

12. FULL APPLICATION – LISTED BUILDING CONSENT FOR THE RESIDENTIAL CONVERSION AND MINOR EXTENSION - FORMER PRIMITIVE METHODIST CHAPEL, EAST BANK, WINSTER (NP/DDD/0619/0665, MN)

APPLICANT: MESSRS HOLLIDAY AND HARTLEY

Summary

1. The proposed development seeks to convert a Grade II listed former chapel to a dwellinghouse, which the applicants intend to initially operate as a holiday let property.
2. Subject to conditions the conversion would conserve the heritage interest of the building in accordance with the Authority's adopted planning policies.
3. The application is recommended for approval.

Site and surroundings

4. The property is located in the south west of Winster village, occupying a hillside position.
5. The former Primitive Methodist Chapel is a Grade II listed building. It was built in 1823 and enlarged in 1850.
6. It is constructed from coursed rubble limestone with gritstone dressings, under a Welsh slate roof. Access is from doors on the eastern elevation and the building has large arched-top cast iron windows to the northern and eastern elevations. A small lean-to is present on the south east corner of the building. It is unclear if this is part of the original building, but it appears on historic maps from 1877 and may be earlier still.
7. The building is generally a single volume space with raked seating, raising to the rear, and fixed pews. It was partially sub-divided at the East end in the 1980s.
8. There is no vehicular access to the property. It is accessible only from footpath network that runs between the road of East Bank to the south and an unnamed road to the north.
9. Other than from these footpaths in close proximity to the site, the building is seen in few public views, with other buildings and the topography of the land obscuring it from wider view.
10. The building has an associated yard enclosed with railing fence to the eastern side. There is an area of ground in the same ownership set at a lower level to the northern side of the building, which is currently somewhat overgrown. The grounds also further extend to the south of the building, with three yew trees present at the eastern edge of this land.
11. Neighbouring properties are present to each side of the building, with those to the north in particular being set at a much lower level due to the sloping hillside.
12. The site is within the Winster conservation area.

Proposal

13. The application seeks listed building consent for works to facilitate conversion of the former chapel to a single open market dwellinghouse. This includes alterations to the building and grounds, and a small extension to the building.

RECOMMENDATION:

That the application be APPROVED subject to the following conditions:

1. **The development hereby permitted shall be begun within 3 years from the date of this permission.**
2. **The development hereby permitted shall not be carried out otherwise than in complete accordance with the submitted plans.**
3. **Notwithstanding the submitted proposed plans and details, the arch-headed windows to the north and east elevations shall only be replaced on a like for like basis.**
4. **Prior to the installation of any secondary glazing to the internal face of the arch-headed windows in the north or east elevations full details of the proposed glazing shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.**
5. **Prior to the occupation of the dwellinghouse or the replacement of the arch-headed windows in the northern elevation details of how views out of these windows are to be obscured shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the dwellinghouse shall not be occupied until the measures as approved have been fully implemented, and the obscuring shall be so maintained throughout the lifetime of the development.**
6. **Notwithstanding the submitted plans, the proposed flue that projects through the roof of the main body of the building shall be omitted from the development.**
7. **(i) Details on how the cement mortar will be removed from walls; and
(ii) details of the proposed mortar mix(is) including aggregate /sand type and colour, and the proposed joint profile**

shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
8. **Full details of the two rooflights proposed within the single storey annexes shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.**
9. **Details of the slate vent and its position shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.**

10. The new downpipes shall be cast iron and their finish shall match the other rainwater goods on the building. The downpipes shall not be fixed to the quoins unless otherwise agreed in writing by the Authority.
11. Details of the proposed stone repairs and making good walls following the removal of modern features, including identification of the masonry to be repaired/ replaced and the repair methods and materials proposed, shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
12. The new exterior lights shall not be fixed to the keystones above the door.
13. Details of the weather-strips proposed to the existing doors shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
14. Full details of all new exterior doors, including design, materials, dimensions, frames, finish, new thresholds, door furniture, shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
15. Full details of the new window opening, surround (lintel and cill), and window, including design, dimensions, glazing bars, glazing type, mouldings, finishes and window furniture, shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
16. Full details of the alterations proposed to the brick lined openings within the west elevation shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
17. Details of the secondary glazing proposed to the windows within the south elevation and the fanlights in the east elevation shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
18. Full details of the proposed facing materials for the extension, including samples of the proposed roof coverings and stone, shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
19. Details of the boiler flue proposed within the west elevation of the extension, including exact position, dimensions, materials and finish(es), shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
20. Prior to the commencement of the works, details on how the Reverend George Booth's commemorative plaque will be protected throughout the duration of the alterations shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.

21. **Details of the doorway and door proposed between the chapel and outshot shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.**
22. **Full details of all new floor structures (ground, first and second), including the method of fixing the floors at first and second floors to the existing building shell and cross-sections of the proposed floor structures, shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.**
23. **A section (drawing) showing how the new partitions will relate to the west roof truss, annotated with the proposed detailing, shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.**
24. **Details of the new doorway and door to replace the modern window within the west elevation of the existing single storey annex shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.**
25. **Details on how the proposed roof structure and walls of the new extension will be attached to the south elevation of the chapel, including the abutment detail between the roof of the new extension and the chapel wall, shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.**
26. **Details on any treatments / finishes proposed to the exterior (south) wall of the chapel that will become enclosed within the new extension shall be submitted to and agreed in writing by the Authority, shall be submitted to and agreed in writing with the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.**
27. **Notwithstanding the submitted plans, prior to any retaining structures being introduced to any walls a detailed justification and full details of the proposed works shall be submitted to the Authority and no such works shall commence until a decision in writing has been issued by the Authority in relation to the works. Should the justification and details be accepted, the works shall not commence until they have been approved in writing by the Authority. Should the justification and/or details not be approved by the Authority then the works shall not proceed.**
28. **Details of the proposed tanking system and lime plaster finish, proposed to the north, south and west walls, shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.**
29. **Details on any alterations and strengthening of the existing ceiling shall be submitted to and agreed in writing by the Authority prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.**

30. Details of the proposed works to the underside of the roof (ceiling to the second floor) shall be submitted to and agreed in writing by the Authority prior to commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
31. Details of all new staircases shall be submitted to and agreed in writing by the Authority prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
32. All new pipework shall be run internally.
33. Details of the proposed repair and redecoration of the historic railings at the east end of the site shall be submitted to and agreed in writing by the Authority prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
34. Details of the new external lantern shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
35. Details of the metal screen proposed along the south-east retaining wall shall be submitted to and agreed in writing by the Authority prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
36. Full details of the (1) gate, (2) new steps and (3) handrail proposed at the north-east side of the site shall be submitted to and agreed in writing by the Authority, prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
37. Details of all facing materials proposed for the air source heat pump enclosure, including roof coverings, walling, doors and rainwater goods, shall be submitted to and agreed in writing with the Authority prior to the commencement of this work. Thereafter, the works shall be carried out in complete accordance with the approved details.
38.
 - a) No development shall take place until a Written Scheme of Investigation for a scheme of archaeological works has been submitted to and approved by the National Park Authority in writing, and until any pre-start element of the approved scheme has been completed to the written satisfaction of the National Park Authority. The scheme shall include an assessment of significance and research questions; and
 1. The programme and methodology of site investigation and recording;
 2. The programme for post investigation assessment;
 3. Provision to be made for analysis of the site investigation and recording;
 4. Provision to be made for publication and dissemination of the analysis and records of the site investigation;
 5. Provision to be made for archive deposition of the analysis and records of the site investigation;
 6. Nomination of a competent person or persons/organization undertake the works set out within the Written Scheme of Investigation.
 - b) No development shall take place other than in accordance with the archaeological Written Scheme of Investigation approved under condition (a).

c) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the archaeological Written Scheme of Investigation approved under condition (a) and the provision to be made for analysis, publication and dissemination of results and archive deposition has been secured.

Key Issues

The Authority must, by virtue of S16 of the Listed Buildings Act 1990 pay special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

History

14. 2018 – Planning and associated listed building consent applications submitted for conversion of building to dwellinghouse – withdrawn prior to determination due to the need to carry out further ecological and arboricultural surveys.

Consultations

15. **Highway Authority** – No highway objections to listed building consent application.
16. **Parish Council** – Whilst the council wishes to see the historic asset preserved they object to the proposal on the following grounds:
 - The loss of a further community asset within the parish would be deeply regrettable. Whilst it is acknowledged attempts were made by the former owner (the Methodist Church) to secure another community use for the property, these endeavours failed, possibly due to existing public meeting facilities within Winster. The Parish Council pursued the possibility of taking part of some of garden area of the chapel, by way of a gift to the village for the loss of the community use. The garden would have been used as community allotment, however, agents acting on behalf of the Methodist Church persuaded the owner to dispose of the chapel and garden as one lot and the opportunity was lost. As the application fails to offer something back to the community of Winster, the parish council considers the application is contrary to Core Strategy Policy HC4C.
 - Parking standards for five bedroom houses require a minimum of three spaces. Clearly this is unachievable and will lead to additional on street parking on streets already congested. This will undoubtedly lead to unlawful driving and parking on greenspace at Winster Common.
 - The lack of turning/storage space at the site will lead to problems with access and egress for construction traffic and delivery vehicles, resulting in congestion.
 - The yew tree proposed for removal must be protected and retained as a feature of the former use of the building and for its appearance within Winster Conservation Area. The three new deciduous trees - *Fagus Sylvestris* 'Purpurea Pendula' proposed to be planted on the southern boundary are considered unsuitable specimens for this location due to potential size, dense of canopy and low arching branches.
 - The roof of the chapel is a prominent feature and the rooflights proposed in the main building and extension should be omitted due to their prominence from public vantage points, significant harmful effect of the listed building and detracting from the appearance of the Conservation Area.
 - Winster is currently saturated with holiday lets and second homes; this has a harmful effect on the local community and further threatens the sustainability and vibrancy of the village.
 - Waste collection from similar type businesses in Winster is often problematic.

- If permission is granted, permitted developments rights must be withdrawn to prevent the introduction of garden sheds, summerhouses and other paraphernalia.
 - If permission is granted, the public footpath to the east of the chapel must remain unobstructed on its lawful alignment at all times. The right of way shall not be stopped up or diverted without due legal process.
17. **Authority’s Conservation Officer** – Detailed comments provided. The conservation officer is broadly in support of the development and proposed use for the building, but recommends a number of changes to elements of the proposal and the reserving of some details. These are referenced as applicable in the assessment section of the report below. 31 conditions are recommended. The full comments can be viewed on the Authority’s website.
18. **Authority’s Archaeologist** – Advises that the proposed development is likely to encounter archaeological evidence within the structure of the historic building, below ground within and possibly outside the chapel, and that this will result in permanent and irreversible loss of archaeological evidence and harm to the historic and archaeological interest of the chapel building and site. They conclude that if the proposals be considered acceptable with respect to planning balance, they would recommend that the impacts detailed above be mitigated through a conditioned scheme of building recording and archaeological monitoring. Wording for such a condition is suggested. The full comments can be viewed on the Authority’s website.
19. **Authority’s Ecologist** – No response at time of writing.
20. **Historic England** – *“Based on the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation adviser.”*
21. **Ancient Monuments Society** – Advise that they raised no objection to the previous (withdrawn) application, and that they see no reason to change their minds now. They advise that, if anything, the scheme is better than it was – but still combines a bold internal “intervention” with retention of what makes the chapel special in terms of fabric and character and its role in the landscape.

They note that they continue to feel that the new circular or oculus window is in character and that the rooflights are so small as to have no appreciable visual effect.

They also note that the application has attracted opposition but that this appears to centre almost entirely on the use and its repercussions. They state that their role is limited to judging the scheme on its conservation merits – and on that they believe it is an excellent, audacious scheme which deserves to be built.

Representations

22. 11 letters of representation has been received. 10 object to the proposal whilst one welcomes the proposal in principle, whilst still highlighting areas of concern. The grounds for objection and concern are:
- The village already has too much holiday accommodation, which is detrimental to the local community
 - The site has no parking or vehicular access and the proposed use would generate increased volumes of traffic, resulting in increased problems with parking and congestion, which is already a problem in the area.
 - Access to the site for construction works is restrictive, and would be likely to lead to further highway disruption and potential damage to property on approach to the site.

- Engineering works associated with levelling the ground within the building are likely to be noisy and disruptive and potentially damaging to property due to the hard rock in to which the chapel is built.
- Noise during construction works
- Noise generated by guests staying at the property if it is operated as a holiday let.
- The proposal does not address the need for affordable housing in the locality.
- Concerns that the 'gennels' around the building may be used for vehicular access to the site.
- Waste collections cannot be made directly from the site due to the lack of vehicular access, leading to the possibility of waste build up on the site and odours.
- The yew tree to be felled is an important part of the setting of the building.
- The proposed rooflights detract from the buildings appearance.
- The proposed house is too large/has too many bedrooms.
- Noise from the air source heat pump.
- Loss of privacy for neighbouring properties due to the potential for overlooking from both inside the building and from the curtilage of it.
- A plaque on the east wall of the chapel advises that the remains of the Rev George Booth are buried close by, and it is unclear how this would be dealt with if they were to be uncovered.
- The proposed interior design shows little sympathy for the layout or materials typical of a Victorian chapel.
- Risk of falling from garden area on to the lower gardens of the properties to the north, with drops of up to 2m.
- Risk of flooding to the neighbours to the north due to the location of the proposed soakaway.
- Light pollution from the buildings windows

Main policies

23. Relevant Core Strategy policies: GSP1, GSP2, GSP3, DS1, L3.

24. Relevant Development Management Plan policies: DMC3, DMC5, DMC7, DMC10

National Planning Policy Framework and National Planning Practice Guidance

25. In the National Park the development plan comprises the Authority's Core Strategy 2011 and the Adopted Development Management Policies. Policies in the Development Plan provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application. It is considered that in this case there is no significant conflict between prevailing policies in the Development Plan and government guidance in the NPPF with regard to the issues that are raised.
26. Paragraph 196 of the NPPF 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.
27. Paragraph 189 advises 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. 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. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with

archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

28. Paragraph 193 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.
29. Paragraph 15 of the Conserving and Enhancing the Historic Environment section of the NPPG states that it is important that any new use of a heritage asset is viable, not only for the owners benefit, but also for the future conservation of the asset: a series of failed ventures could result in a number of unnecessary harmful changes being made to the asset.
30. It notes that if there is only one viable use, that use is the optimum viable use. If there is a range of alternative economically viable uses, the optimum viable use is the one likely to cause the least harm to the significance of the asset. The optimum viable use may not necessarily be the most economically viable one.
31. It further states that harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused, and provided the harm is minimised.

Development plan

32. Core Strategy policies GSP1, GSP2 and GSP3 together say that all development in the National Park must be consistent with the National Park's legal purposes and duty and that the Sandford Principle will be applied where there is conflict. Opportunities for enhancing the valued characteristics of the National Park will be identified and acted upon and development which would enhance the valued characteristics of the National Park will be permitted. Particular attention will be paid to impact on the character and setting of buildings, siting, landscaping and building materials, design in accordance with the Design Guide and the impact upon living conditions of local communities. Core Strategy policy GSP4 highlights that the National Park Authority will consider using planning conditions or obligations to secure the achievement of its spatial outcomes.
33. Core Strategy policy DS1 outlines the Authority's Development Strategy, and in principle permits the conversion of buildings to provide visitor accommodation.
34. Core Strategy policy L3 requires that development must conserve and where appropriate enhance or reveal significance of archaeological, artistic or historic asset and their setting, including statutory designation and other heritage assets of international, national, regional or local importance or special interest.
35. Development Management Policy DMC3 requires development to be of a high standard that respects, protects, and where possible enhances the natural beauty, quality and visual amenity of the landscape, including the wildlife and cultural heritage that contribute to the distinctive sense of place. It also provides further detailed criteria to assess design and landscaping, as well as requiring development to conserve the amenity of other properties.
36. Development Management Policy DMC5 provides detailed advice relating to proposals affecting heritage assets and their settings, requiring new development to demonstrate how valued features will be conserved, as well as detailing the types and levels of information required to support such proposals. It also requires development to avoid

harm to the significance, character, and appearance of heritage assets and details the exceptional circumstances in which development resulting in such harm may be supported.

37. Development Management Policy DMC7 addresses development affecting listed building, advising that applications for such development should be determined in accordance with policy DMC5 and address how their significance will be preserved. It goes on to detail specific aspects of development that will not be supported when dealing with applications affecting listed buildings. It advises that the only exceptions to this are where any resulting harm is less than substantial in terms of impact on the character and significance of the Listed Building and its setting; and where it is also offset by the public benefit from making the changes, including enabling optimum viable use, and net enhancement to the Listed Building and its setting.
38. It also states that where change to a Listed Building is acceptable, an appropriate record of the building will be required to a methodology approved in writing by the Authority prior to any works commencing.
39. Development Management Policy DMC10 addresses conversion of heritage assets, permitting this where the new use would conserve its character and significance, and where the new use and associated infrastructure conserve the asset, its setting, and valued landscape character. It also notes that new uses or curtilages should not be visually intrusive in the landscape or have an adverse impact on tranquility, dark skies, or other valued characteristics.

Assessment

Impacts of the proposed works on the significance, character and appearance of the building

External

40. A black powder-coated stainless steel flue, rising approximately 800mm high from the roof, is proposed at the east end of the south roof pitch. The flue forms part of a wood-burner proposed at first floor level within the main body of the chapel. The roof is one of the most prominent features of the chapel and the Authority's conservation officer advises that this modern addition will detract from the appearance of the roof and the front elevation of the property. It would be out of keeping with the buildings character, and its omission would not prejudice the potential conversion of the building. It is therefore recommended that this be omitted if permission is granted.
41. Two rooflights are proposed within the south roof pitch. These rooflights appear unnecessary to facilitate the conversion, as a window opening is proposed within the apex of the west gable to light the bedroom, and the other serves a stairwell. Given this and that the conservation officer considers that these would harm the buildings appearance it is recommended that these rooflights are omitted if permission is granted.
42. Rooflights are also proposed within the roof of the south annex and within the roof of the proposed extension. These roofs are much less prominent than the main roof of the building, and form a subordinate part of the building. On this basis their impact is much less, although the Authority's conservation officer advises that it would be preferable to have smaller rooflights and positioned slightly lower down the roof pitch. These details could be reserved by condition.
43. A roof slate vent is proposed to ventilate the en-suite proposed within the roof space. Details of the vent type and its exact position have not been provided. It is anticipated

that a vent of a type and position that conserve the buildings appearance can be agreed, and so these details could be reserved by condition.

44. The existing cast iron rainwater goods are to be overhauled, with new cast iron downpipes to the south-west and north-west corners of the property. Subject to reserving details of the new downpipes, including fixing method and finishes, these would be in keeping with the building and would conserve its significance and appearance.
45. Localised stone repairs and repointing is proposed. Subject to materials and details of how these works would be undertaken being reserved by condition, these works would be acceptable.
46. The existing electric meter box to the front elevation of the property would be removed. This would enhance the significance of the listed building.
47. Whilst not shown on the plans, the submitted supporting documentation refers to the introduction of a date-stone within the east elevation. The Authority's conservation officer advises that this will blur the archaeology of the structure, add unnecessary clutter and disrupt the symmetry to the elevation and should be omitted from the scheme. This could be secured by condition.
48. It is proposed to replace the existing modern lights over the doorways with new coach lamps, which will have a neutral impact on the significance of the listed building, providing that the new lights are not fixed to the keystones above the door.
49. The existing doors to the main body of the building are to be retained with the addition of weather-strips. The retention of the traditional doors is welcomed, and details of the proposed weather-strips could be reserved by condition if permission was granted.
50. Secondary glazing is proposed to the interior face of the fanlights above the doors, and the conservation officer advises that this will not harm the significance of the listed building subject to details of their appearance and fixing being reserved by condition.
51. The entrance door to the south outshot, which is a modern framed door with glazing to the upper quarter, is proposed to be replaced. There is no objection to replacing this modern door but the conservation officer advises that the door design proposed is not appropriate, and that a more traditional boarded door design be employed. Details of the proposed door could be reserved.
52. The windows in the east and north elevations are large arch-headed windows. They are timber framed and single glazed with cylinder glass (a type of hand-blown glass). The submitted supporting information estimates these to date from the 1850s.
53. Structural movement within the building has damaged the windows and the timber frames are in poor condition, and it is proposed to replace them with new timber frames that incorporate double glazed units.
54. The Authority's conservation officer advises that the main significance of the listed chapel is its external shell and that this should be protected in order for the heritage asset to retain sufficient significance to remain on the national statutory List. They advise that unsympathetic alterations to the existing window design and the removal of the historic fabric they contain could therefore tilt this proposal to 'substantial harm'.
55. On this basis they advise against the use of double glazing, and that the windows should be replaced like for like. They recommend that secondary glazing could be

employed to address energy efficiency concerns, potentially with sliding panels to allow access to opening lights within the outer windows if necessary.

- The loss of the historic fabric and traditional treatment of the windows would be regrettable. The conversion necessitates the loss of the historic internal features of interest of the building – namely the raked pews – and so the shell is almost all that remains of the listed qualities of the building. The windows are a key part of the significance of this shell, and their loss to a more modern design would have a harmful effect on the overall significance of the building.
56. Whilst the applicants agent has advised that double glazing is necessary for reasons of energy efficiency, other options are available that would result in less harm to the buildings significance. Even if that was not the case, there is no evidence to indicate that the conversion would be unviable or the property unliveable if single glazing was to be used.
- On this basis it is recommended that if permission is granted a condition is imposed to permit only the like for like replacement of these windows, and that if secondary glazing is required that details be agreed with the Authority prior to its installation.
57. To the west elevation it is proposed to unblock a former first floor doorway, which the Authority's conservation officer advises will result in little harm to the significance of the listed building. There is therefore no objection to this work subject to details including design, frames, threshold, door furniture and finish(es) being reserved by condition if permission is granted.
58. A new circular window is proposed within the apex of the west gable, serving a bedroom. The conservation officer has no objection to the principle of a new window in the position proposed, which is reasonable necessary to provide some natural light to the bedroom. They strongly recommend that a different window design is employed however, because the proposed one is discordant with the rudimentary character of the back elevation. This could be secured by condition if permission was granted.
59. The single glazed windows within the south elevation are to be retained and secondary glazing introduced, although drawings P/03B, P/06A and P/07B incorrectly annotate the windows in the south elevation as double glazed. The retention of these windows and introduction of secondary glazing would conserve the buildings significance, and a condition to agree details of the secondary glazing and to clarify that the windows be retained as single glazed could be imposed if permission was granted.
60. A single storey extension is proposed to the south elevation, adjoining the west elevation of the existing lean-to. Subject to details, the proposed extension will not harm the significance of the listed building as it follows the simple form of the lean-to and is modest in size and design.
61. The siting a boiler flue within the west elevation of the new extension is sympathetic as it would not harm any historic fabric and the position is discreet.
62. Subject to conditions to secure the detailing of the extension, and how it would join on to the main chapel, the extension would conserve the character and appearance of the listed building.

Interior

63. The only historic fixtures and features that survive within the chapel comprise the pews and a commemorative plaque dedicated to a former minister, the Reverend George Booth.
64. The tiered pews that ascend the west side of the chapel were introduced as part of the 1890s refurbishment. The Authority's conservation officer advises that the pews are late Victorian but that their arrangement is more akin to earlier chapels and this appears to be an unusual feature.
65. As historic features, the removal of the pews will harm the significance of the listed building but it is accepted that this work is necessary to enable the proposed use – they take up much of the floorspace of the building and cannot be readily integrated in to the conversion. It is therefore recommended that in order to mitigate the harm, a full photographic record should be carried out of the pews, prior to removal if permission is granted. This could be secured by condition.
66. Whilst the main significance of the listed building is contained in its exterior, the single volume spaces internally also make a contribution. The proposal would reinstate the single volume space to the east end of the chapel, removing the modern partitions, which is welcomed.
67. The proposed layout has been designed to be a clearly contemporary intervention, and allows the single-volume space to be partially retained and avoids floors that would cut across the arch-headed windows, helping to maintain the integrity of these features.
68. It has also been designed to distance the first floor away from the windows to minimise potential overlooking of neighbouring buildings. This is discussed in more detail in the 'Amenity Impacts' section of the report, below.
69. The Authority's conservation officer raises no objections to the layout, subject to full details of any ceiling alterations and all new floor structures (ground, first and second) being reserved by condition.
70. Some alteration to a roof truss at the western end of the building is proposed to facilitate the introduction of the second floor bedroom. The conservation officer queries the impacts of this on the structural integrity of the roof and if any other works will be required to compensate this alteration. It is therefore recommended that details of these works are reserved by condition, to ensure that they are both fit for purpose and minimise any impact on historic fabric.
71. The application also proposes a damp-proofing system to address longstanding damp issues that have arisen due to the higher external ground level to the southern side of the building. It is accepted that this is necessary, and the proposed works have been designed to be reversible. Therefore, subject to details of the proposed tanking system, including any proposed sumps, boarding and finishes being reserved, there is no objection to these works.
72. Proposed plan P/07B indicates that a retaining structure may be required to an internal wall face. No further detail or justification has been provided for these works, presumably because until the pews are removed it is unclear what may be required. It would therefore be necessary to reserve consideration of this intervention by condition if permission was granted.

73. A new doorway and door are proposed between the main building and lean-to, which the conservation officer advises would not harm the significance of the listed building, subject to details being reserved by condition.

Curtilage

74. In addition to the enclosed hardstanding in front of the chapel, the overgrown land to the north and south of the building are proposed to be taken in to use as garden.
75. Refurbishment of the railings around the property and removal of a section of modern railings is proposed and would conserve the buildings significance and appearance. A new screen is proposed to replace the modern railings to be removed, but details of this have not been provided and so would require reserving by condition.
76. A new access is proposed in the railings to the northern side of the yard, with new steps to lead down to what would be part of the property's garden, and a new gate in the railings would be formed from the removed section of them. It is accepted that this access is necessary for safe and convenient access to this part of the property, and subject to an appropriately detailed design it would not detract from the setting of the building. Details of the gate and steps would require reserving to ensure this.
77. A new lantern is proposed over the entrance gates to the site, where one was previously positioned. No detail of the former light has been provided, and so it is recommended that details of the proposed light be reserved by condition if permission is granted in order to ensure that any replacement is appropriate in appearance.
78. A replacement pedestrian gate is proposed within the south-west boundary. The current arrangement is crude and there is no objection to the principle of this work, subject to details of the proposed gate and gate-piers /posts being reserved.
79. A new bin store, steps to the garden, and a path along the southern perimeter of the chapel are proposed. The bin store has been positioned discreetly and in principle these works would conserve the setting of the building. Details of the treatment and appearance of the bin store, steps and paths would need to be secured by condition to ensure that they were in keeping with their setting.

Archaeological impacts

80. The Authority's archaeologist advises that the proposed development is likely to encounter archaeological evidence within the structure of the historic building, below ground within and possibly outside the chapel, through the required groundworks (works to the internal floors; for underfloor heating; for the rear extension, new drainage and service runs, tree removal etc.) and changes to the fabric of the chapel (loss of the pews, removal of the floors etc.).
81. They advise that this will result in permanent and irreversible loss of archaeological evidence and harm to the historic and archaeological interest of the chapel building and site.
82. They conclude that should the proposals be considered acceptable in the light of the advice from the Authority's Conservation Officer and with respect to planning balance, the archaeological and historic impacts detailed above should be addressed through a conditioned scheme of archaeological works to record and monitor the building and works.

83. In terms of the planning balance, the scheme would result in the significant planning benefit of bringing the building back in to a viable use, which would serve to secure its repair and maintenance.

84. Given the level of archaeological harm identified, we conclude that these benefits would outweigh the archaeological harm in this instance.

Conclusion

85. Subject to conditions the proposal will conserve the significance, character and appearance of the listed building, as required by the Act and policies L3, DMC3, DMC5, DMC7, and DMC10.

86. There are no other policy or material considerations that would indicate that consent should be refused.

87. The application is recommended for conditional approval.

Human Rights

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

List of Background Papers (not previously published)

Nil

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