

Parish: Topcliffe
Ward: Sowerby & Topcliffe
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Committee Date : 27 June 2019
Officer dealing : Tim Wood
Target Date: 22 May 2019
Date of extension of time (if agreed): 3 July 2019

19/00580/LBC

**Listed Building Consent for alterations to existing chapel to create a single 4-bed dwelling.
at Topcliffe Methodist Church, Church Street Topcliffe North Yorkshire
for The Methodist Church.**

This application is referred to Planning Committee as the application (and the accompanying Planning Application 19/00579/FUL) raises issues relating to the availability of parking that have previously been considered by the Planning Committee.

1.0 PROPOSAL AND SITE DESCRIPTION

- 1.1 The application relates to the Wesleyan Methodist chapel located at the junction of Long Street and Church Street, within the Development Limits of Topcliffe at the south west extent of the village. The building dates from 1840, is Grade II Listed, and is within the Topcliffe Conservation Area.
- 1.2 The chapel is no longer in use following closure in 2014, permission is sought to convert the building into a 4 bedroom dwelling. This listed building consent application is accompanied by an associated application for planning permission (19/00579/FUL).
- 1.3 The proposal is for a series of changes to the interior and exterior of the building the main works are:

Interior works

- A partition to create a study at ground floor level
- Removal of the northern staircase of a pair of staircases that lead from the entrance to the gallery
- A new floor structure introduced to create a first floor throughout the building closing off the clearstory above the pulpit
- Partitions at first floor level to subdivide the space to create four bedrooms, bathroom and ensuite

Exterior works

- Removal of the 'school room' on the northern side of the chapel
- Creation of on-site parking space for 2 vehicles and a bin storage space
- Introduction of two roof lights in the eastern single storey part of the building
- Closing up two opening on the north elevation of the chapel, (these are currently enclosed by the 'school room')
- Increase in height to the chimney stack on the eastern elevation of the building by 0.9m

There are no proposed changes to the south and west elevations of the chapel building

2.0 RELEVANT PLANNING AND ENFORCEMENT HISTORY

- 2.1 15/00823/FUL - Change of use and internal alterations to form three apartments; Refused 3 March 2016.
- 2.2 15/00824/LBC - Listed Building Consent for internal alterations to form three apartments; Refused.
- 2.3 Application 15/00823/FUL was refused because of concern that the absence of adequate on-site parking space would result in vehicles being regularly parked outside the site on the highway to the detriment of the free flow of traffic and road safety. Application 15/00824/LBC was refused on the ground that, without the justification of planning permission for the residential conversion, the proposed works to the fabric of the listed building would not be appropriate.
- 2.4 17/00578/FUL - Revised application for alterations to chapel to form three apartments. The resolution of Planning Committee on 12th October 2017 was to grant planning permission subject to achieving a Traffic Regulation Order to restrict on street parking around the junction of Church Street and Long Street and the implementation of such an Order. A Traffic Regulation Order has not been achieved and the planning decision could not therefore be issued. The application has been 'finally disposed of' under the procedures of the Town and Country Planning (Development Management Procedure)(England) Order 2015 (as amended) section 40(13) as the case had not progressed and was beyond the time for appeal.
- 2.5 17/00579/LBC - Listed Building Consent for alterations to chapel to form three apartments; As above the application had been resolved to be approved and has subsequently been 'finally disposed of' due to lack of progress and being beyond the time for appeal.
- 2.6 19/00579/FUL - Alterations to existing chapel to create a single 4-bed dwelling; Pending consideration

3.0 RELEVANT PLANNING POLICIES:

- 3.1 The relevant policy of the Development Plan and any supplementary planning policy advice are as follows;

Core Strategy Policy CP1 - Sustainable development
 Core Strategy Policy CP16 - Protecting and enhancing natural and man-made assets
 Development Policies DP28 – Conservation
 National Planning Policy Framework

4.0 CONSULTATIONS

- 4.1 Parish Council – Content to see the application approved
- 4.2 Public comments – No comments received

5.0 OBSERVATIONS

- 5.1 The main issue to consider is the impact on the historic fabric of the heritage asset and the impact of the change on the significance of the heritage asset.
- 5.2 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in determining a planning application for development which affects a listed building or its setting, the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

- 5.3 The National Planning Policy Framework at paras 189, 190 and 192 requires an assessment of the potential harm a proposed development would have upon the significance of a designated heritage asset and requires that harm should be weighed against the public benefits of the proposal, including securing the optimum viable use of the building.
- 5.4 The works proposed result in changes to the Grade II of Wesleyan Methodist Chapel that dates from 1840 as noted above. The 'school room' which was an addition constructed in 1882 to accommodate the increased needs of a growing congregation is typical of the simple forms of the Wesleyan Methodist buildings, the proposal results in the loss of much of the historic fabric of the 'school room'. The Heritage Statement acknowledges that "the internal fixtures and fittings are plain and are not of any great significance." The importance as noted in the Listed Building description is in the group value. The 'school room' forms part of that group value. The position, proportion and height of the building and style of windows are in part determined by the constraints of the site, but are also typical of the architectural style of the Wesleyan Methodist church. The loss of the 'school room' addition and its replacement with parking space for two vehicles would both result in the loss of historic fabric and harm to the character of the building.
- 5.5 Whilst the proposal shows the retention of part of the northern wall as a boundary wall to the property the loss of a significant part of the building to provide parking space. The visibility of parked vehicles within the site would not preserve or enhance the historic importance of the Grade II Listed Building.
- 5.6 The works to the Grade II Listed Building are considered to reduce the heritage significance of building as well as resulting in the loss of historic fabric. As set out in the Planning Report when a proposal is found to cause harm, a harm that in this instance is "less than substantial harm", that harm is to be weighed against the public benefit arising from the proposal.
- 5.7 The public benefits arising from the scheme are i) the likelihood of improved maintenance and ii) the long term re-use of a Listed Building and iii) to provide a new home (in a sustainable location). The harm caused to the significance of the heritage asset through the loss of historic fabric to the Grade II listed building , the impact upon the character and appearance of the Topcliffe Conservation Area and the setting of the neighbouring Grade II* Listed St Columba's Church must be given great weight and importance. It is found that the harm is not outweighed by the public benefits. The proposal is contrary to the tests in the NPPF.
- 5.8 The Local Development Framework Policies CP16 and DP28 require that developments preserve and enhance Listed Buildings, that requirement is not met in this case and the proposal is therefore also contrary to the policies of the LDF and is therefore recommended for refusal

6.0 RECOMMENDATION:

- 6.1 That subject to any outstanding consultations the application be **REFUSED**

The reasons are:-

1. The proposed development would result in "less than substantial harm" to designated heritage assets, that harm is not outweighed by the public benefits of the scheme, the proposal would not preserve or enhance the Listed Building and is therefore contrary to the Hambleton Local Development Framework Policies CP16, DP28 and the NPPF.