

12. FULL APPLICATION – CHANGE OF USE TO A HOLIDAY LET. REMOVAL OF BAY WINDOWS AND RESTORATION OF WINDOWS AND RAILINGS. REMOVAL OF AIR HANDLING UNITS AND DUCTWORK. ALTERATIONS AS DETAILED ON DRAWINGS. REPLACEMENT WINDOWS INCLUDING TOLL BAR COTTAGE, CASTLETON (NP/HPK/0822/1030, KW)

APPLICANT: MRS J HARRISON

Summary

1. The application site comprises a small two storey, semi-detached building in the centre of Castleton, that has been used as a gift shop, but has been vacant for over 12 months. The building is Grade II listed. The building would have originally been built as a cottage.
2. It is proposed to convert the shop into a one bedroom holiday let, which would also involve external changes and enhancements, such as the removal of non-original bay windows to the front, and the tidying up of the rear yard, removing a modern canopy structure and other services.
3. Planning policy supports the change of use of traditional buildings of historic or vernacular merit into self-catering holiday accommodation. Subject to conditions, the design and appearance of the development has been found to be acceptable in its context and to accord with planning policy in all other regards.
4. The application is therefore recommended for conditional approval.

Site and Surroundings

5. The site comprises a Grade II listed, semi-detached building that has most recently been used as a gift shop, but is currently vacant. The building fronts Cross Street in the centre of the village of Castleton. The attached building is a cottage and in the same ownership as the application building, and previously had some shared facilities such as the toilet.
6. The building comprises a ground floor retail space, with a narrow staircase leading to a small first floor storage area, which is smaller in footprint, with some of this floor historically given over to the adjoining cottage.
7. The building was originally built as a cottage, but has been subject to a number of physical changes to facilitate the use as a gift shop, such as the installation of bay windows to the front elevation on both ground and first floor level, the removal of the front boundary railings and the installation of an air conditioning unit.
8. To the rear is a small yard area which backs onto the graveyard of a Grade I listed church. This yard area is currently covered with a canopy structure and is bounded by a tall stone wall. The rear elevation also contains various modern additions such as soil vent pipes and other pipework, together with an air conditioning unit, and the two windows have been blocked up.
9. Some historical features remain inside the property, most notably the remnants of a cruck frame, which could date from the late middle ages to the early 17th Century.
10. The site is within the Castleton Conservation Area and located in the centre of the village on the main road through the village.
11. The floor area of the building is 48 square metres over the two floors.

Proposal

12. Planning permission is sought for the conversion of the building into a single unit of holiday accommodation, which would have living accommodation on the ground floor and one bedroom and a shower room on the first floor.
13. The bay windows to the front elevation are proposed to be removed, replaced by timber framed windows, which would aim to replicate the original windows, along with the re-instating of railings to enclose the small front yard, which would match the existing railings to the adjoining cottage. Both these changes are in-keeping with a historic photo showing the building prior to it being converted into a shop.
14. Small changes to the fenestration are proposed, which include the unblocking of a small square opening on the side of the building, with frameless glass inserted. At the rear, there is evidence of existing windows having been blocked up, which are proposed to be re-instated.
15. To the rear, the canopy over the yard would be removed, and the excess of external pipe work removed, with the rear elevation tidied up. The existing shop sign and the air conditioning unit will be removed.
16. Internally, the existing shop fittings are proposed to be removed, along with a small kitchen area that is walled off with modern partition, and ventilation duct will also be removed.
17. A door linking to the adjoining dwelling is proposed to be blocked up.
18. It is noted that there is also a Listed Building Consent application under consideration – NP/HPK/0822/1031.

RECOMMENDATION

19. **That the application is APPROVED subject to the following conditions:**

- 1) **Standard 3-year time limit for commencement.**
- 2) **Carry out in accordance with the submitted plans**
- 3) **Occupancy Restriction - short-let holiday accommodation**
- 4) **Archaeology condition – Written Scheme of Investigation**

Key Issues

20. The principle of the development; design and impact of the proposals on the listed building and its setting; neighbouring amenity; highways and parking; and other matters raised in the objections.

Relevant Planning History

21. No relevant planning history.

Consultations

22. PDNPA Conservation Officer – Supports the proposed subject to satisfactory details of the windows and doors being submitted. The proposal would result in an enhancement to the building and its setting next to the Grade 1 listed church.
23. Parish Council – Object to the proposal stating that there is an over provision of holiday lets and campsites. Affordable housing is needed.
24. Local Highway Authority – no comments received.

25. PDNPA Archaeology officer – due to the fact that a small area of ground excavation is proposed, conditions are recommended to monitor the potential for buried archaeology given the location of the site in the medieval part of Castleton.

Representations

26. No representations have been received at the time of writing.

Main Policies

27. Core Strategy policies: GSP1, GSP2, GSP3, DS1, L3, RT2 & CC1
28. Development Management policies: DCM3, DMC5, DMC7, DMC8, DMC10, DMS2, DMR3
29. National Park designation is the highest level of landscape designation in the UK. The Environment Act 1995 sets out two statutory purposes for national parks in England and Wales:
- a. Conserve and enhance the natural beauty, wildlife and cultural heritage
 - b. Promote opportunities for the understanding and enjoyment of the special qualities of national parks by the public
30. When national parks carry out these purposes they also have the duty to seek to foster the economic and social well-being of local communities within the national parks.

National planning policy framework

31. The National Planning Policy Framework (NPPF) was published on 27 March 2012 and replaced a significant proportion of central government planning policy with immediate effect. The latest revised NPPF was published on 20 July 2021. The Government's intention is that the document should be considered as a material consideration and carry particular weight where a development plan is absent, silent or relevant policies are out of date. In the National Park the development plan comprises the Authority's Core Strategy 2011 and Development Management Policies (adopted May 2019) 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 more recent Government guidance in the NPPF.
32. Para 176. of the NPPF states that *'great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in all these areas, and should be given great weight in National Parks and the Broads.'*

Peak District National Park Development Plan

33. GSP1, GSP2 - Securing National Park Purposes and sustainable development & Enhancing the National Park. These policies jointly seek to secure national park legal purposes and duties through the conversion and enhancement of the National Park's landscape and its natural and heritage assets.
34. GSP3 - Development Management Principles. Requires that particular attention is paid to the impact on the character and setting of buildings and that the design is in accord with the Authority's Design Guide and development is appropriate to the character and appearance of the National Park.

35. Policy DS1 - Development Strategy details the development strategy for the National Park, and is permissive of development to provide conversion of change of use for business uses including visitor accommodation, preferably by re-use of traditional buildings.
36. Policy L3 - Cultural Heritage assets or archaeological, architectural, artistic or historic significance. Explains that development must conserve and where appropriately enhance or reveal the significance of historic assets and their setting. Other than in exceptional circumstances, development will not be permitted where it is likely to cause harm to the significance of any cultural heritage asset or its setting.
37. Policy RT2 - Hotels, bed & breakfast & holiday accommodation. Part-A of the policy states, that the change of use of a traditional building of historic or vernacular merit will be permitted.
38. CC1 - Climate change mitigation and adaption. Sets out that development must make the most efficient and sustainable use of land, buildings and natural resources. Development must also achieve the highest possible standards of carbon reductions.
39. DMC3 - Siting, Design, layout and landscaping. Reiterates, that where developments are acceptable in principle, Policy requires that design is to high standards and where possible enhances the natural beauty, quality and visual amenity of the landscape. The siting, mass, scale, height, design, building materials should all be appropriate to the context. Accessibility of the development should also be a key consideration.
40. DMC5 - Assessing the impact of development on designated and non-designated heritage assets and their setting. The policy 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.
41. DMC7 - Listed buildings - Addresses development affecting listed building, advising that applications for such development should be determined in accordance with policy DMC5. In addition, should clearly demonstrate how these will be preserved and where possible enhanced and why the proposed works are desirable or necessary.
42. DMC8 - Conservation Areas. States that applications for development in a Conservation Area, or for development that affects its setting or important views into or out of the area, across or through the area should assess and clearly demonstrate how the existing character and appearance of the Conservation Area will be preserved and, where possible, enhanced.
43. DMC10 - Conversion of a heritage asset. Conversion will be permitted provided it can accommodate the new use without changes that adversely affect its character, including enlargement, subdivision, or other alterations to form and mass, inappropriate new window openings or doorways and major rebuilding, and that any changes conserves or enhances the heritage significance and its setting in accord with policy DMC5.
44. DMS2 – where change of use of a shop is sought, applicants must provide evidence of reasonable attempts to sell or let the shop. Schemes providing affordable housing would be considered favourably.
45. DMR3 - Holiday occupancy of self-catering accommodation. States that where self-catering accommodation is acceptable, its use will be restricted to holiday accommodation for no more than 28 days per calendar year by any one person.

Assessment

Principle of Development

46. The key policies relating to this proposal are Core Strategy Policy RT2 - Hotels, bed & breakfast & holiday accommodation, and Local Plan Policy DMS2 relating to the change of use of existing shops.
47. Policy RT2 comprises of 3 parts, with only Part A being relevant. Part-A of the policy states, that the change of use of a traditional building of historic or vernacular merit will be permitted, except where it would create unacceptable impact in the open countryside, therefore given that this a Grade II listed building, it is considered that the proposal complies with Part-A of policy RT2
48. It is considered that the external alterations proposed represents an enhancement of the property which meet the high standard of design required by policy DMC3.
49. Local Plan policy DMS2 requires that where change of use of a shop is sought, evidence should be provided to prove that the shop use is no longer viable. This has been provided in the form of a statement from a property valuer, who have assessed the viability of the shop and concluded that given the size of the retail space, along with current market conditions, the shop would not be viable.
50. It is considered that the loss of this small gift shop would not have a harmful impact on the local economy or community facilities, with numerous other similar retail spaces found in Castleton.
51. Policy DMS2 favours the use of the building as an affordable dwelling or other community use. It is noted that the Parish Council objected to the proposal to use the building as a holiday let, and suggested that it should be used as an affordable dwelling to meet the local need. They also commented that there is no need for another holiday let in Castleton.
52. However, the floorspace of the building is 48 square metres over the two floors, which does not comply with the government's Nationally Described Spaces Standard, (statutory guidance), for a one bed property over two floors. This standard requires there to be 58 square metres of floor space, the same as our maximum floor area for a two-person affordable dwelling. Therefore, it is not considered that the building is viable for a full-time residential use by failing to provide sufficient floor space for residents.
53. Furthermore, there is no off-street parking, with double yellow lines in front of the building, and a very small yard area to the rear.
54. Occupation as a holiday let would be acceptable with less floor space and outdoor area required, and less storage space required or expected for temporary occupation. Parking is available in nearby public car parks. The outdoor space would be suitable for bin and bike storage, which would be adequate for temporary occupation.
55. The conversion of the shop to a holiday let is therefore considered to be acceptable in principle, subject to further consideration of design, amenity, highways/parking and other matters raised in the objections.

Design & Visual Impact on the Conservation Area

56. To facilitate the change of use of the shop into a holiday let, external changes are proposed to undo some of the harmful alterations that have previously been carried out to the building.

- 57. Historic photos reveal that the existing bay windows on ground and first floor level are additions to the original frontage, and the scheme includes the removal of these bays, to be replaced with appropriate timber framed windows to replicate the old images of the building.
- 58. Along with the re-instatement of the railings around the front boundary to match the attached property, and the removal of the shop sign, it is considered that the proposal would result in significant enhancements to the Listed Building itself, its setting within the Conservation Area, and the prominent views of the building from the main road through Castleton.
- 59. The improvements continue at the rear, where the building backs on to the graveyard of the Grade I listed church. This rear elevation and yard would be tidied up and returned to closer to its original appearance, with the removal of modern paraphernalia and the reinstatement of blocked up windows enhancing the listed building and its character, and also the setting of the listed church.

Impact on the Listed Building

- 60. The conservation officer has assessed the proposal, and considered that subject to conditions, the development would result in an enhancement of the listed building as well as the setting of the Grade 1 listed St Edmonds church, and the setting within the Conservation Area.
- 61. A full assessment of the impact on the listed building will be made in the committee report for the listed building consent, application NP/HPK/0822/1031.
- 62. As detailed above, the external changes would enhance the building by removing unsympathetic additions, and returning the building to be closer to what is likely to be its original design.
- 63. The internal changes are minimal on the ground floor, with some minor alterations to the fabric of the listed building on the first floor. However, subject to conditions recommended by the conservation officer requiring further details of some elements of the proposal, both the internal and external works are considered to have an acceptable impact on the listed building, and would preserve and enhance its historic features.

Amenity

- 64. Given that the building is attached to a residential dwelling within the same ownership, it is considered that the use of the building as a holiday let would be acceptable. Sound proofing is proposed to ensure that noise disturbance would be minimised.

Highways and Parking

- 65. There is no off-street parking available at the site, but given that public car parks are available in walking distance of the site. The PDNPA Parking Standards do not have a minimum requirement for parking spaces for holiday residences.

Conclusion

- 66. Planning policy supports the conversion of historic buildings into holiday let, along with quality improvements.
- 67. It is accepted that the shop is no longer viable, and the building is too small to be used as a full time dwelling.
- 68. Subject to conditions, the design and appearance of the development has been found to be acceptable and would enhance the appearance and historic character of the listed building

and its setting.

Human Rights

69. None arising.

List of Background Papers (not previously published)

70. None.

Report Author and Job Title

71. Kathryn White – Planning Officer