



Planning Statement

Preservation and stabilisation of former Chapel structure,
construction of new dwelling, conversion of former Sunday
School to Class E (café), landscaping and associated
works – Mount Pleasant, Spring Bank, New Mills, Derbyshire,
SK22 4AS

for Mrs Carolyn Bannister & Mr Russell Hindley

Emery Planning project number: 22-248



Project : 22-248
Site address : Mount Pleasant, Spring Bank,
New Mills, Derbyshire, SK22
4AS
Client : Mrs Carolyn Bannister & Mr
Russell Hindley
Date : 14 July 2022
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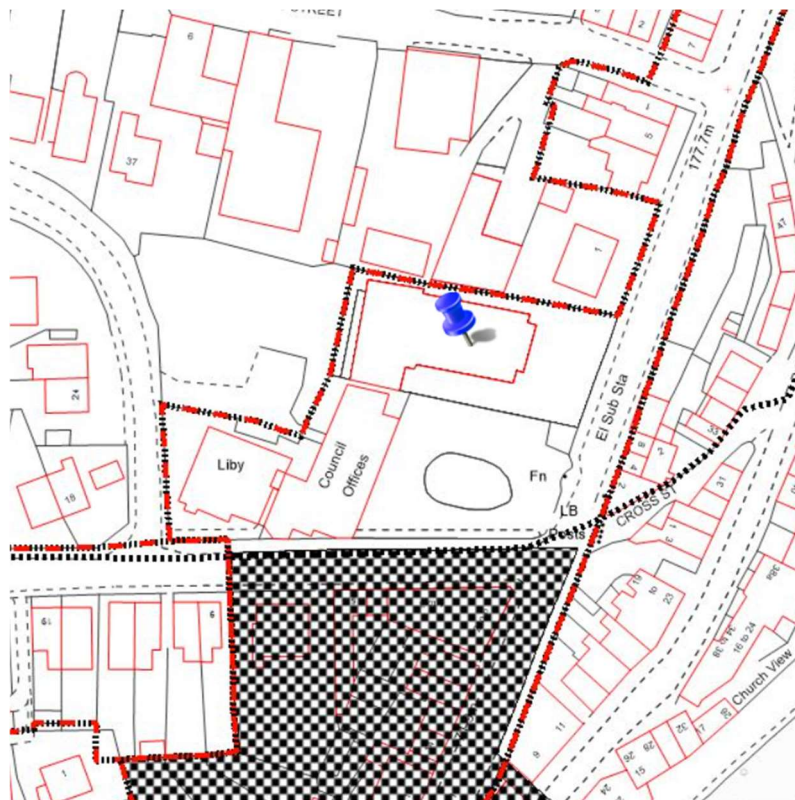
1. Introduction

- 1.1 This planning statement supports an application at Mount Pleasant, Spring Bank, New Mills, Derbyshire for the preservation and stabilisation of former Chapel structure, construction of new dwelling, conversion of former Sunday School to Class E (café), landscaping and associated works.
- 1.2 The application follows the grant of planning permission in 2021 for the redevelopment of the ruined chapel into Use Class E on the ground floor and two dwellings on the ground and first floor together with elements of demolition.
- 1.3 This statement will demonstrate that the application is fully compliant with the development plan and represents a sustainable form of development.

2. Context

Site location and description

- 2.1 The site comprises Mount Pleasant, a former Methodist Chapel situated within a central location in New Mills, a Market Town. An extract from the Local Plan proposals map is below showing the site's location in close proximity to the town centre boundary and within the New Mills Conservation Area.



- 2.2 The New Mills Town Council buildings are situated to the south of the site. To the east is a parcel of vacant land which is owned by the council (and subject to planning permission HPK/2020/0459). To the north are residential properties along Spring Bank Road.
- 2.3 The site itself comprises the remains of the former Chapel with walls of stone construction with no roof. Work has been undertaken to stabilise the structure (pursuant to planning permission HPK/2020/0515 as set out below). The former Chapel was considered as a non-designated heritage asset in the consideration of application HPK/2020/0515.



3. Relevant planning history

3.1 The planning history is summarised in the table below:

Reference	Description	Decision
DCO/2021/0086	Discharge of conditions 2, 3, 17 and 27 in relation to HPK/2020/0515	Approved (decision notice not available online)
DOC/2021/0116	Discharge of conditions 4, 5, 6, 7, 8, 9, 11 and 16 relating to HPK/2020/0515	Approved (decision notice not available online)
HPK/2020/0515	Redevelopment of the existing ruined chapel into Use Class E 'Business, Commercial and Service' on the ground floor and two dwellings on the ground and first floor. Demolition includes: Unsafe elements of structure including the remains of the existing roof, rear chimney and the top of the walls to the rear Sunday school building. Rear wall of the chapel building, to enable construction access. Clearing of the interior of the buildings of scrub and detritus from the fire down to good ground.	Approved 5 th July 2021
DOC/2021/0091	Discharge of condition 3 and 4 in relation to HPK/2020/0459 (temporary access)	Approved (no decision notice available online)
HPK/2020/0459	Construction of temporary compacted gravel access road via Aldersgate across land owned by New Mills Town Council. Construction of compacted gravel level area for site office, welfare facilities and storage of equipment for duration of the build. Removal of 4m section of beech	Approved 4 th August 2021

	hedging adjacent to road. Erect security gates across to prevent unauthorised vehicle access. Erection security fencing and gates to secure site compound.	
HPK/0003/9685	Demolition of buildings to rear of chapel	Refused 22.3.01. Allowed on appeal
HPK/0003/7113	Demolition of Church	Refused 20.5.98. Appeal dismissed
HPK/0003/5490	Demolition of Church	Withdrawn 28.11.96
HPK/0002/0890	Residential development	Refused 16.4.84

4. The application

Background

- 4.1 As set out above planning permission was granted in 2021 for the redevelopment of the existing ruined chapel into Class E Business use on the ground floor and two dwellings on the ground and first floor. All pre-commencement conditions were discharged, and development commenced.
- 4.2 The approved scheme was not a true restoration but proposed to incorporate the remnants of the chapel structure into a two-storey building. It proposed to add new elements to the ruin including a steel roof, new windows within the existing openings and a rendered finish to new walls. Some changes were proposed to the existing external walls including the demolition of the rear most opening on the southern elevation down to ground level. A perspective image of the approved scheme is shown below:



- 4.3 Unsafe elements of the structure have now been demolished pursuant to the permission. The areas demolished comprise the remains of the existing roof, rear chimney, the top of the walls to the rear Sunday school building and the rear wall of the chapel building, to enable construction access. The interior of the former building has been cleared of scrub and detritus down to good ground. The front portico has been stabilised through the use of a temporary steel. This work was supervised from an archaeological perspective.
- 4.4 This application proposes:
- The stabilisation and retention of the historic fabric of the former Chapel including the replacement of the temporary steel support with a permanent solution.

- The construction of a new detached dwelling within the confines of the Chapel walls.
- The conversion of the former Sunday School area to a café comprising kitchen/bar, store, lobby and washroom. All seating would be outdoors.
- Maintaining public access to the graveyard and grounds.

4.5 A full description of the development is set out in the Design and Access Statement prepared by Poulter Architects. This revised application proposes to consolidate the existing ruin by conserving, stabilising, and retaining the remains of the building. Details of the how the historic features will be retained and repaired are set out on a schedule included within the application. This includes a new steel façade support structure, coloured light grey to support the remaining front elevation.

4.6 The new dwelling would be a contemporary, flat roof, structure designed to sit within the Chapel Walls. The materials for the new build element are enclosed on the materials schedule submitted as part of the application. Materials would comprise fibre cement rainscreen cladding with contrasting charred timber rainscreen cladding in burnt larch to provide a clear contrast between the old and new materials and styles. This will accentuate the historic fabric and avoid a pastiche. Windows would be composite and rainwater goods would be aluminium. The new structure is sited within the historic fabric to ensure it has minimal visibility from outside the site and indeed the former walls. Although, the first floor would project above the north and south walls of the existing structure it would be screened from the main public vantage points along Spring Bank by the east elevation. Photomontages have been prepared to show how the new dwelling would be viewed from Spring Bank and also from the Town Hall car park as shown on the extracts below:



Proposed view from Spring Bank



Proposed view from Town Hall car park

- 4.7 Private amenity space for the applicants will be provided within the walls of the former Chapel.
- 4.8 As proposed for the previous application, the graveyard will be landscaped and will remain open to the public.
- 4.9 The former Sunday School will be converted to a small café with an external seating area provided at the rear of the former Chapel. It is envisaged that the café will be open between the hours of 8am and 10pm, consistent with the extant consent. Access to the café would be through the graveyard.

5. Policy context

Development plan context

5.1 The development plan for the purposes of this application comprises the High Peak Local Plan 2011-2031. The Proposals Map for the adopted local plan shows that the site is within the settlement boundary, close to the town centre and within the New Mills Conservation Area. Relevant policies comprise:

- S1: Sustainable Development Principles.
- S1A: Presumption in Favour of Sustainable Development.
- S2: Settlement Hierarchy.
- S6: Central Sub-area Strategy.
- EQ1: Climate Change
- EQ5: Biodiversity.
- EQ6: Design and Place Making
- EQ7: Built and Historic Environment
- EQ9: Trees, Woodlands and hedgerows
- EQ10: Pollution Control and Unstable Land
- EQ11: Flood Risk Management
- E1: New Employment Development.
- H1: Location of Housing Development
- H3: New Housing Development
- CF6: Accessibility and Transport

National planning policy and guidance

5.2 The National Planning Policy Framework was published in February 2019. Relevant sections are:

- Section 2: Achieving sustainable development.
- Section 5: Delivering a sufficient supply of homes

- Section 6: Building a strong, competitive economy.
- Section 9: Promoting sustainable transport.
- Section 12: Achieving well-designed places
- Section 16: Conserving and enhancing the historic environment.

Other material considerations

5.3 Other material considerations comprise:

- New Mills Conservation Area Character Appraisal – Adopted July 2008

6. Planning considerations

- 6.1 Section 38 (6) of the Planning and Compulsory Purchase Act, 2004 requires local planning authorities to determine planning applications in accordance with the development plan unless material considerations indicate otherwise.
- 6.2 Clarification on the question of whether a proposal accords with the development plan as a whole is provided by the High Court decision of *R v Rochdale Metropolitan Borough Council ex parte Milne [2000]*. Paragraph 49 of the decision states:

"...In light of that decision (City of Edinburgh Council v The Secretary of State for Scotland [1997]) I regard as untenable the proposition that if there is a breach of any one policy in the development plan the proposed development cannot be said to be 'in accordance with the plan'. Given the numerous conflicting interests that development plans seek to reconcile: the needs for more housing, more employment, more leisure and recreational facilities, for improved transport facilities, the protection of listed building and attractive landscapes etc., it would be difficult to find any project of significance that was wholly in accord with every relevant policy in the development plan. Numerous applications would have to be referred to the Secretary of State as a departure from the Development Plan because one or a few minor policies were infringed, even though the proposal accords with the Development Plan considered as a whole. It does not have to accord with each and every policy therein."

Strategic policies

- 6.3 Local Plan Policy S1a reiterates Section 38 (6) and sets out the presumption in favour of sustainable development in accordance with paragraph 11 of the Framework.
- 6.4 Policy S1 of the Local Plan sets out the sustainable development principles of the plan, requiring all new development to make a positive contribution to the sustainability of communities and to protect and where possible enhance the environment and mitigate the process of climate change. The proposal would contribute to the sustainability of the community by providing jobs growth, re-using previously developed land, and providing expansion of a business in the specific location that it is needed.
- 6.5 Policy S2 sets out the development hierarchy. New Mills is defined as a market town. Market towns are to be the main focus for housing, employment and service growth, consistent with maintaining and where possible enhancing their role, distinctive character vitality and appearance.

- 6.6 The site itself lies within the settlement boundary of the market town and the development is acceptable in principle.
- 6.7 Policy S6 relates to the Central Sub-area Strategy which seeks to provide for the housing needs of the community by planning for sustainable housing and mixed-use developments and encouraging the growth of local employment opportunities and supporting the diversification and growth of local business.
- 6.8 Policy H1 is supportive of housing development on unallocated sites within defined built up area boundaries of the town and larger villages.
- 6.9 In summary, the proposal would support the strategic aims of the plan and the development is acceptable in principle.

Commercial use

- 6.10 Policy E1 states that new business and industrial developments in sustainable locations that contribute towards the creation and retention of a wide range of jobs, education and training opportunities will be supported. The application includes a small café. The site is in an accessible location on the edge of the town centre and would in a small way contribute towards the creation of new jobs. Commercial use was considered appropriate as part of the extant permission on the site and there is no change in circumstances in this regard.

Heritage considerations

- 6.11 The site is within the New Mills Conservation Area, a **designated heritage asset**. The residential properties immediately to the north and the land to the east are excluded from the Conservation Area.
- 6.12 The site falls within sub area 1 of the Conservation Area. It is referenced at paragraph 1.46 of the Appraisal as a 'prominent individual building' and again at paragraph 2.12 as a building that due to its location, style, historical development, listing, or townscape quality makes a significant contribution to the character of this area and the conservation area as a whole. With specific regard to Mount Pleasant Methodist Church, it states:

"This relates to the architectural and historic relevance of the surviving building only. The front of the site is overgrown and the land derelict. This aspect has a negative impact upon the character of the conservation area."

- 6.13 The building itself is not listed but has previously been considered to be a **non-designated heritage asset** by the local planning authority.
- 6.14 Policy EQ7: Built and Historic Environment requires the council to conserve heritage assets in a manner appropriate to their significance. This will take into account the desirability of sustaining and enhancing their significance and will ensure that development proposals contribute positively to the character of the built and historic environment in accordance with sub strategies S5, S6 and S7.
- 6.15 A heritage statement was prepared by Archaeological Research Services in January 2021 in respect of the extant consent and updated in July 2022. The heritage statement concludes that:

“While there are some minor alterations and erection of dwelling within the ruins, these measures should be regarded to have either no harm or less than substantial harm upon the Chapel. The main building not now accessible to public but graveyard and Sunday School courtyard will be, which would have a positive impact. The dwelling and cafe give the building an economic future. The use of the western area as a and outdoor seating area for public would also not harm the historic fabric. The fabric of the building dates back to 1893, with the building closed by 1980, and then destroyed by fire in 1993 and left to decay up to present day. This decay might be seen as a substantial portion of the building's history. The choice of materials and design are sympathetic and leave the ruins as they are virtually untouched. Furthermore, the walled garden not only provides an open and tranquil space for residents but also fits with the building's biography. The Chapel has had vegetation and trees growing internally for many years. This proposal captures this sense of the building's current identity, helping to narrate this chapter of the building's history. Overall, by restoring the chapel walls, the development proposals would see the evidential value, historical value, aesthetic value and the communal value of the building as discussed in Section 8.2 above, greatly increased, thereby reinforcing the significance of the Chapel and enhancing the northern part of the New Mills Conservation Area in which the Chapel is located. The proposed development offers a viable future for the Chapel, breathing new life into a historic building that had been left derelict and underappreciated for over 25 years”.

- 6.16 In terms of the **designated heritage asset**, Section 72 (1) of the Planning (Listed Building and Conservation Areas) Act (1990) states that special attention must be paid to the desirability of preserving or enhancing the character and appearance of the conservation area. The test can be met by either development which makes a positive contribution to an area's character or by development which leaves the character and appearance unharmed. The heritage report concludes that the proposal would enhance the northern part of the New Mills Conservation Area and therefore the relevant statutory tests are met.

6.17 In terms of the Chapel itself, which is a **non-designated heritage asset**, paragraph 203 of the Framework states:

"The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset." (our emphasis).

6.18 The heritage report concludes that the minor alterations to the Chapel and the erection of dwelling within the ruins, should be considered to have either no harm or less than substantial harm upon the Chapel.

6.19 If the local planning authority concludes that there is less than substantial harm to the Chapel as a non-designated heritage asset, the factors that need to be balanced against this harm are:

- by restoring the chapel walls, the development proposals would see the evidential value, historical value, aesthetic value and the communal value of the building, greatly increased, thereby reinforcing the significance of the Chapel (see summary of heritage statement).
- the proposed development offers a viable future for the Chapel, breathing new life into a historic building that had been left derelict and underappreciated for over 25 years (see summary of heritage statement).
- The graveyard and Sunday School courtyard would be open to the public allowing the public to appreciate the non-designated heritage asset for the first time in over 25 years.

6.20 On balance, the proposal would reinforce the significance of the Chapel, providing a viable future for the ruin together with public benefits. The criteria set out in the Framework and Policy EQ7 would be met.

Design considerations

6.21 Policy EQ6: Design and Placemaking requires all development to be well designed and of a high quality that responds positively to both its environment and the challenge of climate change.

6.22 The proposal would contribute positively to the area's character and history by leaving the ruined structure preserved and intact with a complementary contemporary structure situated within it. The new dwelling would respect the existing built fabric in terms of scale, height, density, layout and appearance.

6.23 The requirements of Policy EQ6 are met.

Other planning considerations

Trees and landscaping

- 6.24 Policy EQ9 states that the council will protect existing trees, woodland and hedgerows. The committee report for the extant permissions acknowledges that there would be some loss of young trees through the creation of the temporary access during the construction period. The landscaping scheme approved as part of the discharge of conditions application proposed the introduction of supplementary planting within the graveyard. This includes woodland plants such as ferns, bluebells and wood anemones and traditional meadow grass and flowers mix.

Highways and Parking

- 6.25 Policy CF6 of the Local Plan seeks to ensure that new development can be safely access in a sustainable manner and minimise the need to travel. The site is close to the town centre of a Market Town and is in an accessible location.
- 6.26 Derbyshire County Council highways commented on the extant planning permission that the Highways Authority generally seeks to ensure that any new development is served with an adequate level of off-street parking. However, given the town centre location of this site and availability of public car parking, it is considered that any objection on highway grounds would prove unsustainable.
- 6.27 Paragraph 111 of the Framework states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety. The proposal is reduced from the extant consent and the same conclusion must be reached in respect of this application as the previous extant consent.

Ecology

- 6.28 An ecological report prepared by Dunlem Ecology and dated October 2020 in respect of the extant permission is enclosed with the application. Updated bat surveys have been undertaken prepared by Helen Hamilton Ecology in July and are also enclosed with the application. This concludes that there is no known bat roosts at the site and no bat roosting has been found in any of the surveys. The report explains that the new proposals would have a reduced impact upon the existing chapel remains compared to previously approved drawings with the dwelling being self contained and free-standing. Some mortaring will be needed on the ruined wall tops to

make them secure and weather proof and the support structure to the front would be replaced. It concludes that there is no indication that these activities would affect bats.

6.29 The ecology report states that there is an opportunity to make the site more attractive to bats and set out recommendations for this as follows:

- Keeping outdoor lighting to a minimum especially leaving the graveyard area as dark as possible.
- Installing bat boxes on external walls of chapel ruins.
- Retain existing vegetation in as natural manner as possible using predominantly native species.

6.30 In respect of the extant planning permission, Derbyshire Wildlife Trust raised no objection to the scheme and advised that works could proceed subject to supervision by a licensed bat worker.

6.31 The requirements of Policy EQ5, Biodiversity were considered to have been met and there is no reason to reach a different conclusion in respect of this application.

Climate Change

6.32 Policy EQ1, Climate Change states that the council will adopt strategies and adapt to climate change. It requires new development to be designed to contribute to achieving national targets to reduce greenhouse gas emissions by using landform, layout, building orientation, tree planting, massing and landscaping to reduce likely energy consumption.

6.33 The proposal would achieve high standards of environmental sustainability. It would meet the AECB Building Standard and the RIBA Carbon Challenge 2030 for embodied carbon. Further details of how this would be achieved are set out in the Design and Access Statement prepared by Poulter Architects.

Planning conditions

6.34 Extant planning permission HPK/2020/0515 was subject to a number of pre-commencement conditions which were discharged to enable development to commence.

- **Condition 2: Retention of Historic Features** – the retention of historic features remains as per the extant scheme. The information enclosed with the discharge of condition application is included with this application for ease of reference.

- **Condition 3: Schedule of Works to Historic Features** – the schedule of works to historic features remains consistent with the extant scheme. The schedule of works to historic features and repair works has been updated to reflect the current application. The schedule of headstone is also enclosed for ease of reference.
- **Condition 4: Facing materials/hard surfaces** – the external materials palette has been amended as part of this application and a revised palette is enclosed.
- **Condition 5: Rooflights** – no rooflights are proposed as part of this application and this condition is no longer required.
- **Condition 6: Boundary details** – remains as existing repaired.
- **Condition 7: Window and door details** – no change to existing openings
- **Condition 8: vents, ducts and meter boxes** – all within the new structure
- **Condition 9: Rainwater goods** – some rainwater on roof of bar/kitchen no longer required on historic fabric
- **Condition 11: Landscaping scheme** – amended
- **Condition 16: Biodiversity enhancement scheme** – this remains as per the approved scheme and is enclosed for completeness.
- **Condition 17: Drainage** – minor amendments are shown on the proposed drainage plan included in the application submission to accommodate the change in design. However, the principles of the approved scheme remain.
- **Condition 27: Construction and Environmental Method Statement** – the CEMP is as per the approved scheme and is enclosed for completeness.

6.35 It is hoped that the permission can be issued without any pre-commencement conditions given the level of detail provided.

7. Sustainable development

- 7.1 Paragraph 8 of the Framework sets out the three objectives of sustainable development, economic, social and environmental. The proposals are considered against each of these in turn below.

Economic

- 7.2 The development would make a minor contribution towards supporting the economy through the provision of jobs within the café. Jobs would also be created during the construction phase and materials would be purchased locally.

Social

- 7.3 The existing site is within an accessible location in the centre of a key Market Town. It will contribute towards the local community through the provision of the café and by opening the historic grounds to members of the public.

Environmental

- 7.4 The proposal would make good use of a previously developed, dis-used site and non-designated heritage asset in a sustainable location. The application offers the opportunity to bring this vacant site back into good use. This will contribute positively towards the environment in New Mills.

8. Summary and conclusions

- 8.1 This statement demonstrates that proposed development complies with the development plan as a whole and would comprise sustainable development. Planning permission should therefore be granted without delay.