

Redcar and Cleveland Borough Council

Planning (Development Management)

APPLICATION NUMBER: R/2024/0379/CA
LOCATION: Former methodist chapel Chapel Street Skinningrove TS13 4BH
PROPOSAL: Conversion of part of former chapel into 2 no. 2 bedroom houses; works to include the demolition of single storey side toilet extension; new windows and doors.

[Planning Application Details](#)

APPLICATION SITE AND DESCRIPTION

Permission is sought for conversion of part of former chapel into 2 no. 2 bedroom houses; works to include the demolition of single storey side toilet extension; new windows and doors.

The application relates to the Former Methodist Chapel, Chapel Street, Skinningrove.

The submitted Design and Access Statement describes the works as:

AMOUNT Conversion of part of former Chapel to 2 No 3 bedroom Houses. The smaller hall is to be separated from the large hall and the single storey front element built above. The smaller hall will have a new suspended floor inserted to create a first floor element. The existing single storey side toilet extension is to be demolished. The larger hall does not form part of this application.

LAYOUT The houses will be accessed from a new door opening off Chapel Street. The new door will lead to a lobby/corridor with a kitchen accessed off it. The corridor will then lead to a staircase and wc and access to an open plan living/dining room area. The stairs will lead up to 3 first floor bedrooms and a bathroom. The third bedroom being located in a roof extension above the kitchen/entrance area. The layout to both houses will be the same but mirrored.

SCALE The front roof extension is to be approximately 34m² in area and built on the footprint of the existing single storey front element.

The application has been accompanied by existing and proposed plans and elevations, a Design and Access Statement and a Flood Risk Assessment. The existing plans and elevations have been amended during the life time of the application.

The amended plans were included with an email with confirmed:

Roof extension which would have created a third bedroom is to be omitted from the scheme. All new windows are to be in timber. All new doors to be in timber with the new front doors to be hardwood Cottage style doors. We also wish to clarify that the doors and windows to the existing main hall are not being replaced. This application relates to the conversion of the smaller hall only.

DEVELOPMENT PLAN

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise.

NATIONAL PLANNING POLICIES

National Planning Policy Framework (NPPF)

REDCAR & CLEVELAND LOCAL PLAN (2018)

SD1 Sustainable Development

SD2 Locational Policy

SD3 Development Limits

SD4 General Development Principles

HE1 Conservation Areas

H5 Subdivision and Conversion of Buildings to Residential Use

OTHER POLICY DOCUMENTS

Skinningrove Conservation Area Appraisal

PLANNING HISTORY

None

RESULTS OF CONSULTATION AND PUBLICITY

The application has been advertised by means of a press notice, site notice and neighbour notification letters.

As a result of the consultation period 14 representations have been received which make the following comments:

- A bat survey should be carried out.
- Concerned about parking.
- There are only three spaces which are used by disabled residents.
- There is no parking for the chapel.
- Concern for the look of the properties.
- The properties should be for locals.

- We do not need more holiday lets in the village.
- Road is narrow for construction traffic.
- Loss of history.
- Application is vague.
- Site is in a conservation area.
- The chapel was the heart of the village.
- Contrary to the conservation area appraisal (5.3)
- Is the building listed?
- Loss of privacy.
- Unacceptable alterations.
- Are the gardens accessible.
- What is happening to existing vegetation.
- Will the roof be removed.

Loftus Town Council

03/09/2024

Members considered that the application would alter the character of this building and the conservation area. Members considered that the heritage of the building should be retained and traditional materials used. Further concerns regarding lack of parking.

21/11/2024

No objections

Redcar and Cleveland Borough Council (Development Engineers) (03/12/2024)

The proposals will not have a material impact in the demand for car parking, nor will it in terms of the level of traffic generation when considering the existing use of the property, which could continue without the need for further planning consent. As a result, we have no objections.

Redcar and Cleveland Borough Council (Conservation Advisor)

30/09/2024

Objection as some elements of the proposal relating to the windows, doors and roof extension are considered to harm the character of the building, thereby failing to comply with Policy HE1 of the adopted Local Plan.

The main pair of front doors are clearly historic and have raised fenced panels, with some historic ironmongery showing. It is not anticipated that they can be replaced with composite doors without resulting in aesthetic detriment and if they cannot be preserved should be replaced on a like-for-like basis. The current windows have fine fenestration details with narrow glazing bars, which are unlikely to be adequately replicated with UPVC windows. As an

alternative, secondary glazing could be considered along with draught-proofing measures applied to the doors.

With regard to the roof extension, it is suggested that a more inspired approach is taken. The proposal to raise the wall and insert a series of square windows is considered to have a harm visual effect, upsetting the aesthetics of that elevation and the subservient relationship of that part of the building with the main chapel.

18/11/2024

No objection. The revised alterations to the rear are aesthetically sensitive and it is understood that the agent has confirmed the current historic windows and doors will be retained. The proposal is therefore considered to preserve the character of the conservation area, in accordance with Policy HE1 of the adopted Local Plan. The following condition is suggested:

- Prior to installation, full details and/or samples of the new windows and doors to be used in the external elevations shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.*

REASONS: To safeguard the special character of the conservation area and the settings of nearby listed buildings, as required by policies HE1 and HE2 of the adopted Local Plan.

**Redcar and Cleveland Borough Council (Housing Standards)
(14/09/2024)**

No objections

**Redcar and Cleveland Borough Council (Health and Safety Food)
(15/09/2024)**

No objections

**Redcar and Cleveland Borough Council (Environmental Protection)
(Contaminated Land) (19/08/2024)**

With reference to the above planning application, I would confirm that I have assessed the following environmental impacts which are relevant to the development and would comment as follows:

The applicant should be aware of his responsibilities under para 178 of the NPPF

a) a site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination. This includes risks arising from natural hazards or former activities such as mining, and any proposals for mitigation including land remediation (as well as potential impacts on the natural environment arising from that remediation) and b) that

after remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.

As a precaution I would therefore recommend the following condition to cover unexpected contamination that may be encountered during the development

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken, and where remediation is necessary a remediation scheme must be prepared which is subject to the approval in writing of the Local Planning Authority.

Redcar and Cleveland Borough Council (Environmental Protection) (Nuisance) (19/08/2024)

With reference to the above planning application, I would confirm that I have assessed the following environmental impacts which are relevant to the development and would comment as follows:

I note this proposal is in close proximity to residential properties whose amenity may be affected by demolition and construction activities.

In order to minimise the environmental impact I would recommend the inclusion of the following conditions onto any planning permission which may be granted:

- Prior to the commencement of demolition and construction details of a noise and dust mitigation strategy for the demolition /construction phase of the development shall be submitted to the Local Planning Authority for approval in writing. The approved strategy shall be implemented in its entirety and maintained throughout the period of construction.

REASON: In the interests of neighbour amenity.

- The working hours for all construction and demolition activities on this site are limited to between 08:00 and 18:00 Mondays to Fridays and 08:00 to 13:00 Saturdays and not at all on a Sunday or Public Holidays.

REASON: In the interest of neighbour amenity.

CONSIDERATION OF PLANNING ISSUES

The main considerations in the assessment of the application are;

- The principle of development
- The impacts on the character and appearance of the area
- The impacts on neighbour amenity
- The impacts on highways safety

The principle of development

The application site is located within the development limits and within the established residential area of Skinningrove. The proposal seeks to convert the existing building and bring it back into use.

Policy H5 of the development plan considers the sub-division and conversion of buildings to residential uses and states:

Within development limits, the sub-division or conversion of buildings to residential uses will be permitted provided that the following criteria are met:

- a. the building is capable of providing the number of units or proposed use to an acceptable standard of accommodation;*
- b. the development will not result in an adverse impact upon local character or residential amenity;*
- c. the proposed development would not give rise to an over-concentration of similar accommodation or exacerbate a shortage of single family dwellings in the local area; and*
- d. the proposal would not give rise to conditions prejudicial to highway safety by reason of additional traffic generation.*

The building is capable of providing the number of units to an acceptable standard of accommodation with sufficient space and the change of use would comply with criteria (a) of policy H5. In terms of criteria (c) there would be no overconcentration of such use in the area.

Criteria (b) and (d) are discussed in the report below.

The principle of a change of use and conversion to residential in this location is considered acceptable and would accord with policies SD3 and H5 of the Redcar and Cleveland Local Plan.

The impacts on the character and appearance of the area

Policy SD4 amongst other requirements at criteria J, K and L requires that proposals respect the character of the area and seek to improve the character and quality where possible along with being sustainable in design.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places General duty as respects conservation areas in exercise of local authorities in exercise of planning functions.

In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Local Plan Policy HE1 when addressing the designated conservation areas provides:

Development within or otherwise affecting the setting of a conservation area will only be permitted where it preserves or enhances the character or appearance of the conservation area. Development must:

- a. respect existing architectural and historic character and associations by having regard to the positioning and grouping, form, scale, detailing of development and the use of materials in its construction;*
- b. respect existing hard and soft landscaping features including areas of open space, trees, hedges, walls, fences, watercourses and surfacing and the special character created by them; and*
- c. respect historic plot boundaries and layouts.*

The application originally proposed a number of external changes which following the response for the conservation officer have been amended and altered as part of resubmitted plans. The alterations to the roof have been removed and the agents have confirmed that the new windows and doors would be timber.

The conservation officer has reviewed the amended plans and states:

No objection. The revised alterations to the rear are aesthetically sensitive and it is understood that the agent has confirmed the current historic windows and doors will be retained. The proposal is therefore considered to preserve the character of the conservation area, in accordance with Policy HE1 of the adopted Local Plan. The following condition is suggested:

- Prior to installation, full details and/or samples of the new windows and doors to be used in the external elevations shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.*

REASONS: To safeguard the special character of the conservation area and the settings of nearby listed buildings, as required by policies HE1 and HE2 of the adopted Local Plan.

The proposal is suitable in relation to the proportions, massing, height, size, scale, materials and detailed design features and the application would respect the character of the site and its surroundings. The application accords with part j of policy SD4 of the Redcar and Cleveland Local Plan.

The minimal external alterations proposed as part of the amended scheme would not have an adverse impact on the area and would accord with part b of policy H5 of the Redcar and Cleveland Local Plan.

The works proposed, subject to condition, would not detract from the conservation area and would accord with policy HE1 of the Redcar and Cleveland Local Plan.

The impacts on neighbour amenity

The application as a result of the amended scheme would not have any overbearing impact on the neighbouring properties.

The separation distances proposed ensure that there are no adverse impacts in relation to overlooking or loss of privacy,

The comments from Environmental Protection are noted given the limited amount of construction works proposed in the amended form a condition for noise and dust mitigation would be considered excessive for the level of works and is therefore not required in this instance. A condition on working hours is considered reasonable and would be attached to the planning permission if granted.

The proposal would not have a significant adverse impact on the amenity of occupiers of existing buildings and the proposal accords with part b of policy SD4 of the Redcar and Cleveland Local Plan.

The impacts on highways safety

There is no existing in-curtilage parking for the property and this would continue to be the case for the proposed residential units. Occupiers and users of the building would be expected to utilise on-street parking which is the case for the existing use of the building.

The site is in a sustainable location within the centre of Skinningrove and is in close proximity to the existing public transport and range of services within the village.

The Council's Development Engineers have reviewed the application and stated

The proposals will not have a material impact in the demand for car parking, nor will it in terms of the level of traffic generation when considering the existing use of the property, which could continue without the need for further planning consent. As a result, we have no objections.

The proposal raises no issues in terms of highways safety and the application accords with part p of policy SD4 and part (d) of policy H5 of the Redcar and Cleveland Local Plan.

Other matters

The application raises no issues in terms of crime prevention and the application accords with part m of policy SD4 of the Redcar and Cleveland Local Plan.

Based on the limited amount of construction work it is not considered necessary to add a condition in relation to unexpected contamination.

The application site is located in flood zone 2 and the proposed development is classed as “more vulnerable”. The proposal itself does not increase the risk of flooding in the area. More vulnerable uses are acceptable in flood zone 2 and the submitted flood risk assessment states that a flood evacuation plan should be prepared for the property and the uses of the building should sign use to receive EA flood warning. The flood evacuation plan can be conditioned should planning permission be granted and an informative note can be added in relation to the signing up for flood warnings.

The application falls outside of scope for requiring additional information / assessment in relation to nutrient neutrality.

The works proposed do not impact more than 25sqm of on site habitat and therefore the application meets an exemption in the legislation in relation to Bio-diversity Net Gain (BNG).

CONCLUSION

For the reasons outlined above the proposal is considered acceptable.

The change of use would not have an adverse impact on neighbour amenity and raise no issues in terms of highways safety. The proposal would respect the character of the site and surroundings along with the wider conservation area.

The comments received throughout the consultation period are noted and have been considered through the assessment of the application. However, for the reasons outline in the report the proposal raises no material planning objections and complies with the requirements of national and local planning policies.

The application accords with policies SD1, SD2, SD3, SD4, HE1 and H5 of the Redcar and Cleveland Local.

RECOMMENDATION

Taking into account the content of the report the recommendation is to:

GRANT PLANNING PERMISSION subject to the following conditions:

1. The development shall not be begun later than the expiration of THREE YEARS from the date of this permission.

REASON: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2. The development hereby permitted shall be carried out in accordance with the following approved plans:
Location plan received by the Local Planning Authority on 03/06/2024

Proposed floor plan (MCS04a Rev B) received by the Local Planning Authority on 22/10/2024

Proposed Elevations North and East (MCS05a Rev B) received by the Local Planning Authority on 01/11/2024

Proposed Elevations (MCS06a Rev B) received by the Local Planning Authority on 13/08/2024

REASON: To accord with the terms of the planning application.

3. Prior to installation, full details and/or samples of the new windows and doors to be used in the external elevations shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASON: To safeguard the special character of the conservation area and the settings of nearby listed buildings, as required by policies HE1 and HE2 of the adopted Local Plan.

4. Prior to the occupation of the residential units hereby approved a flood evacuation plan shall be submitted to and approved in writing by the Local Planning Authority. The flood evacuation plan shall then be implemented in accordance with the approved details and retained for the lifetime of the development.

REASON: To mitigate against any flood risk in the area and in the interest of safety for the occupiers of the residential units.

5. The working hours for all construction activities on this site are limited to between 08:00 and 18:00 Mondays to Friday and 08:00 to 13:00 Saturdays and not at all on a Sunday or Public Holiday.

REASON: To ensure that the any activity during the construction development would not have a significant adverse impact in relation to noise and disturbance in accordance with policy SD4 of the Local Plan.

STATEMENT OF COOPERATIVE WORKING

Statement of Co-operative Working: The Local Planning Authority considers that the application as originally submitted did not meet with the local policies and guidance. Following discussions with the applicant / agent a satisfactory scheme has been negotiated.