

North York Moors National Park Authority

Great Ayton Ward Parish: Bilsdale Midcable	App No. NYM/2018/0448/FL
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Proposal: Conversion of former Methodist chapel to form local occupancy dwelling

Location: Methodist Church, Chop Gate

Applicant: Mr C Stamp, 43 North End, Osmotherley, DL6 3BE

Agent: The Plan Shop Architects, fao: Mr Ian Harrison, The Assembly Rooms,
29 Market Place, Bedale, DL8 1ED

Date for Decision: 17 October 2018

Extended to: 25 April 2019

Grid Ref: 455896 499820

Director of Planning's Recommendation

Approval subject to the following conditions:

1. Standard Three Year Commencement Date
2. Strict Accordance With the Documentation Submitted or Minor Variations - Document No's Specified
3. Withdrawal of all PD Parts 1 & 2 and 14 Classes A to I
4. Occupancy in Accordance with NYM Core Policy J
5. External Lighting - Submit Details
6. Prior to any works being undertaken to the roof of the building the applicants should provide the Local Planning Authority with a European Protected Species Licence, obtained from Natural England.
7. No pointing or re-pointing of the exterior walls shall take place between November 1st and March 1st in any year, to ensure that hibernating bats are not entombed.
8. No pointing or re-pointing of the exterior walls shall take place until details of the quick lime (hot-mixed) mortar mix have been submitted to and been approved in writing by the Local Planning Authority. Approved. All pointing in the development hereby permitted shall accord with the approved details, with a slightly recessed bagged finish. Joints in stonework should be carefully raked out using hacksaw blades or other hand tools narrower than the width of the joint.

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Informatives

1. Bats
2. All housing developments must comply with national housing standards such as the decent Homes Standard and must be free from category 1 hazards when assessed in accordance with the Housing Health and Safety Rating System (HHSRS) (sections 1 and 2 of the Housing Act 2004) Hambleton Council (Housing Section) also apply specific standards to premises defined as Houses in Multiple Occupation (HMO's). These may include:
 - " Houses divided into flats or bedsits where some amenities are shared
 - " Houses occupied on a shared basis where occupiers have rooms of their own
 - " Lodging accommodation where resident landlords let rooms
 - " Hostel, lodging houses and bed and breakfast hotels
 - " Registered residential hotels
 - " Houses converted to self-contained flats with common parts such as stairwaysThe standards may relate to matters such as, minimum room size, and occupancy levels, numbers of kitchens and bathrooms and fire precautions.
3. The applicant/occupant shall make all reasonable endeavours to ensure that 'parking agreement' arrangements are in place between the property owner and a nearby landowner to provide a car parking space for the occupant of the property.

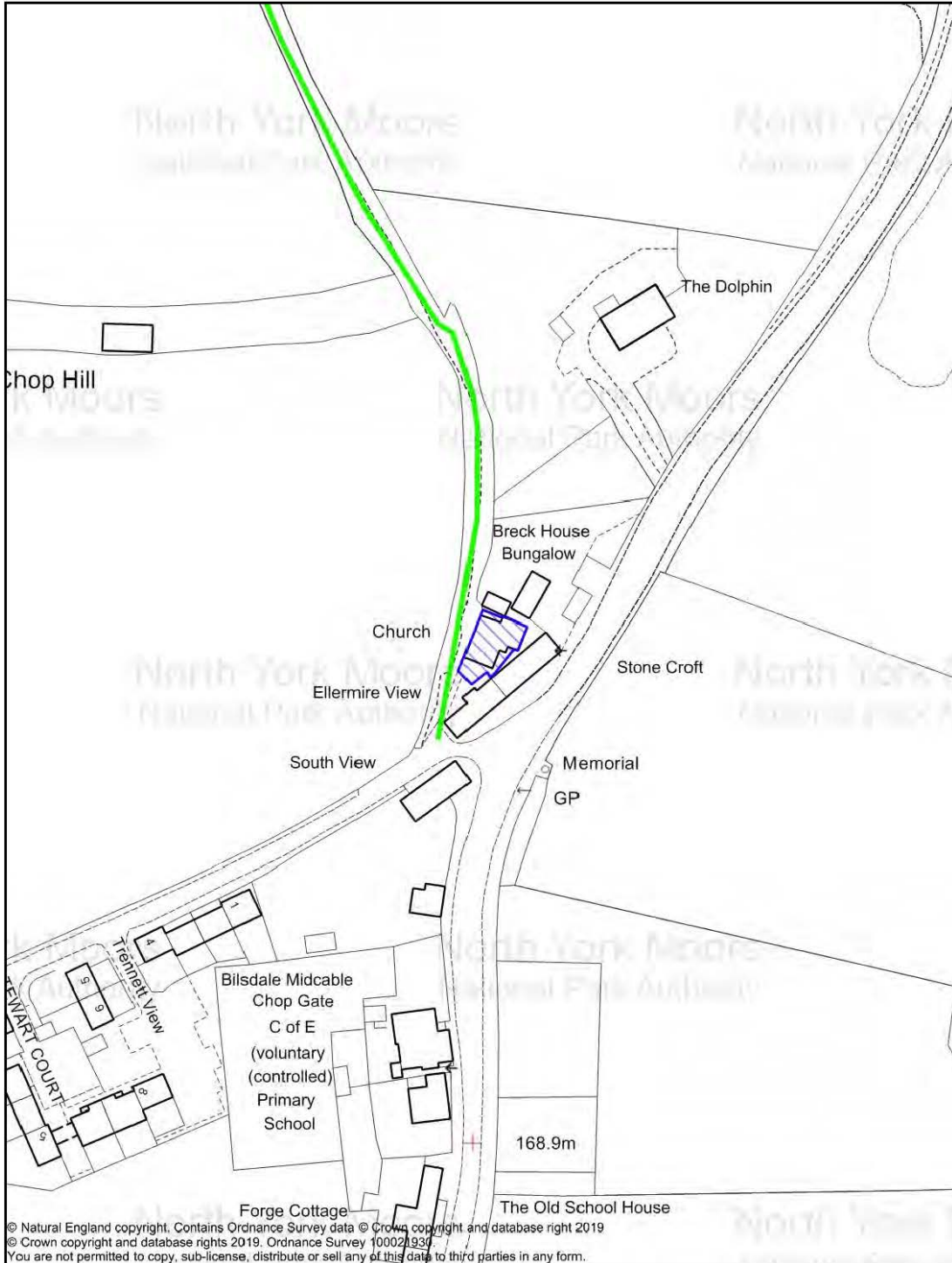


North York Moors National Park
Authority
The Old Vicarage
Bondgate
Helmsley YO62 5BP
01439 772700

Application Number: NYM/2018/0448/FL

Scale: 1:1250

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Consultations**Parish –**

Original scheme – Objects on the grounds of the likely consequences of inadequate parking arrangements and likely impact on the amenity of residents in existing neighbouring properties.

The location is immediately adjacent to a very narrow section of road between existing buildings and at a fairly busy road junction. There is no car parking provision and it is likely that they would park on the road edge or in the green lane which would cause obstruction with implications for safety of pedestrians, damage to vehicles and buildings given the tight space available for vehicle manoeuvring or free access along the green lane and the Raisdale Road.

The building offers only one small area where guests might sit outside and relax. This area is immediately next to and overlooking the nearby residential properties so this would be likely to adversely affect the amenity for the existing residents.

The building has no water supply or sewerage provision, both of which can only be resolved by special agreement with neighbouring property owners.

Revised plans – Reiterate objection to this proposed development on traffic/parking provision and neighbour amenity grounds along with comments that the water supply and sewerage provision issues should be properly resolved before site work is authorised.

Further revised scheme – re proposed use as local occupancy dwelling rather than holiday cottage - Recognise that there is no scope for parking on the site and there is very limited parking adjacent to the green lane. We were pleased to note that highways recognise these constraints and have no objection to residential use. If permission was granted for a residential house then the occupier would need to explore a number of options - there is public parking at the village hall and private parking at the Buck. In the immediate vicinity, there is very limited parking within the low cost housing complex, at the neighbour's house, adjacent to the green lane and in the informal layby on the opposite side of the B1257. All of those locations are already used by the existing residents in the area, all of whom share the same problems with parking space limitations.

The occupier of the dwelling would need to discuss the various options with his/her neighbours to achieve a reasonable basis for sharing the resources. The view of the Parish Council is that these matters can be more easily resolved if the house is permanently occupied, rather than being occupied by temporary holidaymakers. This is not an ideal situation, but if the objective is to agree a permanent use for this building, there must be compromises.

Ward –

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Highways – Original plans - Recommends refusal due to lack of parking.

Revised plans for loading and unloading only on site and parking at Buck Inn Public House – **No objection** subject to satisfactory conditions.

Further revised scheme – re proposed use as local occupancy dwelling rather than holiday cottage -

The concerns from the Highway Authority would be with regard to the parking but it needs to be considered whether there is a strong case for refusal given the advice in the NPPF. Occupants would clearly need a car to gain access to shopping, leisure, education, healthcare etc. However, the Methodist Chapel and its use class could attract more visitors than a private dwelling so this needs to be considered also.

The issue would be where would the residents and visitors park, they would want to get as close to the property as possible but parking on Raisdale Road in the vicinity would cause problems for larger farm vehicles and may cause issues with neighbouring residents.

Northumbrian Water – In making our response to the Local Planning Authority Northumbrian Water will assess the impact of the proposed development on our assets and assess the capacity within Northumbrian Water's network to accommodate and treat the anticipated flows arising from the development. We do not offer comment on aspects of planning applications that are outside of our area of control.

Having assessed the proposed development against the context outlined above I can confirm that at this stage we would have no comments to make.

Environmental Health Officer – I have considered the potential impact on amenity and likelihood of the development to cause a nuisance and consider that there will be no negative impact. Therefore the Environmental Health Service has no objections.

North Yorkshire Building Control – Can confirm that both the water supply and the drainage provisions are both areas of work that would be controllable under the Building Regulations and would form part of the Building Regulations application for the proposed change of use.

Although no final agreement was made on site at the time of my inspection, advice was given on both the installation of a sewage treatment plant and the possibility of connecting the new drainage into an existing drain, subject to consent/approval being given by the owner. Both options are feasible from a building regulations point of view but final proposals would need to be agreed and approved before works commenced on site.

No discussions were had in relation to the proposed water supply but the applicant would need to demonstrate compliance with Part G1 of the Building Regulations which relates to the Wholesome Water supply.

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Advertisement Expiry Date – 28 September 2018

Others – Mr Jenny & Robin Smith of Forge House (South View), Chop Gate - Strongly object as no parking available. Cars could not park on the entrance to the green lane as on two separate occasions our property has been hit by lorries navigating the turn into the Raisdale Road from the B1257. The only way a lorry can safely navigate the bend is to cross the white lines marking the entrance to the green lane. If cars start parking at the entrance to this green lane it will mean lorries will either be unable to navigate the turn from the B1257 into the Raisdale Road or they will hit the rear of our house. The same is true for tractors pulling trailers that use the junction behind our house on a daily basis.

Revised parking plan - The work that the Highways Agency did shows clearly that the entrance to the green lane must be kept totally clear to allow vehicles to circumnavigate the bend to and from the B1257. We are concerned that holiday makers will park on or near the entrance to the green lane.

We note the amended approach for an unloading point near the Church and a parking arrangement with the Buck Inn. However, we do not think this will work because holiday makers are unlikely to move their car once it is unloaded; who will ensure that visitors move their cars; no visitor will drive all the way down to the Buck Inn to park their car

Also concern that visitors may use their parking spaces at the new houses on Raisdale Road and their parking is limited, or on the lay-by on B1257 opposite Stone Cottage. However, this is a dangerous place to park as it is just after a blind hill on the road and cars regularly travel through this village at speeds well over 30mph as the local police will attest to.

If this planning application was for conversion to a property that was to become a permanent home many of these concerns would go away as we would come to arrangements with one person who would become a member of the local community. However, a holiday let means we will have to deal with a succession of people on a weekly basis who will have no interest or concern about the residents who actually live here all year round.

What is the barrier to letting this become a permanent home rather than a holiday let?

Frank Auffret, Ellermire View, Chopgate – Object on access grounds. There is only one roadside parking space near to the building and that is shared with our own needs. The parking space is close to a busy road junction and cannot safely support more than a single vehicle. It is also very likely visitors would park on the bridleway behind our dwelling and at the side of the Chapel, impeding public access to the pathway leading to the moor top and to our own outbuildings. I would support conversion to a permanent dwelling as it is likely an amicable agreement for safe parking with a resident could be reached. In the case of holiday accommodation, that would be unlikely which would almost certainly lead to frequent altercations with visitors, especially those in groups with more than one vehicle.

Revised plans – Objection on the grounds of parking issues stands. There is only one public parking place adjacent to both our house (Ellermire View) and the Chapel. It is very likely that holiday visitors will park on, and therefore block, the bridleway behind our house and alongside the chapel restricting access to our own property.

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Consultations continued

It is very likely that we will be subject to argument and abuse on a regular basis, when requesting visitors to park in the only available spaces on the opposite side of the main road some distance away.

Background

The application site is located behind the main built up frontage of Chopgate and the B1257 and is accessed off the Raisdale Road. The Church goes relatively unnoticed and sits quietly behind residential properties. There is no parking associated with the Chapel.

The Church was built in 1858 and used for worship by the Methodist community of Chop Gate and has until recently been used for worship continuously for more than 165 years.

The building is constructed in sandstone and is modest in scale and is a Grade II Listed Building.

The Church closed for worship in around 2015/2016 and was subsequently sold to a private owner.

This application seeks full planning permission to convert this redundant Grade II Listed Wesleyan Chapel into a two bed local occupancy dwelling with one bedroom at ground floor and the second bedroom in the form of a sleeping platform at first floor.

The Chapel is a single volume space, with a school room, in an addition to the right hand side. Proposed alterations would be internal only and would involve the construction of a mezzanine within the principal space, the removal of the majority of pews, the provision of domestic services including a kitchen, two bathrooms and a multi-fuel stove, the incorporation of the bell tower to accommodate a spiral staircase to access the mezzanine, and the enclosure of the open porch to the school room.

The existing doors and windows will be utilised and no alterations to the external appearance of the building are proposed.

The property has little external amenity space and no off-street parking and consequently it is proposed to use the access adjacent the site to provide a drop off space and an agreement has been reached with the Buck Inn Public House to use a parking space in their car park. However, this is an informal agreement and other options for parking may be available follow negotiations with local residents. There is space for example for a single car parking space to be created on the west side of the Green Lane opposite Ellermire View. The applicant has confirmed that the church deeds include a right of access along the green lane, to the rear of the building which has previously been used for oil deliveries.

This application was deferred from April's Planning Committee in order to re-consult and reconsider a change in the proposals from holiday let a to local occupancy dwelling.

Main Issues

Policy Context

Core Policy CPJ of the Local Development Plan seeks to ensure the provision of a mixture of housing types and tenure to maintain the vitality of local communities, consolidate support for services and facilities and support the delivery of more affordable housing. This is to be achieved through locating all open market housing, including new build and converted units to the Local Service Centre of Helmsley and the Service Villages, as well as other measures

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Main Issues continued

including supporting the development of local needs housing within the main built up area of the local service villages and other villages, and restricting new housing development in the Open Countryside to that which is proven as essential for farming, forestry or other essential land management activities.

Core Policy G of the NYM Local Development Plan seeks to ensure that the landscape, historic assets and cultural heritage of the National Park are conserved and enhanced, with particular protection being given to those elements which contribute to the character and setting of Conservation Areas, Listed Buildings, Historic Parks and Gardens or Scheduled Monuments and other sites of archaeological importance.

Core Policy I seeks to resist the loss of community facilities unless it can be demonstrated that it is no longer viable or suitable for a community use.

Development Policy 5 of the NYM Local Development Plan only permits extensions or changes of use of a Listed Building, or the construction of any structure within its curtilage where such development will not have an unacceptable impact on the special historic or architectural interest, or the setting of the Listed Building.

Suitability for Conversion

This building is considered to be a distinctive historic building which contributes to the character of the village and provides an historical context and as such it is considered appropriate to find a suitable beneficial use which will be likely to lead to its long term maintenance and repair. The building is structurally sound and of a sufficient size to accommodate the proposed development and no changes are proposed to the exterior of the building.

Provision of Local Occupancy Dwelling

The proposed development is located within a loose settlement where residential accommodation would be appropriate. The Chapel has been vacant for some time and the Parish Council has advised that it does not appear to be an alternative community use for the building, which in any case would result in a greater level of amenity impact for neighbours and generate greater parking demand. The proposal is not considered therefore to be contrary to CPI. In terms of Core Policy J, the proposal is to convert an existing building into a local occupancy dwelling, and whilst it may be for sale rather than to let, it is considered to be in accordance with the spirit of CPJ.

Impact on Neighbouring Properties, Access and Parking

Concern was expressed by neighbouring occupiers that a strict application of Core Policy J would have unintended amenity consequences whereby holiday accommodation would cause issues in relation to road safety, disturbance from holiday makers sitting outside, lack of water and drainage facilities, that would not occur with permanent local occupancy residential use.

Following comments at the last Planning Committee, the scheme now proposed is to provide a local occupancy dwelling. The property does have very limited external space but it is not considered that any use of this would be of such a scale to cause nuisance to nearby neighbours. However, it is acknowledged that activity levels would be different from its previous Church use when most pedestrian and vehicle activity would primarily have been on Sundays. That said some unusual buildings do require innovative solutions to parking and amenity provision.

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Main Issues continued

The Highway Authority is now satisfied that a pragmatic parking solution is likely to be found, and that alternative uses that would not require planning permission would generate more traffic and parking than this proposed use.

In terms of water and drainage, North Yorkshire Building Control has confirmed that this would be dealt with through the Building Regulations, and that they are satisfied that this will be possible.

Loss of Community Use

The Church has been empty for approximately three years and no alternative uses have come forward. Furthermore, due to the lack of on-site parking, it makes the use of the building for larger group activities unsuitable. The nearest alternative Methodist Church is in Stokesley, approximately 7 miles (15 minute drive) away.

Conclusion

It is considered that the proposal would be in accordance with Development Policies 5 and the objectives of Core Policies J, G and I of the NYM Local Development Plan and consequently, approval is recommended.

Whilst the Building Conservation Officer has suggested a preference for a holiday let use, in order to reduce pressure for further alterations to the Listed Building, it is considered that in terms of neighbour impact the use as a local occupancy dwelling would be less than holiday accommodation. Furthermore, the LPA has control over any further changes to the building.

Contribution to Management Plan Objectives

Approval is considered likely to help meet Policies C10 which seeks to ensure all new development will be of a high quality design and conserve and enhance the built heritage.

Explanation of how the Authority has Worked Positively with the Applicant/Agent

The Authority's Officers have appraised the scheme against the Development Plan and other material considerations and recommended changes to the proposal including access and parking arrangements, so as to deliver sustainable development.