

**Application Number: F/YR13/0069/EXTIME**

**Minor**

**Parish/Ward: Elm/Christchurch**

**Date Received: 30 January 2013**

**Expiry Date: 27 March 2013**

**Applicant: Mr D Housden**

**Agent: Mr S Hall, Brand Associates.**

**Proposal: Change of use of church hall to 2 x 2-bed and 1 x 3-bed dwellings involving part demolition of building and demolition of outbuilding (renewal of planning permission F/YR09/0535/F).**

**Location: All Saints Church Hall, Main Road, Elm**

**Application Number: F/YR13/0070/EXTIME**

**Minor**

**Parish/Ward: Elm/Christchurch**

**Date Received: 30 January 2013**

**Expiry Date: 27 March 2013**

**Applicant: Mr D Housden**

**Agent: Mr S Hall, Brand Associates**

**Proposal: Demolition of part of existing building and outbuilding (renewal of Conservation Area Consent F/YR09/0536/CA)**

**Location: All Saints Church Hall, Main Road, Elm.**

**Site Area: 0.0518 hectares.**

**Reason before Committee: The original applications were determined by committee and the Parish Council's response is at odds with Officer recommendation.**

#### **1. EXECUTIVE SUMMARY/RECOMMENDATION**

This application seeks to extend the time limits on two applications originally approved in 2010. The application relates to the change of use of an existing unoccupied Church Hall in Elm. The proposal is to convert the church hall to 3 dwellings. The site is within the main settlement of Elm and sits on the corner of Main Road and Rose Lane.

The key issues to consider are:

- Current Policy
- Site History
- Layout and Design
- The Character of the Area and Impact on Residential Amenity.

The key issues have been considered along with current Local and National Planning Policies and the proposal is considered to be acceptable. Therefore, the application is recommended for approval.

## 2. HISTORY

Of relevance to this proposal is:

|     |                |  |  |    |
|-----|----------------|--|--|----|
| 2.1 | F/YR09/0535/F  | Change of use of church hall to 2 x 2-bed and 1 x 3-bed dwellings involving part demolition of building and demolition of outbuilding. | Granted<br>February 2010.  | 17 |
| 2.2 | F/YR09/0536/CA | Demolition of part of existing building and outbuilding.   | Granted<br>February 2010.  | 17 |
| 2.3 | F/YR08/0591/CA | Demolition of part of the existing building and outbuilding.   | Refused<br>September 2008.   | 22 |
| 2.4 | F/YR08/0590/F  | Change of use of church hall to 2 x 3-bed and 1 x 3-bed dwellings involving part demolition of building.                               | Refused<br>September 2009.   | 22 |
| 2.5 | F/YR06/0370/F  | Change of use of church hall to 2 x 3-bed dwellings involving part demolition of building.   | Refused 26 May<br>2009 – Allowed on<br>Appeal 27<br>December 2006. |    |

## 3. PLANNING POLICIES

### 3.1 National Planning Policy Framework:

Paragraph 2: Planning law requires that application for planning permission must be determined in accordance with the development plan.

Paragraph 14: Presumption in favour of sustainable development.

Paragraph 17: Seek to ensure high quality design and a good standard of amenity for all existing and future occupants.

Paragraph 32: Safe and suitable access to the site can be achieved for all people.

Section 6: Delivering a wide choice of quality homes.

Paragraph 58: Development should respond to local character and be visually attractive as a result of good architecture and landscaping.

Section 12: Conserving and Enhancing the Historic Environment.

### 3.2 Fenland Core Strategy (February 2013):

CS1: Presumption in favour of sustainable development.

CS3: Spatial strategy, the Settlement Hierarchy and the Countryside

CS4: Housing

CS16: Delivering and Protecting High Quality Environments across the District.

CS18: The Historic Environment

### 3.3 Fenland District Wide Local Plan:

H3 – Settlement Development Area Boundaries

E8 – Proposals for new development.

E12 – Developments in Conservation Areas.

#### 4. CONSULTATIONS

- 4.1 ***Parish Council*** Object for the same reasons submitted in respect of the original planning applications, these being detrimental to the Conservation Area, the site is unable to accommodate 3 dwellings, the proposal would generate highway safety issues, the additional traffic generated would result in further on-street parking causing a hazard.
- 4.2 ***FDC Tree Officer*** Comments as those on the original applications – Unlikely to be any impact on retained trees, require a method statement for the protection of the roots of retained trees (1 x birch and 1 x sycamore).
- 4.3 ***CCC Archaeology*** No response received.
- 4.4 ***Middle Level Commissioners*** There should be no detrimental affect on the boards system, the local water level management system, water or built environment.
- 4.5 ***CCC Highways*** Comments remain as on the original application – The parking layout appears to work, boundary treatments around the corner of the junction should be kept below 600mm in height to retain visibility,.
- 4.6 ***Local Residents:*** None received.

#### 5. SITE DESCRIPTION

- 5.1 The application site is located adjacent to the junction of Main Road and Rose Lane in Elm. The site is currently occupied by the vacant All Saint's Church Hall and is within the main settlement core of Elm. The Southern, Northern and Eastern boundaries of the site abut the highway. To the West of the site is existing residential development. All Saints Church is opposite the site on Main Road.

The All Saints Hall forms an historic central part of the village of Elm. Despite not being a Listed Building, the hall is of considerable architectural and historical merit and this is heightened by the hall being in a prominent location. As such, this building is considered to be a significant building within the village.

#### 6. PLANNING ASSESSMENT

- 6.1 The key considerations for this application are:
- Current Policy
  - Site History
  - Layout and Design

- The character of the area and impacts on residential amenity.

### Site History

There is an extant permission on this site for the change of use of the existing church hall to 3 dwellings which was approved under references F/YR09/0535/F and F/YR09/0536/CA. This application seeks to extend those permissions and the plans and proposals remain the same as submitted for the 2009 applications. The extension of time procedure can only be used once.

### Current Policy

Since the granting of the 2009 permissions on this site there has been significant changes to both Local and National Policy. This has involved the removal of the Planning Policy Statements (PPS) and the introduction of the National Planning Policy Framework (NPPF) as well as the introduction of the Fenland Local Plan Core Strategy February 2013, which, although not formally adopted, carries some weight by virtue of its consistency with the spirit of the NPPF. As a result of these policy changes this application has been assessed against the new criteria, with the extant permissions being taken into consideration also.

With the 2009 permissions, the key considerations were the layout and design of the proposal, the impact on the character of the surrounding area, impacts on residential amenity and highway safety. These areas are now covered within Policies CS3, CS4, CS16 and CS18 of the Core Strategy, as well as the continuing Policies of the 1993 Local Plan. Policy CS16 states that development should make a positive contribution to the local distinctiveness and character of the area, enhance its local setting, reinforce local identity and not impact on, in terms of design or scale, the street scene, settlement pattern or landscape character.

The general considerations and overall spirit of the new Policies reflect those of the previous and ongoing Local Plan Policies and, therefore, the application has been assessed in accordance with the previous key considerations.

### Layout and Design

The proposal will utilise the majority of the existing church hall building and involves the demolition of the rear extension and outbuilding to allow for the parking off Rose Lane. The proposal is to convert the existing hall into 3 dwellings comprising of 2 x 2-bed and 1 x 3-bed. The layout of each involves a living/dining and kitchen area to the ground floor with bedroom and bathroom facilities to the first floor. Each of the dwellings will have a small front and rear amenity area and parking for 2 cars. The layout has been determined by the form of the existing building.

The proposal has been designed to respect the existing character of the building and the surrounding area. The design seeks to retain the important characteristics and architectural features of the building. The rear extension and outbuilding are later additions to the site and, therefore, their removal would have no detrimental impact on the historic or architectural merit of the building. The design makes alterations to the roof of the hall by incorporating a series of rooflights to the North and South elevations. These are required in order to provide a useable first floor and make the conversion viable.

The proposal includes the provision of 6 parking spaces to the rear of the site, facilitated by the demolition of the existing extension and outbuilding. The proposed parking allows for 2 spaces per dwelling, with access via Rose Lane. As Rose Lane is unclassified there is no formal requirement for cars to be able to exit the site in forward gear, however, the submitted design and access statement states that the parking arrangement does allow for vehicles to turn to exit the site.

#### The Character of the area and impacts on residential amenity

The proposal will utilise an existing vacant building, which is currently boarded up. As such, the proposal is considered to enhance the overall character and appearance of the surrounding area and Conservation Area by virtue of bringing a vacant building in a prominent location back into use. The overall visual appearance of the site as a whole will be improved by the removal of the later and somewhat incongruous extensions to the rear of the building. It is considered that the impact upon neighbouring residential amenity is minimal due to the building remaining largely the same and the use of rooflights will minimise any potential for overlooking.

Taking the above points into consideration, namely the design and layout, parking provision, character of the area and recent Policy changes, and balancing these with the presence of the extant permission on site for the same development, it is considered that the proposal remains, on balance, acceptable. It is noted that, due to the Policy shift since the previous approval, Policy CS16 now advises that new developments should provide sufficient private amenity space, suitable to the amount and type of development proposed. For dwellings other than flats, as a guide and depending on the local character of the area, this means a minimum of a third of the plot curtilage should be set aside as private amenity space. This is noted and has been balanced with the extant permission and the existing 1993 Policies. This does, however, demonstrate a shift in Policy which is moving away from supporting this type of development. To reflect this change it is considered that the previous permission can be extended in this instance but only for a further year.

## **7. CONCLUSION**

- 7.1 The proposed development it is considered to be, on balance, acceptable in terms of relevant policy. Given the points raised in the above section it is considered appropriate to limit the extension of time to 1 year only in this instance.

## **8. RECOMMENDATION**

### **Grant (F/YR13/0069/EXTIME & F/YR13/0070/EXTIME)**

1. **The development permitted shall be begun before the expiration of 1 year from the date of this permission.**

**Reason - To ensure compliance with Section 51 of the Planning and Compulsory Purchase Act 2004.**

2. **Prior to the commencement of the development hereby approved full details of the materials to be used for the external walls and roof shall be submitted to and approved in writing by the Local Planning Authority. The development shall then be carried out in accordance with the approved particulars and retained in perpetuity thereafter.**

**Reason - To safeguard the visual amenities of the area.**

3. **Prior to the commencement of use hereby approved the permanent space shown on the plans hereby approved to be reserved on the site to enable vehicles to:**

- a) **park clear of the public highway;**

**shall be levelled, surfaced and drained and thereafter retained for no other purpose in perpetuity.**

**Reason - In the interests of satisfactory development and highway safety.**

4. **Prior to commencement of development full details of both hard and soft landscape works shall be submitted to and approved in writing by the Local Planning Authority. Subsequently, these works shall be carried out as approved. The landscaping details to be submitted shall include:-**

- a) **hard surfacing, other hard landscape features and materials**
- b) **existing trees, hedges or other soft features to be retained**
- c) **planting plans, including specifications of species, sizes, planting centres number and percentage mix**

**Reason - The landscaping of this site is required in order to protect and enhance the existing visual character of the area and to reduce the visual and environmental impacts of the development hereby permitted.**

5. **All hard and soft landscape works including any management and maintenance plan details, shall be carried out in accordance with the approved details. All planting seeding or turfing and soil preparation comprised in the above details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings, the completion of the development, or in agreed phases whichever is the sooner, and any plants which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the local planning authority gives written consent to any variation. All landscape works shall be carried out in accordance with the guidance contained in British Standards, unless otherwise agreed in writing by the Local Planning Authority.**

**Reason - To ensure proper implementation of the agreed landscape details in the interest of the amenity value of the development.**

6. Prior to the commencement of any works or storage of materials on the site all trees that are to be retained shall be protected in accordance with British Standard 5837:2005. Moreover measures for protection in accordance with that standard shall be implemented and shall be submitted in writing, implemented as approved and maintained to the Local Planning Authority's reasonable satisfaction until the completion of the development for Building Regulations purposes.

Reason - To ensure that retained trees are adequately protected.

7. Notwithstanding the provisions of the Town & Country Planning (General Permitted Development) Order 1995, (or any Order or Statutory Instrument revoking and re-enacting that Order with or without modification), planning permission shall be required for the following developments or alterations:

- i) the erection of freestanding curtilage buildings or structures including car ports, garages, sheds, greenhouses, pergolas, or raised decks (as detailed in Schedule 2, Part 1, Classes A and E);
- ii) the erection of house extensions including conservatories, garages, car ports or porches (as detailed in Schedule 2, Part 1, Classes A and D);
- iii) alterations including the installation of replacement or additional windows or doors, including dormer windows or roof windows (as detailed in Schedule 2, Part 1, Classes A and B);
- iv) alterations to the roof of the dwellinghouse (as detailed in Schedule 2, Part 1, Class C);
- v) the erection of any walls, fences or other means of enclosure to all boundaries/the <INSERT> boundary of the site (as detailed in Schedule 2, Part 2, Class A).

Reasons - To ensure that the Local Planning Authority retains control over the future extension and alteration of the development, in the interests of its architectural and visual integrity and character of this part of the area/conservation area in which it is set.

8. Prior to the commencement of any development, a scheme for the provision and implementation of surface water drainage shall be submitted and agreed in writing with the Local Authority in consultation with the Drainage Authority. The scheme shall subsequently be implemented in accordance with the approved details before the relevant parts of the development are first brought into use and thereafter retained in perpetuity.

Reason - To ensure a satisfactory method of surface water drainage and to prevent the increased risk of flooding.

9. All rainwater goods shall be of cast iron or cast aluminium upon rise and fall brackets and shall be painted in a colour to be approved in writing by the Local Planning Authority.

Reason - To maintain the character and appearance of the Conservation Area.

10. Prior to the commencement of the development hereby permitted, details of the proprietary rooflights to be used shall be submitted to and approved in writing by the Local Planning Authority.

Reason – To maintain the character and appearance of the Conservation Area.

11. The alterations to the historic roof structure required to form the new rooflights shall be shown on a large scale drawing (1:20) and submitted to the Local Planning Authority for approval. The work shall be carried out in accordance with the approved details and shall thereafter be retained.

Reason - To maintain the character and appearance of the Conservation Area.

12. Unless the Local Planning Authority approves otherwise in writing all joinery works shall match the existing in every respect including the material, style, moulding detail and workmanship. These works shall thereafter be retained.

Reason – To maintain the character and appearance of the Conservation Area.

13. Where historic joinery is to be retained and repaired, works shall match the existing in every respect including material, style, moulding details and workmanship. Where historic door or window furniture (hand-made iron hinges, latches etc.) remain these shall be preserved and reused.

Reason – To maintain the character and appearance of the Conservation Area.

14. Prior to the commencement of the development hereby permitted details of the proposed brick, bond, mortar mix design and pointing technique shall be provided by means of sample panels prepared on site and approved in writing by the Local Planning Authority. The work shall be carried out in accordance with the approved details and shall thereafter be retained.

Reason - To maintain the character and appearance of the Conservation Area.

15. Prior to the commencement of the development hereby permitted details of the position of meter boxes, soil stacks and external vents shall be submitted to and approved in writing by the Local Planning Authority. The work shall be carried out in accordance with the approved details and shall thereafter be retained.

Reason - To maintain the character and appearance of the Conservation Area.

16. All windows to the front elevation shall be timber, sliding-sash windows and be retained thereafter.

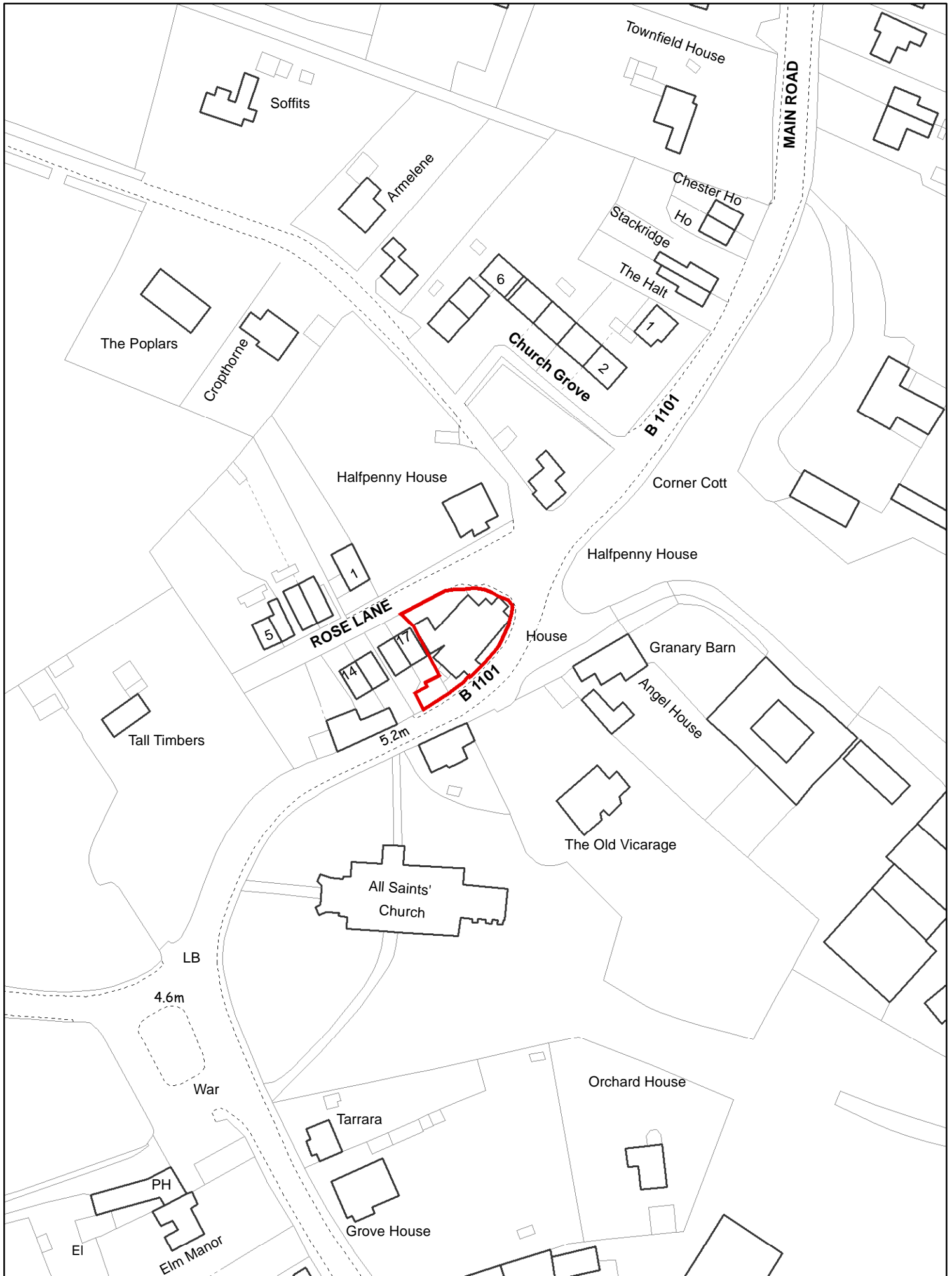


**Reason - To maintain the character and appearance of the Conservation Area.**

- 17. The boundary treatments to the Northern and Eastern boundaries of the site shall not exceed 600mm in height.**

**Reason - In the interests of visibility for vehicles exiting the site and highway safety.**

- 18. Approved Plans.**



Created on: 06/02/2013

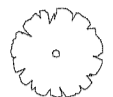

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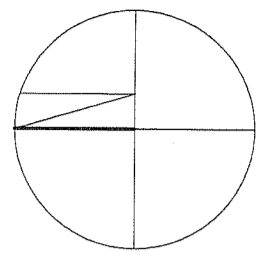
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Scale = 1:1,250



KEY: 09 / 0535 /

- P = Parking space min 2.4m x 4.8m
-  = Existing trees retained
-  = New trees
- TF = Existing timber fence approx 0.65m high
- = HAZARD: Electricity cables overhead & on walls



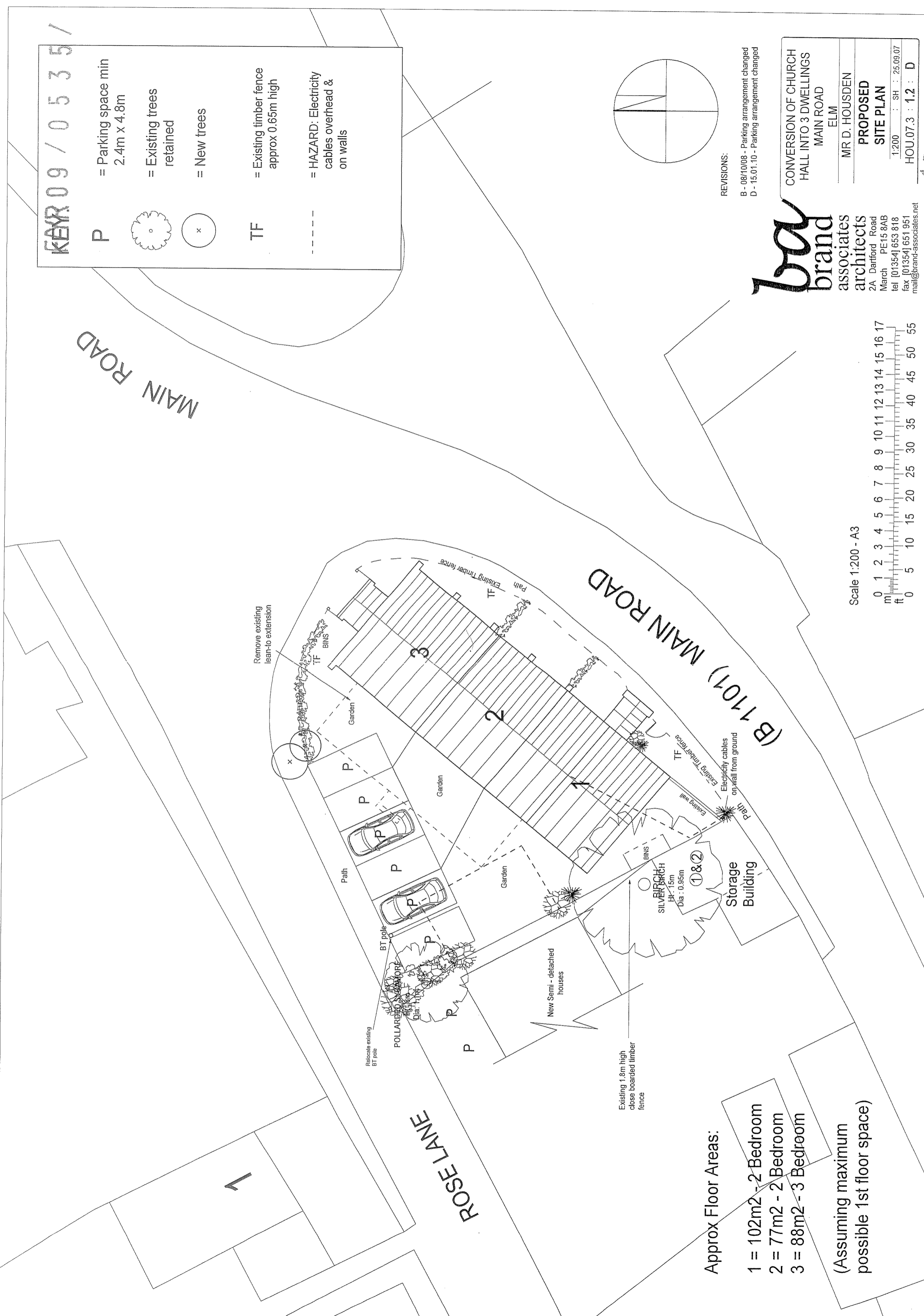
REVISIONS:

- B - 08/10/08 - Parking arrangement changed
- D - 15.01.10 - Parking arrangement changed

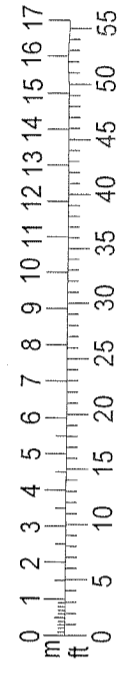
|  |               |
|--|---------------|
| CONVERSION OF CHURCH HALL INTO 3 DWELLINGS |               |
| MAIN ROAD ELM                              |               |
| MR D. HOUSDEN                              |               |
| <b>PROPOSED</b>                            |               |
| <b>SITE PLAN</b>                           |               |
| 1:200                                      | SH : 25.09.07 |
| HOU.07.3                                   | 1.2 : D       |

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15 JAN 2010



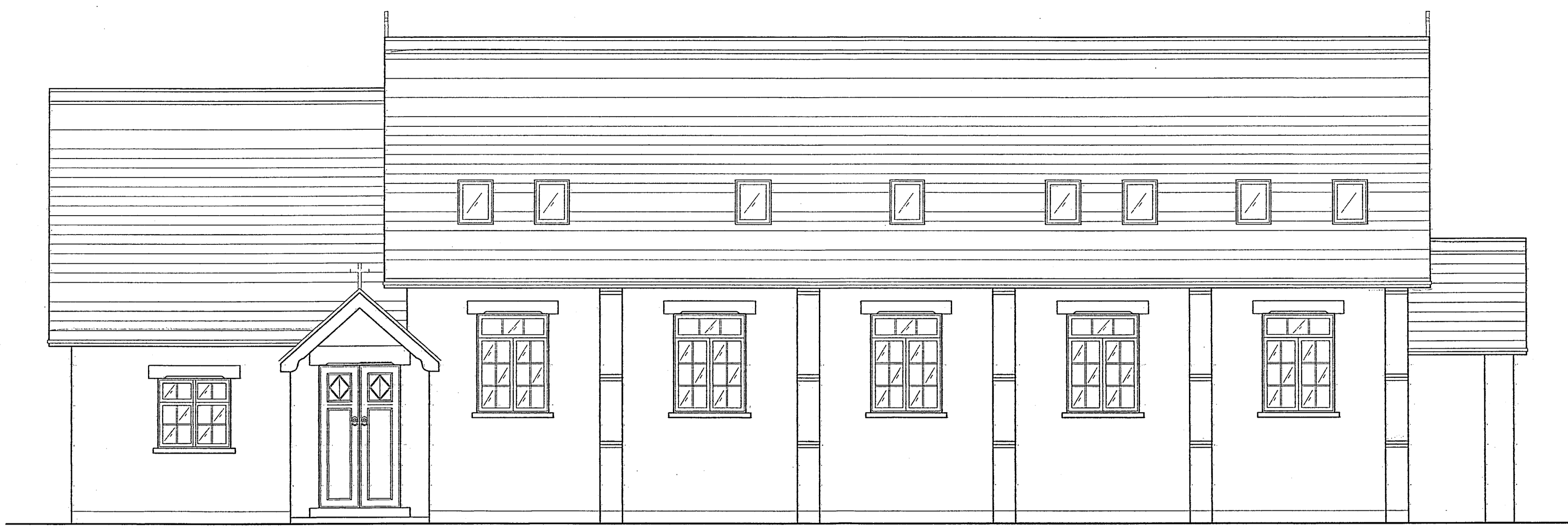
Scale 1:200 - A3



Approx Floor Areas:

- 1 = 102m<sup>2</sup> - 2 Bedroom
- 2 = 77m<sup>2</sup> - 2 Bedroom
- 3 = 88m<sup>2</sup> - 3 Bedroom

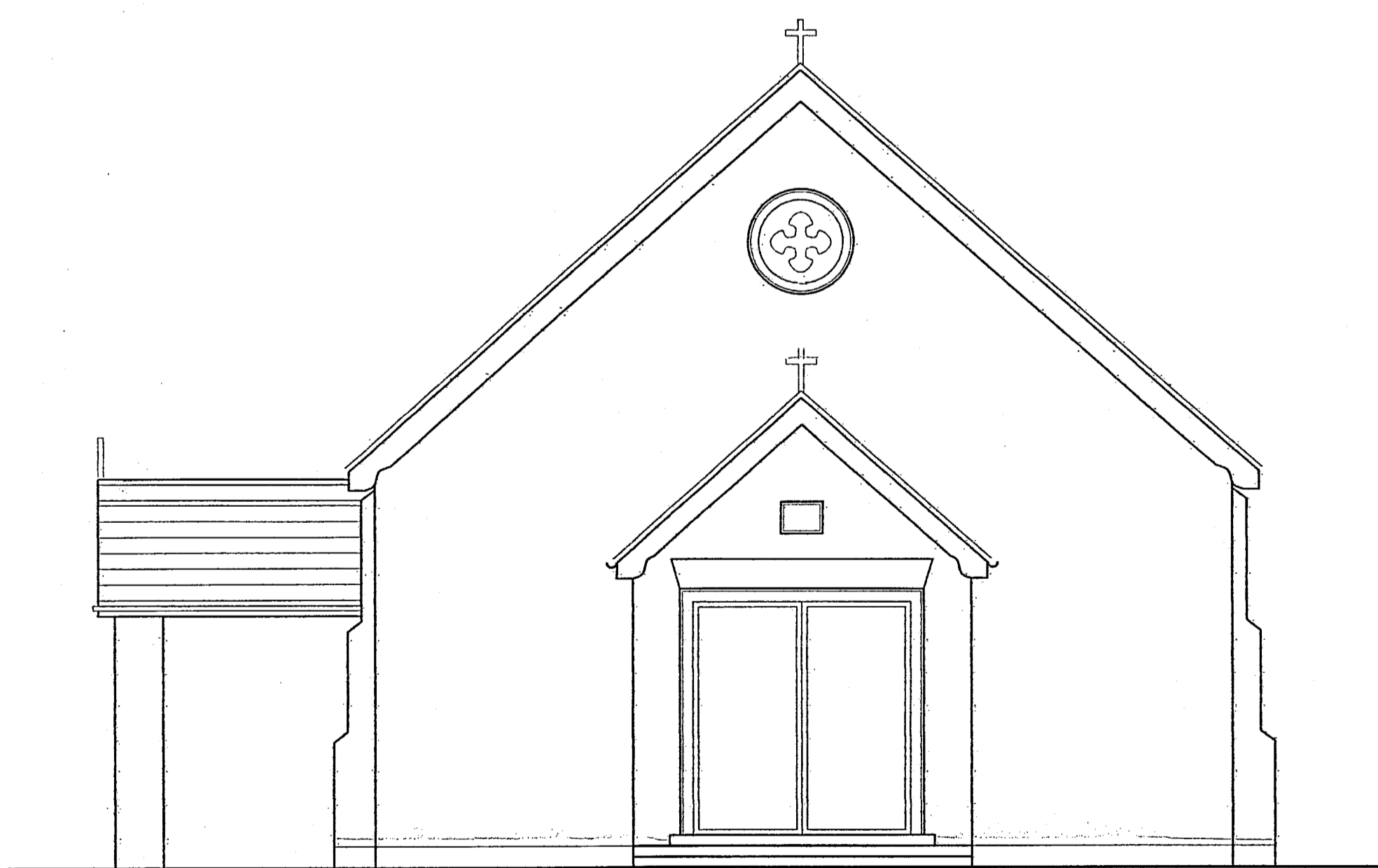
(Assuming maximum possible 1st floor space)



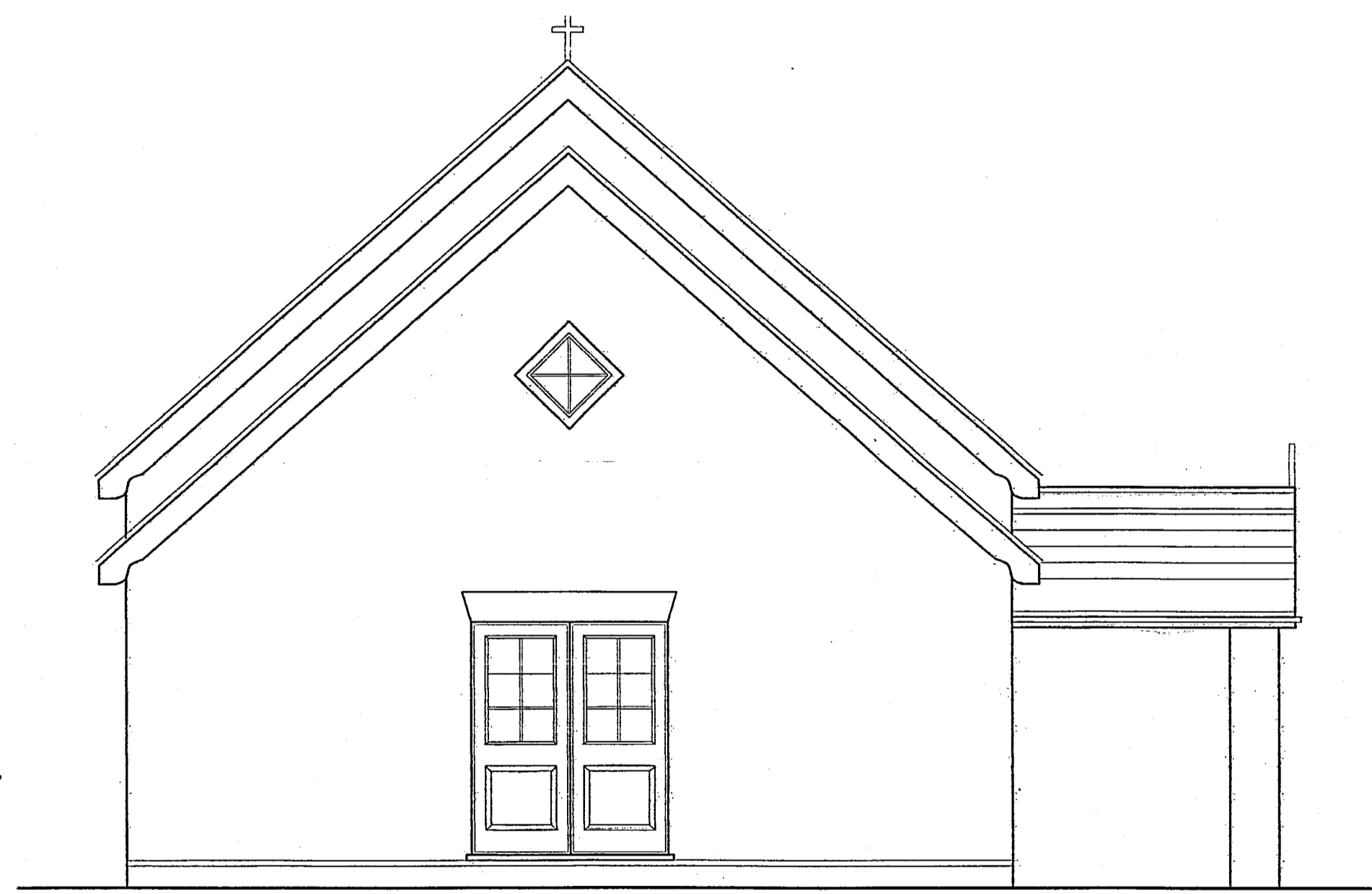
South East



North West

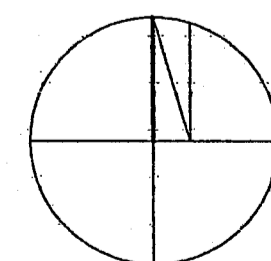


North East

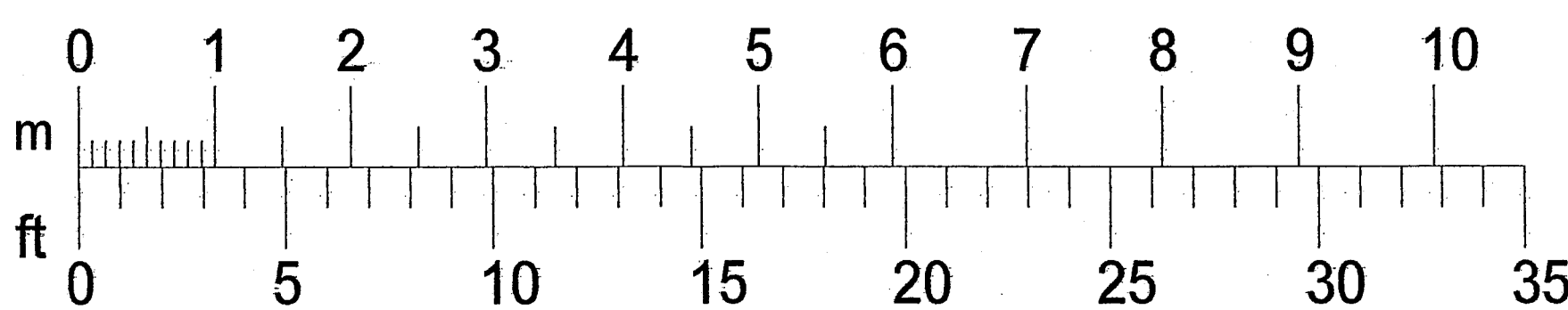


South West

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CONVERSION OF CHURCH  
HALL INTO 3 DWELLINGS  
MAIN ROAD  
ELM  
MR D. HOUSDEN  
**PROPOSED ELEVATIONS**  
1:50 A1 : SH : 16.07.07  
HOU.07.3 : 5 : A