
Building Control**

No comments.

**Wildlife Conservation  
Officer**

No comment at the time of report preparation.

**Senior Historic  
Environment Officer  
Area Ranger (Lower**

No comments.

The public right of way is not affected by the proposed

Wensleydale) works.

**PUBLIC RESPONSES**

5 letters/emails have been received from local residents raising the following concerns;

- Clarification is sought of the intended car parking arrangement
- The owner of Petmar will not allow access or scaffolding to be erected on their land
- If the floor is raised there will be views out of the property into private gardens
- the nearby parking area is fully used by existing residents
- The developments at Scott Hill and Sycamore Hall required adequate room for car parking and this development should be the same.

Comments of support include;

- The building use does need to change and the general plans seem sympathetic
- The Friends of the Dales welcomes this application. A building which serves as a place of worship for 180 years is part of the cultural heritage of the village. As far as possible features typical of the history of such a building are to be retained while its future use as affordable housing will continue its public service.

**RELEVANT PLANNING POLICIES**

L1(15) - Heritage assets

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

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

W2(15) - Biodiversity enhancement

SP1(15) - Presumption in favour of Sustainable Development

SP2(15) - National Park Purposes

SP4(15) - Development Quality

**OFFICER OBSERVATIONS**

**REASON FOR COMMITTEE CONSIDERATION**

This application is reported to the Planning Committee as 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**

Bainbridge Methodist Chapel is located on Back Syke in Bainbridge. It is a 2 storey Chapel built in 1836 of coursed sandstone walls and stone slate roof. A small forecourt to the side of the building leads to an external staircase providing first floor access to the building. Decorative railings surround and contain the forecourt. The Chapel was last used in 2017 when the congregation relocated.

**PROPOSAL**

Planning permission is sought for the conversion of the Chapel to 2, 2 bedroomed local occupancy flats, 1 at ground floor and 1 at first floor level. The conversion relates to the existing envelope of the building with no new extensions proposed. The existing forecourt will be upgraded with the re - bedding of the existing stone slabs. As there is limited curtilage, no off – street car parking is provided.

**RELEVANT PLANNING HISTORY**

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There is no previous planning history for this building.

### KEY ISSUES:

- the principle of development
- design
- impact on neighbours
- impact on highway safety
- ecology

### THE PRINCIPLE OF THE DEVELOPMENT

The National Planning Policy Framework (NPPF 2019) sets out the purpose of the planning system: to contribute to the achievement of sustainable development. It directs planning authorities to avoid the development of isolated homes in the countryside unless certain circumstances apply. The circumstances listed include - "the development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets" and "the development would re-use redundant or disused buildings and enhance its immediate setting."

The Yorkshire Dales Local Plan (2015 - 2030) aims to deliver sustainable development in the National Park context. It aims to achieve the conservation and enhancement of traditional buildings (heritage assets) by allowing them to be adapted or converted to new uses, providing the building and its landscape has the capacity to absorb them.

Policy L1 considers development affecting heritage assets. Traditional buildings may be designated as Listed Buildings or are considered to be 'heritage assets' despite not being designated. Proposals affecting undesignated heritage assets that are demonstrably of equivalent significance to designated heritage assets will be treated as though they were designated for the purposes of the policy.

Policy L2 is a strategic spatial planning policy (i.e. it governs where development 'should go'). It allows traditional buildings to be changed to residential and employment uses in certain locations (in existing settlements, building groups, or suitable roadside locations). Intensive uses will not be appropriate in buildings that are isolated in the landscape and a change of use only allowed in isolated buildings where there would be no material alteration to the exterior of the building or its surroundings.

Policy L3 considers the details of the conversion works. 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.

A proposal to convert a traditional building to a new use must satisfy the requirements of all three policies.

As the building in question was constructed prior to the 20th century and has historical and architectural merit, it is considered to be a traditional building for the purposes of policy L2. The Chapel is of local interest and its character reflects local vernacular architecture. As such, it is considered to be a non - designated heritage asset. The building is located within the village of Bainbridge which is classed as a service village within the local plan settlement hierarchy (policy SP3). The building and its curtilage also adjoin the highway known as Back Syke. As such, the proposal would in principle, meet the objectives of policy L2 of the adopted Local Plan (2015 – 2030).

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### **DESIGN**

Criterion e) of policy L3 of the adopted Local Plan (2015 – 2030) requires traditional buildings to be capable of conversion with no more than minor structural work. The Chapel retains its original/historic appearance externally and is in generally good structural condition.

The Chapel is visible in public views from the highway adjacent the village green and the Public Right of Way (PROW) which runs along the private drive immediately to the north of the site. The proposed conversion scheme has been sensitive to the character of the building and amounts to minimal external change to both the structure and its surroundings. 1 new window would be created at ground floor level in the southern elevation to serve a bedroom. As the frame has been designed to reflect the original windows of the Chapel the alteration is considered to be acceptable.

The remaining windows are of a poor quality upvc with an inappropriate design that detracts from the character of the building. They appear to have been replaced circa 1994 without the benefit of planning permission. Despite the applicant's heritage statement stating that the windows detract from the evidential architectural value of the building the plans indicate that these windows are to be retained in the conversion. It is considered that the new use should not perpetuate the retention of inappropriate windows that detract from the character of the heritage asset. The applicant and agent have agreed to amend the scheme to include timber or metal frames that reflect the original character of the windows as far as possible whilst allowing adaption for building regulation compliance. This positive amendment is welcomed and will result in an enhancement to the appearance of the Chapel.

A local resident has suggested that the existing external staircase and railings should be demolished in order to create space for the provision of off – street car parking. The staircase itself is original to the building and was the historic public route into the main Chapel space. The external railings are also original decorative features. It is considered that the loss of both the railings and staircase would be detrimental to the character of the building and the loss would not be justified by the provision of car parking which can be obtained elsewhere close to the site (see impact on highway safety section below).

The submitted plans indicate that the building is capable of accommodating 2 new local occupancy dwellings without significant alteration and that the architectural character of the building will be maintained, as required by policy L3 of the adopted Local Plan (2015 – 2030).

### **IMPACT ON NEIGHBOURS**

Bainbridge Chapel is bounded to the east (Summerfield Cottage), south (Tiplady Cottage and Park House) and west (Low Syke) by existing residential properties. The rear elevation of Summerfield Cottage is within 3.4m of the front elevation of the Chapel. Whilst there are windows in the rear elevation of the neighbouring property they are very small and have limited existing outlook. Likewise the rear elevations of Tiplady Cottage and Park House are within 4.9m of the side (southern) elevation of the Chapel. These elevations contain very small windows that have limited outlook. It is considered that there would be no potential for direct overlooking between the properties. Likewise, the cill height of the upper floor windows in relation to the floor level is high and therefore, there will not be opportunity for direct overlooking over existing properties. The scheme is considered to comply with criterion n of policy SP4.

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### **IMPACT ON HIGHWAY SAFETY**

North Yorkshire County Council has no objection to the development as proposed on the basis that the use of the building for 2 local occupancy dwellings would be less intensive than the existing Chapel use. However, 6 letters have been received raising concerns about the lack of on – site car parking provision.

The existing Chapel does not benefit from any dedicated off – street car parking provision. When in use the congregation or visitors would park in surrounding streets. The Chapel has limited curtilage measuring 3.5m by 3.9m to the north of the building which is surrounded by a stone wall and decorative railings that would have to be removed in order to accommodate the smallest of vehicles. If a car parking space was proposed it would be small and difficult to access and block the pedestrian access to the first floor flat (a standard car parking space is typically 2.4m x 4.8m). Clearly the removal of the historical boundary features would be detrimental to the appearance of the heritage asset. The benefit of providing a small, not very user friendly car parking space is not considered to outweigh the harm that would be caused to the setting of this important building.

The Chapel lies almost directly opposite an informal car parking area that is used by both local residents who live nearby to park their cars and parents who drop their children off at Bainbridge C of E Primary School. It is understood that Back Syke and this parking area in particular can become very congested at School opening and closing times however, this is for a limited period of the day during term time only. The Chapel is also in close proximity (within 28m) to the highway at the top of the village green which can accommodate on – street car parking.

It has been suggested that the scheme would have been better if it proposed just 1, 3 bedroomed dwelling instead of the 2, 2 bedroomed flats, in order to reduce the burden of car parking on the adjacent streets and to provide more family sized accommodation. The Chapel is large and would have a minimal internal floor area of 167sqm (excluding the single storey outbuilding extension). If converted to a single dwelling, the Chapel is more likely to have capacity for a 4 or even 5 bedroomed property. A large dwelling with little curtilage and outside space is unlikely to be attractive to families. The building naturally lends itself to 2 smaller units which will contribute to the provision of local occupancy dwellings in the village.

Given the previous use of the building and the fact that the proposed dwellings are unlikely to cause significant harm to highway safety as a result of cars parking on nearby roads, the proposed development is considered to comply with criterion g of policy SP4 of the adopted Local Plan (2015 – 2030).

### **IMPACT ON ECOLOGY**

The application is accompanied by a bat, breeding bird and barn owl scoping survey which states that although no evidence of roosting bats was found, it is not possible to rule out a maternity roost as access could not be gained into the void of the Chapel. In order to assess whether the bats are using the potential roost habitat, a full emergence survey will be required prior to the determination of the application. Subject to receiving an appropriate survey and compliance with the recommendations/mitigation proposed the scheme is capable of compliance with policy W1 of the adopted Local Plan (2015 - 2030).

As policy W2 requires a proportionate on - site contribution to wildlife enhancement it is considered reasonable and necessary to attach a condition to a planning approval to

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secure the provision of bat/bird boxes or crevices to be left in the existing structure of the building.

### **ANALYSIS AND MATERIAL CONSIDERATIONS**

The proposed development would provide a new use for a non - designated traditional building which is compatible with its character, layout and landscape setting. The principle of the development, design, car parking and impact on amenity and ecology are considered to be acceptable or can be adequately controlled by way of condition. The proposed development is therefore considered to be in accordance with policies SP1, SP2, SP4, L1, L2, L3, W1 and W2 of the adopted Yorkshire Dales Local Plan (2015-2030) and guidance contained within the NPPF.

### **RECOMMENDATION**

It is recommended that the application is delegated to the Head of Development Management to secure a bat emergence survey prior to determination. Permission should be granted subject to a legal agreement restricting occupancy of the Chapel to 2 local occupancy flats and conditions to include the following:

1. Standard time limit
2. Accordance with approved plans
3. No demolition
4. Methodology for conversion
5. No sandblasting
6. Roofing slates to be retained and matched
7. Approval of/compliance with details
  - pointing
  - rooflights, windows and doors (including recess), rainwater goods, cills/lintels/jambs, flues and vents, boundary treatment, bin storage, car parking and access
8. Restriction on external lighting
9. Prior check for nesting birds
10. Biodiversity enhancement (bat boxes)
11. Removal of permitted development right
12. Hours of construction restriction.
13. Compliance with mitigation/conditions set out in emergence survey.