

DELEGATED REPORT

Application No: P/20/0022

Site Address: Capel Salem Kingdom Hall
20 New Castle Street
Merthyr Tydfil
CF47 0BH

Development: Variation of condition 2 of planning permission P/19/0139 to remove cupola on roof and replace with roof light on rear roof slope. Change of front door design and alterations to the front and side elevation window design

Case Officer: David Cross

Site Visit: 29th January 2020

Application Expiry Date: 7th May 2020

Consultation reply date expired: 17th February 2020

APPLICATION SITE

This application relates to the former Kingdom Hall of Jehovah's Witnesses and No. 20 New Castle Street, both of which are Grade II Listed Buildings, located within the Thomastown Conservation Area and adjacent to the Town Centre Conservation Area.

The Kingdom Hall was last used as a dance studio with storage room. No. 20 New Castle Street, which was originally a dwelling, has been used in conjunction with the chapel with internal doorways linking the two properties at ground floor and first floor levels. The site is bound by residential properties to the east and south and is situated on the corner of two highways, being New Castle Street to the north and Tramroad Side to the west.

The former chapel hall has a pennant stone exterior with a central gable feature to the front and a round headed doorway with keystone and moulded surrounds. Additionally, vertical elongated windows with rounded heads are located on the key northern and western elevations. In contrast No. 20 New Castle Street has a domestic appearance with rendered elevations, a round headed doorway with stucco pilasters and windows that have a vertical emphasis.

PROPOSED DEVELOPMENT

This application seeks permission to vary condition 2 of planning permission P/19/0139, which relates to the list of approved plans for the conversion of the former to Kingdom Hall to residential use.

It is proposed to remove the cupola on the roof (was a new feature on the approved scheme) and instead install roof lights on the rear roof plane to meet appropriate building regulations relating to fire safety. The existing front door would be removed and replaced with a new door of a design that better reflects the historic character of the area. Additionally, it is proposed to amend the details of the window panels on the Kingdom Hall that screen the profile of the new internal first floor level.

The roof light would measure 1m wide by 0.8m high and would be located in a centre position of the rear roof plane approximately 0.3m below the ridge line. The roof light would be utilised as an A.O.V (Automatic Opening Vent) to extract smoke from the main lobby area in the event of a fire.

The proposed front door would be of a timber construction and would include two elongated arched panels at the centre, together with new iron hinges and letterbox. The existing fan light above the door would be retained as existing, with new laminated safety glass inserted.

Amendments are proposed to the installation of the glass panels in the existing window openings which screen the profile of the first floor level. In order to prevent the spread of fire between floors, a dense blockwork is proposed to seal the gap between two lintels. A glass panel with an aluminium frame would then be attached externally to maintain the appearance of a continuous window with the glazed sections above and below.

With reference to the relevant sections highlighted below, condition 2 states: *The development shall be carried out in accordance with the following approved plans and documents:*

- *Drawing No. 9433/05 Rev P2 - Demolition and Infill Plans (Received 09.07.2019)*
- ***Drawing No. 9433/06 Rev P1 - Existing and Proposed Front Elevations (Received 28.05.2019)***
- ***Drawing No. 9433/07 Rev P3 - Existing and Proposed Rear Elevations (Received 09.07.2019)***
- ***Drawing No. 9433/08 Rev P1 - Existing and Proposed Side Elevations (Received 28.05.2019)***
- *Drawing No. 9433/09 Rev P1 - Existing and Proposed Section A-A (Received 28.05.2019)*
- *Drawing No. 9433/10 Rev P2 - Existing and Proposed Sections B-B (Received 04.07.2019)*
- ***Drawing No. 9433/11 Rev P3 - Existing and Proposed Sections C-C & D-D (Received 09.07.2019)***
- *Drawing No. 9433/12 Rev P3 - Proposed Ground and First Floor Plan (Received 09.07.2019)*
- ***Drawing No. 9433/13 Rev P2 - Window Details (Received 04.07.2019)***
- ***Drawing No. 9433/14 Rev P1 - Window Details (Received 28.05.2019)***

Reason: To ensure compliance with the approved plans and clearly define the scope of the permission.

It is proposed to vary condition 2 to refer to the amended plans as follows: *The development shall be carried out in accordance with the following approved plans and documents:*

- Drawing No. 9433/05 Rev P2 - Demolition and Infill Plans (Received 09.07.2019)
- Drawing No. 9433/06 Rev P3 - Existing and Proposed Front Elevations (Received 12.03.2020)
- Drawing No. 9433/07 Rev P5 - Existing and Proposed Rear Elevations (Received 12.03.2020)
- Drawing No. 9433/08 Rev P3 - Existing and Proposed Side Elevations (Received 12.03.2020)
- Drawing No. 9433/09 Rev P1 - Existing and Proposed Section A-A (Received 28.05.2019)
- Drawing No. 9433/10 Rev P2 - Existing and Proposed Sections B-B (Received 04.07.2019)
- Drawing No. 9433/11 Rev P5 - Existing and Proposed Sections C-C & D-D (Received 12.03.2020)
- Drawing No. 9433/12 Rev P3 - Proposed Ground and First Floor Plan (Received 09.07.2019)
- Drawing No. 9433/13 Rev P5 - Window Details (Received 12.03.2020)
- Drawing No. 9433/14 Rev P2 - Window Details (Received 12.03.2020)

Reason: To ensure compliance with the approved plans and clearly define the scope of the permission.

PLANNING HISTORY

- P/19/0140 - Conversion of building to 6 No. 1 bedroom flats, demolition of two storey rear extension, construction of first floor extension, installation of cupola on the roof, renovation of building exterior and internal alterations.

Listed building CONSENT granted on 16.09.2019

- P/19/0139 - Conversion of building to 6 No. 1 bedroom flats, demolition of two storey rear extension, construction of first floor extension, installation of cupola on the roof, renovation of building exterior and internal alterations.

Permission GRANTED on 21.08.2019

CONSULTATION

No consultation exercise was carried out.

PUBLICITY

In accordance with the Town & Country Planning (Development Management Procedure) (wales) Order 2012, letters were sent to neighbouring occupiers and a site notice was displayed within the vicinity of the site.

No representations were received a result of this publicity exercise.

POLICY CONTEXT

National planning policies

Para 3.5 – 3.15 sets out the importance of high quality design to ensure inclusive design, to promote environmental sustainability and ensure high environmental quality. Regard should also be given to the special characteristics of an area, community safety and to encourage sustainable forms of transport.

Para 4.1.43 – 4.1.55 sets out the need to reduce the level and speed of traffic in new development, the provision of car parking and how this may be integrated into new development to minimise the reliance of cars. Transport assessments are also an important mechanism to determine anticipated impacts a development proposal may have.

Para 4.2.25 – 4.2.34 sets out the need to have regard for the provision of affordable housing in communities and to ensure that they are accessible to those who cannot afford market housing, both on first occupation and for subsequent occupiers.

Para 6.1.10 - 6.1.13 discusses listed buildings and explains that '*...there should be a general presumption in favour of the preservation or enhancement of a listed building and its setting, which might extend beyond its curtilage. For any development proposal affecting a listed building or its setting, the primary material consideration is the statutory requirement to have special regard to the desirability of preserving the building, its setting or any features of special architectural or historic interest which it possesses... the aim should be to find the best way to protect and enhance their special qualities, retaining them in sustainable use. The continuation or reinstatement of the original use should generally be the first option, but not all original uses will now be viable or appropriate. The application of planning and listed building controls should recognise the need for flexibility where new uses have to be considered in order to secure a building's survival or provide it with a sound economic future... the demolition of any listed building should be considered as exceptional and require the strongest justification....applicants for listed building consent must be able to justify their proposals, show why the alteration or demolition of a listed building is desirable or necessary and consider the impact of any change upon its significance*'.

Para 6.4.21 – 6.4.23 notes that local authorities should seek to maintain and enhance biodiversity and build resilient ecological networks to ensure that any adverse environmental effects can first be avoided, mitigated or compensated. Regard should also be given to any potential impacts on protected species may result in disturbance or harm to the species or its habitat.

Technical Advice Note TAN):

- TAN 5, Nature Conservation and Planning, September 2009
- TAN 12, Design, March 2016
- TAN 18, Transport, March 2007
- TAN 24, The Historic Environment, 2017

Local planning policies

Merthyr Tydfil Local Replacement Development Plan (LDP) 2016 – 2031:

- Policy SW4 - Settlement Boundaries

- Policy SW11 - Sustainable Design and Placemaking
- Policy CW1 - Historic Environment
- Policy EnW1 - Nature Conservation and Ecosystem Resilience
- Policy EnW4 - Environmental Protection

PLANNING CONSIDERATIONS

The principle and overall design of the development has already been established as part of planning application P/19/0139. Therefore, the main considerations of this application is whether the proposed amendments would have an unacceptable impact on the character and appearance of the former Kingdom Hall (Grade II listed building) and the Town Centre Conservation Area. The potential impact on the amenities of neighbouring properties is also relevant.

Character and appearances

The cupola on the roof was not an original feature to the building, but instead it was introduced as part of the initial scheme to meet modern fire regulation standards. The cupola itself was of a traditional design to reflect the character of the chapel. As part of the conversion of the building from a former chapel to flats, it is necessary to provide an automatic opening ventilation (AOV) system to assist in the extraction of smoke from communal areas (i.e. the main lobby) in the event of a fire. It has since been assessed that the cupola is too small and does not provide sufficient ventilation to meet the appropriate building regulations. As such, it is proposed that the cupola be omitted from the scheme and a roof light be installed on the rear roof plane instead.

To the rear of the Kingdom Hall and No. 20 New Castle Street is an existing two storey rear extension and a single storey extension that provide an unsympathetic addition to the listed building, which is in a particularly poor condition. Due to the substantial loss of original features, this aspect of the building is deemed to be of low significance. Additionally, a number of alterations were approved as part of the original scheme to the rear of the building, which involves the demolition of the two storey extension and the construction of a first floor extension.

The siting of the proposed roof light on the rear roof plane, where it would be seen in conjunction with other approved alterations to the listed building, is deemed to be acceptable. The roof light would not be particularly visible from the surrounding area and would not significantly undermine the appreciation of the historic building. The roof light is also required to enable the conversion of the building and will assist in bringing it back into beneficial use.

It was intended as part of the original scheme, that the existing front door serving No. 20 Newcastle Street would be retained and restored. However it should be noted that the existing door is not an original feature of the historic building. The applicant has drawn reference to the other front doors within the street, the majority of which are of the same design incorporating two elongated arched panels at the centre and simple adornments. The proposal seeks to install a timber door of the same design, which would complement the character of the conservation area and would be more in keeping with the original features of the listed building (No. 20).

The approved development for the conversion of the former chapel involves the installation of a new first floor level to provide 2 flats. Due to the length of the windows on

the front and side elevations of the chapel hall, it will be possible to see the profile of the first floor level, where it crosses the midpoint of the windows. Additionally, the approved scheme involves the installation of new window frames and glazing, of which one of the glazed panels in each of the windows would be blackened glass to screen the edge of the first floor level. In order to minimise the possibility of a fire incident spreading between the levels of the building, the details of how the edge of the first level butts up to the glazing has been amended. This involves a section of dense blockwork positioned between two lintels, with a blackened fire resistant glazed panel provided on the exterior set within the new window frame. Aluminium plates would also be used to conceal the lintels and avoid any visual breaks to the vertical emphasis of the windows. Whilst the details of how the first floor level interfaces with the windows has been altered, the external appearance of the windows within the chapel elevation would largely remain the same as that previously approved. This alteration is also required to enable the conversion of the building to meet appropriate building regulation requirements.

The proposed alterations to the roof, windows and door is deemed to be acceptable and would not have a significant impact on the historic building or the character and appearance of the conservation area. Therefore, the proposal complies with policies SW11 and CW1 of the LDP.

Residential amenity

The proposed removal of the cupola, changes to the design of the front door and alterations to the window details on the elevations would have no material impact on the amenities of the neighbouring occupiers. Additionally, the proposed roof light on the rear aspect of the building would not give rise to any potential overlooking issues. In this respect, it is acknowledged that the roof light would form part of a ventilation system that is essentially contained within the roof space and would not serve any habitable rooms. Furthermore, it is noted that no objections have been raised as a result of the publicity exercise. Therefore, the proposal complies with policy SW11 of the LDP.

CONCLUSIONS

The duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 ("the WBFG Act") has been taken into consideration when determining this application. In reaching the following recommendation, the ways of working set out at section 5 of the WBFG Act have been considered and thus the proposal is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers well-being objectives set out as required by section 8 of the WBFG Act.

For the above reasons, the proposed alterations to the previously approved scheme is acceptable and complies with the relevant LDP policies. As such, the variation of condition 2 of planning permission P/19/0139, to amend the approved plans to reflect the proposed changes is acceptable. Accordingly, the following recommendation is made:

RECOMMENDATION: **BE APPROVED** subject to the following **CONDITIONS:**

1. The development shall be carried out in accordance with the following approved plans and documents:

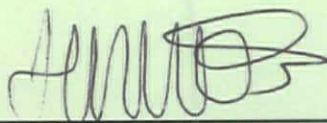
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- Drawing No. 9433/09 Rev P1 - Existing and Proposed Section A-A (Received 28.05.2019)
- Drawing No. 9433/10 Rev P2 - Existing and Proposed Sections B-B (Received 04.07.2019)
- Drawing No. 9433/11 Rev P5 - Existing and Proposed Sections C-C & D-D (Received 12.03.2020)
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Reason - To ensure compliance with the approved plans and clearly define the scope of the permission.

INFORMATIVES

1. This permission shall be read in conjunction with the approved details and conditions of planning permission P/19/0139 and the listed building consent P/19/0140.

RECOMMENDATION ENDORSED



Head of Town Planning

DATE:

30/4/20