



<b>Planning Committee Date</b>	12/04/2023
<b>Report to</b>	South Cambridgeshire District Council Planning Committee
<b>Lead Officer</b>	Joint Director of Planning and Economic Development
<b>Reference</b>	22/03729/FUL
<b>Site</b>	Dry Drayton Methodist Church Park Street Dry Drayton Cambridgeshire CB23 8DA
<b>Ward / Parish</b>	Dry Drayton
<b>Proposal</b>	Erection of a single storey side extension and a first floor rear extension together with the provision of two parking spaces and eight cycle parking spaces and the creation of a vehicular access to the site.
<b>Applicant</b>	Mr Vincent Yeung
<b>Presenting Officer</b>	Adam Dzimidowicz (Planning Officer)
<b>Reason Reported to Committee</b>	Called-in by Dry Drayton Parish Council
<b>Member Site Visit Date</b>	N/A
<b>Key Issues</b>	1. Design, Layout, Scale and Landscaping 2. Impact upon Heritage Assets 3. Car Parking
<b>Recommendation</b>	<b>APPROVE</b> subject to conditions

## 1.0 Executive Summary

- 1.1 The application seeks planning permission for the erection of a single storey side extension and a first floor rear extension, together with the provision of two parking spaces and eight cycle parking spaces and the creation of a vehicular access to the site.
- 1.2 Officers recommend that the Planning Committee approves this development, subject to conditions.

## 2.0 Site Description and Context

None relevant		Tree Preservation Order	
Conservation Area		Local Nature Reserve	
Listed Building	X	Flood Zone 1, 2, 3	
Building of Local Interest		Green Belt	
Historic Park and Garden		Protected Open Space	
Scheduled Ancient Monument		Controlled Parking Zone	
Local Neighbourhood and District Centre		Article 4 Direction	
Protected Village Amenity Area	X		

\*X indicates relevance

- 2.1 The application relates to an established church located on Park Street, Dry Drayton. The church comprises a main meeting room, with an existing rear extension containing an additional meeting room, kitchen and toilet facilities.
- 2.2 This property is located in the Dry Drayton Development Framework. To the east of site (located approximately 11m away) is a Grade II Listed Building (No. 65 Park Street). Directly north of site are two residential properties, No. 67 and No. 69 Park Street. To the north west is Dry Drayton C of E Primary School, and to the west is part of the school grounds. To the south are residential properties No. 5 and No. 6 View Farm Close, rear of which, on the other side of the street are part of a Protected Village Amenity Area.
- 2.3 The area is residential in character and appearance.

## 3.0 The Proposal

- 3.1 The application seeks permission for the erection of a single storey side extension and a first floor rear extension together with the provision of two

parking spaces and eight cycle parking spaces and the creation of a vehicular access to the site.

- 3.2 The side extension would project from the side of the existing building by a maximum of 8m have a maximum depth of 9.9m and have a height of 3.7m. This would be characterised by walls of white render, a flat roof, and a central feature at the front elevation which is 5.2m in height.
- 3.3 The first floor rear extension would project to the same depth (4.9m) as the existing single storey rear extension, have a width of 6.6m and have a height of 5.3m (compared to the existing church building height of approximately 5.5m). It would be characterised by brick walls to match the existing church building and a hipped tiled roof to match the roof of the existing church building.
- 3.4 During the assessment process the design for the windows and central feature on the proposed side extension were amended . The windows were narrowed to give them a more traditional appearance, and the central feature was reduced in size to make it more subservient to the existing building.

#### 4.0 Relevant Site History

Reference	Description	Outcome
S/0318/75/F	Extension to provide meeting room kitchen and toilet.	Permitted 16.04.1975

#### 5.0 Policy

##### 5.1 National

National Planning Policy Framework 2021

National Planning Practice Guidance

National Design Guide 2021

Environment Act 2021

Town and Country Planning (Environmental Impact Assessment) Regulations 2017.

Conservation of Habitats and Species Regulations 2017

Equalities Act 2010

Planning and Compulsory Purchase Act 2004

Local Transport Note 1/20 (LTN 1/20) Cycle Infrastructure Design

Technical Housing Standards – Nationally Described Space Standard (2015)

ODPM Circular 06/2005 – Protected Species

Circular 11/95 (Conditions, Annex A)

## 5.2 **South Cambridgeshire Local Plan 2018**

S/1 – Vision

S/7 – Development Frameworks

HQ/1 – Design Principles

NH/11 – Protected Village Amenity Areas

NH/14 – Heritage Assets

SC/3 – Protection of Village Services and Facilities

TI/2 – Planning for Sustainable Travel

TI/3 – Parking Provision

## 5.3 **Supplementary Planning Documents**

Biodiversity SPD – Adopted February 2022

Sustainable Design and Construction SPD – Adopted January 2020

Cambridgeshire Flood and Water SPD – Adopted November 2016

- 5.4 The following SPDs were adopted to provide guidance to support previously adopted Development Plan Documents that have now been superseded by the South Cambridgeshire Local Plan 2018. These documents are still material considerations when making planning decisions, with the weight in decision making to be determined on a case-by-case basis:

Landscape in New Developments SPD – Adopted March 2010

District Design Guide SPD – Adopted March 2010

Listed Buildings SPD – Adopted 2009

## 6.0 **Consultations**

### **Parish Council – Object**

- 6.1 Comments 16/01/2023

Dry Drayton Parish met on Tuesday 10th January 2023 and unanimously agreed that their original objections from 5th October 2022 are resubmitted for this application amendment together with the following comments:

The updated location plan labels Warrington Farm as an open field. However, Warrington Farm it is in fact number 65 and is immediately adjacent to the site, therefore, there is no way that this application cannot

possibly have an impact on the farm. There is a lack of detail in the conservation officers' comment on the application to justify the assessment that development will not give rise to any harm to the neighbouring listed building.

The Parish Council does request that the application be referred to the District Council Planning Committee for the reasons explained previously and above.

## 6.2 Comments 05/10/2022

Dry Drayton Parish Council objects unanimously to the application on the following grounds:

The frequency of the bus services referenced in the transport briefing note is such that there is no significant practical benefit which can be attributed to public transport.

There is a lack of evidence to support the claim that development will not increase the size of the congregation. Calculations for uplift relative to GFA indicate significant increase in parking pressure which is already a problem within the village. The Church is noted to be advertising within village to expand congregation.

We are concerned about the impact of this development on the setting of the Grade II listed building Warrington Farm which shares the same stretch of frontage onto Park Street.

The proposed vehicular access will conflict with the existing lay-by, trading private spaces which are likely to be used infrequently for a reduced public parking space all week long. It is felt that the site can't safely support increased traffic. On street parking in this area is at a premium as evidenced by the LHI activity ongoing in the village to provide additional spaces for on street parking.

The front aspect of the proposed side extension, particularly the doorway is not in keeping with the character of the village.

The materials used for the proposed side extension are not in keeping with the location. Any extension to this property should be finished in brick to match the existing building.

The mass of the proposed development is not in keeping with the nature of this part of the village.

The street scene here is an open village centre with relatively unobstructed views away from the road. Part of this scene includes a Grade II listed building.

If the proposal were to be accepted, we request that the following conditions are applied:

- On the number of seats provided being maintained at the current level as is implied by the current application.
- To ensure that a suitable location for contractor access is identified which does not reduce the available public parking afforded by the existing lay-by. Mitigation will be required to avoid disruption to the school which is adjacent to the site.
- To ensure landscaping is included to mitigate the impact on the street scene in this sensitive location.

The Parish Council does request that the application be referred to the District Council Planning Committee.

### **County Highways Development Management – No Objection**

- 6.3 The Highways Authority have recommended specific conditions if the application is recommended for approval. These are with regards to requirements for:
- The dimensions of proposed parking spaces to be 2.5m x 5m,
  - That no gates shall be constructed across approved access unless details have first been approved in writing by the Local Planning Authority,
  - For visibility splays to be provided at each side of the vehicular access,
  - Proposed access to be constructed so that its falls and levels are such that no private water from the site drains across or onto the adopted public highway,
  - That the gradient of the vehicular access shall not exceed 1:12,
  - That the new proposed access is to be constructed using a bound material,
  - A Traffic Management Plan to be provided by the applicant, with details for a details for a site plan, movement and control of muckaway vehicles, contractor parking, and control of dust, mud and debris in relationship to the operation of the adopted public highway.

### **Conservation Officer – No Objection**

- 6.4 Comments 12/10/2022

The site is adjacent to a grade II listed building which is to the north east.

The proposal is for two extensions to the simple yet characterful, single storey church. The extension to the south-west is single storey extension, dug down into the ground on the proposed front elevation. This extension is set back from the building line of the front elevation. The extension to the rear and north-east is a first floor above the existing.

Although it is a large extension of a very modern design on the south-west, due to the proposed location, it will not impact on the setting of the listed building. The different materials will ensure that it reads as quite a separate character from the existing brick building which will break up the massing. The first floor extension to the north east will have limited impact on the setting of the adjacent listed building.

Taking the above into account, I consider that the proposal will not adversely affect the character of the Listed Building.

The proposals will comply with Local Plan policy NH/14.

With reference to the NPPF and the effect on the significance of the heritage asset, paragraph 195 would apply.

Comments 21/12/2022

The amended location plan has been assessed and it is considered that it would not give rise to any harm to any heritage assets

### **Accessibility – No Objection**

6.5 The Access Officer made the following comments:

- It would be better if the flat threshold access was at the front.
- They must make a ground floor accessible toilet.
- All toilet doors should open outwards.
- The shower room should be reconfigured into a accessible shower room and toilet, there wouldn't need to be both an accessible toilet and accessible shower toilet.
- If double doors remain at least one leaf should be 900 millimetres.
- Meeting rooms must have hearing loops.

### **7.0 Third Party Representations**

7.1 None

### **8.0 Member Representations**

8.1 None

### **9.0 Local Interest Groups and Organisations / Petition**

9.1 None.

9.2 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

## **10.0 Assessment**

### **Principle of Development**

- 10.1 The NPPF advises that decisions for new development should enable the retention and development of community facilities such as places of worship. Policy SC/3 of the Local Plan acknowledges the vital function of services and facilities within villages to meet their day to day needs which includes places of worship. As such the extension of the church is supported in principle.
- 10.2 The development is within the Dry Drayton Development Framework and as such is compliant with policy S/7. The purpose and use of the extension would be associated with the existing functions of the church.
- 10.3 The principle of the development is acceptable and in accordance with the NPPF and policies S/7 and SC/3 of the South Cambridgeshire Local Plan 2018.

### **Design, Layout, Scale and Landscaping**

- 10.4 The NPPF acknowledges that good design is a key aspect of sustainable development, creates better places in which to live and work and helps makes development acceptable to communities. Policy HQ/1 'Design Principles' provides a comprehensive list of criteria by which development proposals must adhere to, requiring that all new development must be of high-quality design, with a clear vision as to the positive contribution the development will make to its local and wider context. The District Design Guide SPD (2010) provides additional local guidance in support of the above policies.
- 10.5 The proposal would result in an increase of the scale and mass of the existing church. The first floor extension to the rear would be positioned over the existing single storey flat roof extension. This extension responds appropriately to the scale of the existing church being set over a similar footprint of the existing extension, with a pitched roof to match that of the main church. Furthermore, the appearance is proposed to use similar materials to ensure a cohesive appearance with the existing built form. Whilst it would be visible from the public realm it would not be a prominent feature and as such, is not considered to cause harm to the character of the existing building or wider streetscene.
- 10.6 In contrast, the proposed side extension would be a prominent addition to the existing building. Although single storey, it would be of greater width than the existing church. However, it would be set down, so that its finished floor level would be lower than the existing church. A flat roof is proposed to reduce its height, which is lower than the eaves line of the existing church and it is also set back from the front building line. A different set of materials will also assist in diluting the mass of the built form. These



elements combine to reduce the overall scale so it will appear as a subordinate addition.

- 10.7 The overall built form and external treatment of the facades provide a contemporary design which is considered an appropriate design response to the existing traditional built form. The single storey side extension would introduce modern elements to the church including white painted render to the walls, a central feature above the entrance, modern doorway and tall rectangular windows. These features would successfully contrast with the appearance and features of the existing church.
- 10.8 Whilst the concerns of the Parish are noted, on balance, officers are of the opinion the proposal is acceptable in design terms. It is noted that the proposal includes alterations to the forecourt of the church and its surrounds. Therefore, it is considered reasonable to impose a condition requiring details of hard and soft landscaping to be submitted and agreed.
- 10.9 Overall, the proposed development is considered to be a high-quality design that would contribute positively to its surroundings. The proposal is compliant with South Cambridgeshire Local Plan (2018) policy HQ/1 and the NPPF.

### **Heritage Assets**

- 10.10 The application site is within the setting of a Grade II Listed Building (No. 65 (Warrington Farm) Park Street).
- 10.11 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states with regard to listed buildings, that a local authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 10.12 Para. 199 of the NPPF set out 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. Any harm to, or loss of, the significant of a heritage asset should require clear and convincing justification.
- 10.13 Policy NH/14 of the South Cambridgeshire Local Plan (2018) requires development affecting heritage assets to sustain or enhance the character and distinctiveness of those assets. Policy HQ/1 states that all new development must be compatible with its location in terms of scale, density, mass, form, siting, design, proportion, material, texture and colour in relation to the surrounding area.
- 10.14 No. 65 (Warrington Farm) Park Street is a late 17<sup>th</sup> century cottage.

- 10.15 The Conservation Officer has raised no objection to the proposal stating it would not adversely affect the character of the listed building. Therefore, notwithstanding the concerns raised by the Parish Council, Officers concur with the Conservation Officer's opinion and consider that the proposed development will preserve the setting of the listed building.
- 10.16 It is considered that the proposal, would not harm the setting of the listed building. As such, the proposal would not give rise to any harmful impact on the identified heritage asset and therefore, is compliant with the provisions of the Planning (LBCA) Act 1990, the NPPF and Local Plan policies HQ/1, and NH/14.

### **Highway Safety Impacts**

- 10.17 Policy HQ/1 states that proposals must provide safe and convenient access for all users and abilities to public buildings and spaces, including those with limited mobility or those with impairment such as sight or hearing.
- 10.18 Para. 111 of the NPPF advises that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 10.19 The application is supported by a Transport Note, which sets out the impact of the development proposals on the surrounding transportation network and outlines the proposed parking arrangements. Access to the site would be from by car, bicycle and via public transport. However, it is noted that public transport is relatively infrequent in Dry Drayton and therefore, it is acknowledged that the majority of trips would be via private vehicle.
- 10.20 A new vehicle access would be formed onto the public highway to provide access to off street parking. No concerns are raised with respect to highway safety in relation to this access point onto the highway.
- 10.21 The application has been subject to formal consultation with Cambridgeshire County Council's Local Highway Authority. The Highway Authority have not objected and requested a number of conditions as set out above. With regard to the requests for specific dimensions of the proposed parking spaces and removal of PD rights for gates, officers consider that these requests are not necessary to make the development acceptable.
- 10.22 All other conditions are considered reasonable in the context of the proposal.
- 10.23 The Access Officer has advised for elements to improve accessibility into the building. The applicant has confirmed in writing that they will meet all these elements. An informative has been added in this regard.

- 10.24 Subject to conditions as applicable, the proposal accords with the objectives of policies HQ/1 and TI/2 of the Local Plan and is compliant with the NPPF.

### **Cycle and Car Parking Provision**

- 10.25 Policies HQ/1 and TI/3 set out that car and cycle parking provision should be provided through a design-led approach in accordance with the indicative standards set out in Figure 11 of the Local Plan. Cycle parking should be provided to at least the minimum standards.
- 10.26 There are two parking spaces shown, to be 2.4m x 4.8m, and cycle spaces provided. Although there is no set requirement for the size of proposed car parking spaces in South Cambridgeshire Local Plan (2018) policy, the spaces are considered to be sufficient to accommodate cars.
- 10.27 There is currently no off street parking for the church. Instead, in the submitted documents the applicant has clarified that the primary school's car park is made available for the congregation of the church and provides access to an unspecified number of car parking spaces. It is understood that this has been a long term arrangement and it has been successful as a means of off street parking. There is also some on street parking available in the existing lay-by within the public highway. The applicant has advised that congregation numbers would not increase as a result of the increase in floorspace of 92m<sup>2</sup>. It is noted that the internal layout of the church would create 4 classrooms to allow for children associated with the existing congregation to have separate space for worship and religious education.
- 10.28 The Council's indicative parking standards as set out in Policy TI/3 require 1 space per 8m<sup>2</sup>. As 92m<sup>2</sup> of additional floorspace will be provided, this would increase the off street parking requirement by 11.5 spaces. Provision would be made for 2 additional spaces on site and given the existing arrangements with the school, the proposal is not considered to cause undue on street parking stress which would materially impact upon the free flow of traffic in the local highway network.
- 10.29 With regard to cycle parking provision, no cycle parking is currently provided on site. The proposed plans indicate 8 cycle parking spaces can be provided which is considered an appropriate level of provision, commensurate with the increase in floorspace.
- 10.30 The proposal is considered to provide an appropriate level of car and cycle parking and therefore, accord with policies HQ/1 and TI/3 of the Local Plan and the Greater Cambridge Sustainable Design and Construction SPD.

## **Amenity**

- 10.31 Policy HQ/1 (n), sets out that proposals must protect the health and amenity of occupiers and surrounding uses from development that is overlooking, overbearing or results in a loss of daylight or development which would create unacceptable impacts such as noise, vibration, odour, emissions and dust.
- 10.32 Due to the existing use of the site as a church, it is considered that the noise, light and air impact would not be significantly increased over and above the existing levels currently present on site. Impacts from construction related activities are likely to be limited to a temporary period and the scheme is relatively small in scale as to not result in adverse impacts to neighbouring occupiers.
- 10.33 The proposed development is not considered to give rise to any negative implications on the amenity of neighbouring occupiers with regards to loss of light, overbearing, enclosure, loss of privacy or other environmental impacts. The proposal is compliant with Policy HQ/1 of the South Cambridgeshire Local Plan (2018).

## **Other Matters**

- 10.34 The church is located opposite to a Protected Village Amenity Area. The extensions is modest in scale, is located outside of the Protected Village Amenity Area, and is considered to preserve the character of this section of Protected Village Amenity Area which is a private garden. As such, it is considered that the proposed extensions will not have a detrimental impact on the Protected Village Amenity Area and the proposal is compliant with Policy NH/11 of the South Cambridgeshire Local Plan.
- 10.35 If the proposed development is subject to approval a request for a condition has been raised asking for the number of seats provided to be maintained at the current level. However this is not considered to be an enforceable planning condition.

## **Planning Balance**

- 10.36 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).
- 10.37 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the statutory requirements of section 66(1) and of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval

## **11.0 Recommendation**

### **11.1 Members are recommended to Approve** subject to:

The planning conditions as set out below with minor amendments to the conditions, as drafted, delegated to officers.

#### **Conditions:**

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. No development above ground level, other than demolition, shall commence until details of a hard and soft landscaping scheme have been submitted to and approved in writing by the Local Planning Authority. These details shall include planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate and an implementation programme. If within a period of five years from the date of the planting, or replacement planting, any tree or plant is removed, uprooted or destroyed or dies, another tree or plant of the same species and size as that originally planted shall be planted at the same place as soon as is reasonably practicable, unless the Local Planning Authority gives its written consent to any variation.

Reason: To ensure the development is satisfactorily assimilated into the area and enhances biodiversity in accordance with Policies HQ/1 and NH/4 of the South Cambridgeshire Local Plan 2018.

4. Two pedestrian visibility splays of 2m x 2m shall be provided each side of the vehicular access measured from and along the highway boundary. Such splays shall be within the red line of the site and shall thereafter be maintained free from obstruction exceeding 0.6m above the level of the adopted public highway.

Reason: In the interests of highway safety.

5. Proposed access will be constructed so that its falls and levels are such that no private water from the site drains across or onto the adopted public highway. Please note that the use of permeable paving does not give the Highway Authority sufficient comfort that in future years water will not drain onto or across the adopted public highway and physical measures to prevent the same must be provided.

Reason: In the interests of highway safety in accordance with Policy HQ/1 of the South Cambridgeshire Local Plan 2018.

6. The gradient of the vehicular access shall not exceed 1:12 for a minimum distance of 5.0m into the site as measured from the near edge of the highway carriageway.

Reason: In the interests of highway safety in accordance with Policy HQ/1 of the South Cambridgeshire Local Plan 2018.

7. The new proposed access is to be constructed using a bound material, for the first 10 metres from the boundary of the adopted public highway into the site, to prevent debris spreading onto the adopted public highway.

Reason: In the interests of highway safety in accordance with Policy HQ/1 of the South Cambridgeshire Local Plan 2018.

8. No demolition or construction works shall commence on site until a traffic management plan has been submitted to and agreed in writing with the Planning Authority. The principal areas of concern that should be addressed are:
  - (i) Movements and control of muck away lorries (all loading and unloading shall be undertaken off the adopted highway)
  - (ii) Contractor parking, for both phases all such parking shall be within the curtilage of the site and not on the street.
  - (iii) Movements and control of all deliveries (all loading and unloading shall be undertaken off the adopted public highway).
  - (iv) Control of dust, mud and debris, in relationship to the functioning of the adopted public highway.

The works shall be implemented in accordance with the approved details.

Reason: In the interests of highway safety in accordance with Policy HQ/1 of the South Cambridgeshire Local Plan 2018.

**Informative:**

1. The applicant is advised to have regard to the Equality Act 2010 and other relevant legislation in respect to enabling access for all users to the premises and the facilities within. The applicant's attention is drawn to measures outlined and agreed during the assessment period for this application.

Reason: In the interests of accessibility and accommodation of the premises for all users.