

F/YR11/0337/F

30 June 2011

Applicant: Green Park Homes Ltd.

Agent : Mr B Green

Newhaven Estate, Commons Road, Whittlesey

Extension of existing caravan park and siting of 33 no. park home units

This proposal is before the Planning Committee as the application has been 'called in' by Councillor Mayor due to the historic complexities of the site and the difficulties in overcoming physical constraints. The recommendation is also contrary to the views of Whittlesey Town Council.

This application is a minor.

1. **SITE DESCRIPTION**

The site comprises an existing run down caravan park on the north side of Whittlesey. It contains a number of remaining caravans/mobile units although overall it is showing signs of underuse and deterioration. Any amenity value that the site once held has been eroded. The site is bounded by hedging with hedgerow trees – some of which are relatively mature. To the north of the park lies a grassed area previously used for the disposal/recycling of vehicles and as a landfill – although the extent of any landfill is not known. Beyond the northern boundary lies a playing field. To the west and east of the site lie residential dwellings backing onto Common Drove and Headlands Way. Vehicles visiting the park travel north along Commons Road from Stonald Road. The park also contains a run down amenity block/meter housing. Infrastructure is in very poor condition within the site e.g. roads, drains, and electricity supply.

2. **HISTORY**

- F/YR08/0220/F - Extension of existing caravan park (21 static homes) Refused 21/05/2008
- WU/72/186/F - Construction of 23 individual caravans and erection of toilet block. Granted 29/01/1973
- WU/70/92/D - Use of land as a caravan site for 15 caravans & erection of toilet block. Granted 15/10/1970
- WU/69/109/D - Extension to residential caravan site. Granted 13/03/1970

3. **CONSULTATIONS** *(received to date of report)*

Whittlesey Town Council

Recommend refusal based on the inadequacy of the following issues; layout, design, density, landscaping, access, parking, overdevelopment, infrastructure provision, levels, emergency access, flood risk, contamination and previous submissions.

**CCC Valuation and Estates
Officer**

No objections subject to the provision of a suitable and secure (anti-vandal) boundary fence being erected along the northern boundary between the application site and the area of Public Open Space to the north.

Subsequent discussion took place regarding the upgrading of Common Drove Drain. It was agreed in principle that the applicant could contribute to the upgrading of the Common Drove Drain (by way of a Section 106 agreement) to a standard where it could be adopted by the North Level Drainage Board

CCC Environmental Health

The existing site has become very run down in recent years with a number of vans and rented structures falling into poor condition; also long standing infrastructure problems, frequent power failures, blocked drains, minor vandalism and anti social behaviour, fly tipping etc. We therefore welcome and support this proposal to regenerate the site as a modern homes development. Most of the occupied units on the site are now short term renters. However, there remain a small number of owners with protected rights under the Mobile Homes Act 1963 and with whom the site owners will need to negotiate to enable the development to proceed.

CCC Archaeology

Our records indicate that the site lies in an area of high archaeological potential, lying to the north of the suggested line of the Fen Causeway (CB15033), a major Roman routeway across the Fens. In addition, cropmarks (CHER 11047) to the west of the site are suggestive of a possible Bronze Age barrow. It is considered that archaeological remains survive on the site and that these would be severely damaged or destroyed by the proposed development. Therefore, a programme of archaeological investigation should be commissioned and undertaken at the applicants expense and secured through a condition in line with Circular 11/95

**FDC Environmental
Protection**

No objections as it is unlikely to have a detrimental effect on local air quality or the noise climate. The submitted soil investigation is noted and accepted. Based on the submitted information Environmental Protection is in agreement that the site does not pose an unacceptable risk to future site

users if developed as proposed. Based upon the submitted information no further information regarding contamination is required.

North Level IDB:

I have now received the flood risk statement for the site and am able to withdraw my objection to this application. However, surface water disposal is to be via a combination of discharge to local surface water sewers and shallow soakaways. I am unsure how successful the soakaways will be during a prolonged wet winter, when the ground remains saturated for long periods. I also cannot support additional flows into the poorly maintained local surface water sewers, particularly as these ultimately outfall (without consent) into riparian owned watercourses and the washes.

Cambridgeshire Fire and Rescue Service

Should the planning authority be minded to grant approval, the Fire Authority would ask that adequate provision be made for fire hydrants, which may be by way of Section 106 agreement or a planning condition.

Environment Agency

Having reviewed this FRA, we wish to maintain our objection to this application for the following reasons:

1) Part of the proposed development is located within an area of high flood risk, known as Flood Zone 3b 'functional floodplain', as defined by Planning Policy Statement 25 (PPS 25). The proposed development is classified as 'highly vulnerable', in accordance with table D.2 of PPS 25. Tables D.1 and D.3 of PPS 25 make it clear that this type of development is not compatible with this Flood Zone and therefore should not be permitted.

2) The FRA submitted with this application does not comply with the requirements set out in Annex E, paragraph E3 of PPS 25. The submitted FRA does not, therefore, provide a suitable basis for an assessment to be made of the flood risks arising from the proposed development.

Way Forward

The following issues need to be addressed to enable us to withdraw our objection to this application.

1. As discussed with the applicant, we will object in principle to any development that lies within the Whittlesey Washes flood storage area (i.e. Flood Zone 3b), as this is contrary to PPS 25. The FRA currently states in Section 3.4 that some of the park home units will be located in this area.
2. Within Section 4.2, it is stated that the Environment Agency flood maps are used to indicate if a detailed FRA is required for a development. This is incorrect. Information about our flood maps can be found on the Environment Agency's website. The FRA needs to be updated accordingly.
3. The FRA attempts to extrapolate the levels from Moreton's Leam onto the site with the intention of showing that the site lies entirely within Flood Zone 1. The Whittlesey Washes are a designated flood storage area and the boundary cannot be altered in this way. The Washes are also a designated a SSSI, SAC and SPA.
4. The FRA does not discuss how the Whittlesey Washes operate. This information should be included in the FRA.
5. Section 4.4 states that the site does not lie in close proximity to any tidal watercourses. However, the River Nene to the north of the site is tidal. The tidal limit of the River Nene is the Dog-in-a-Doublet sluice to the north west of the site. The FRA should be amended accordingly.
6. Following on from the above points, the FRA should be amended throughout, where applicable, to state that not all of the site lies within Flood Zone 1.
7. Following the above revisions to the FRA, the site layout plan should be revised accordingly so that none of the proposed park home units are located within Flood Zone 3.

Additional response received 15 December 2011

EA confirm that they would be willing to withdraw their objection to this application if the applicant were to enter into a Section 106 agreement to make a capital contribution towards improving Common Drove drainage channel allowing this to be taken over by the North Level IDB and agree that a surface water drainage condition should be imposed on any planning permission.

CCC Highways

The existing caravan park had 23 homes providing an average of 28 car parking spaces. The new proposal will clear the site but still leave 5 or 6 of the existing homes remaining with an average of 7 car parking spaces. The new development is for 33 new homes which is assumed includes the 5 or 6 homes that remain from the existing site. The new development provides for 33 car parking spaces plus 4 visitor spaces – 37 in total. Therefore there is only a net increase of 9 car parking spaces. Therefore if the planning authority is happy with the level of parking proposed on the site then the increase in vehicle movements on to Commons Drove and the immediate surrounding highway network will be minimal and given the density of residential development already that is served then the highway authority could not raise objections to the proposal. However, the present access to the site is via Commons Road which is maintained highway for only part of its length. From the end of the maintained section the access to the site is via a rough gravel/stone track. The planning authority may wish to consider recommending to the applicant that this rough area is metalled thereby enhancing the approach to the site which would serve not only as an improvement for pedestrian and vehicles accessing the site but would also improve the appearance from a marketing point of view.

Local residents/interested parties:

27 contributions have been received from individuals in the vicinity raising the following issues:

Wish to be rehoused and compensation paid if development proceeds.

The high water table adjacent to our boundary will see an increase in concreted and paved areas which will substantially increase the risk

of flooding to our property.
 No regard for existing trees and hedges.
 Contamination is suspected.
 Overdevelopment of the site.
 Inadequate sewerage facilities, electricity supply, narrow site roads, lack of open space.
 Increased vehicle movement onto the narrow and already overused road network.
 Noise and nuisance to adjoining properties.
 No children's play facilities.
 Devalue adjoining property.
 Builders lorries will cause congestion.
 Lack of adequate drainage and impact on local infrastructure.
 Will this be a temporary traveller site?
 Some of land may be 'common land'.
 Ownership is in doubt.
 Density too high.
 Impact on availability of schools, doctors and dentists.
 Out of character with area.

4. POLICY FRAMEWORK

FDWLP Policy

- | | |
|-----|--|
| E8 | - Proposals for new development should:
-allow for protection of site features;
-be of a design compatible with their surroundings;
-have regard to the amenities of adjoining properties;
-provide adequate access, parking, manoeuvring and amenity space. |
| E6 | To resist development which would adversely affect any ancient monument or other important archaeological site. |
| E7 | To allow the County Archaeologists the opportunity to investigate a site of interest prior to its development, where there is no over-riding case for preservation. |
| TR3 | To ensure that all proposed developments provide adequate car parking in accordance with the approved parking standards. |

	E20		To resist any development which by its nature gives rise to unacceptable levels of noise, nuisance and other environmental pollution. To take account of the amount, type and location of hazardous substances where proposals are submitted involving these substances.
	E3		To retain existing trees and hedgerows. To impose, where appropriate, conditions on planning applications requiring landscaping and tree planting schemes. To request the submission of a landscaping scheme with planning applications on visually important sites.
	PU1		To require new developments to make satisfactory arrangements for water supply, sewerage and sewage disposal, land drainage and flood protection matters.
East of England Plan			
	SS1	- Achieving	Sustainable Development
	ENV7		Quality in the Built Environment
Planning Policy Statements			
	PPS1	- Delivering	Sustainable Development

5. ASSESSMENT

The proposal can be assessed against the following:-

- Site history
- Principle and policy implications
- Layout and density
- Design, layout and parking
- Access
- Service provision including flood risk, drainage and bin storage

Site history

Planning permission was granted in 1972 for the construction of 23 individual caravans and the erection of toilet block. A subsequent planning application for the extension of the caravan park for an additional 21 caravans was refused in 2008 for the following reasons:

- 1 *“The proposal will result in an overdevelopment of the site by reason of the number of caravans proposed - 19; and, by reason of the inadequate sewage facilities; electricity supply; narrow site roads; and lack of any meaningful amenity space. As such the proposal is contrary to the provisions of Policy P1/3 of the Cambridgeshire and Peterborough Structure Plan 2003; and, Policies H3, E8 and TR3 the Fenland District-Wide Local Plan 1993.*
- 2 *The proposed development is unacceptable as it will give rise to increased vehicle movements from the site onto the local road network. In particular this will have implications for vehicle/vehicle visibility at the road junction with Plough Road/Stonald Road/Commons Road junction, which forms a “staggered cross-road” type of junction with Plough Road; and, for the use of Commons Road on the approach to the site which is effectively a single carriage way road with limited opportunities for vehicles travelling in opposite directions to pass one another. As such, the proposal is unacceptable on the grounds of pedestrian and vehicle safety contrary to the provisions of Policy P1/3 of the Cambridgeshire and Peterborough Structure Plan 2003.*
- 3 *The proposed development is unacceptable because the cramped nature of the layout will have an adverse impact on residential amenities of occupants of the caravan site. There would be no communal amenity space and little in the way of private amenity space for each caravan. This is contrary to the provisions of Policy P1/3 of the Cambridgeshire and Peterborough Structure Plan 2003; and, Policies H3, E8 and TR3 the Fenland District-Wide Local Plan 1993.*
- 4 *Notwithstanding the above reasons of refusal, the submitted 1:500 scale site layout plan, Drawing No. AA/PB/07/01 date stamped 3rd April, 2008, indicating a reduction from 21 to 19 units is inaccurate in that measurements taken on site do not tally with those scaled from this plan. This further indicates that the proposal represents an overdevelopment of the site.”*

The current application proposes 33 caravans in total as opposed to the 44 (in total) refused in the above application.

Principle and policy implications

The proposal is situated within the Development Area Boundary and is within a predominantly residential area. The principle of residential/caravan/chalet development on this site is in accordance with planning policies but subject to other planning policies relating to the layout and density, design, means of access, parking, infrastructure and community facilities.

Layout and density

The current application proposes 33 caravans as opposed to the 44 submitted in the last application. Whilst this is a high density of units, it is characteristic of the type of development proposed and is a considerable reduction over the

last proposal. As such, it is considered to be acceptable.

Design, layout and parking

The design of the proposed units is of a high standard for this type of development and will transform the site from the existing unsatisfactory position. The layout has been amended through negotiation and incorporates a central open space feature with 4 visitor parking spaces. The layout is a grid pattern of equally spaced units which meet current fire and environmental health standards. Landscaping is to be retained around the periphery of the site and feature landscaping introduced internally to the site. Each unit will have 1 off street car parking space. The applicant has indicated that the development will serve older persons. The road is also of a grid pattern and it is intended to bring it up to a hard surface standard but it will not be adopted by CCC Highways. The design is lacking in detail such as road corner radii but this can be the subject of planning conditions.

Access

CCC Highways advise that the increase in vehicle movements on to Commons Drove and the immediate surrounding highway network will be minimal and given the density of residential development already that is served then the Highway Authority could not raise objections to the proposal. However, Commons Road is only a maintained highway for part of its length, and has a difficult geometry. The applicant does not control the land necessary to resurface the unadopted part of the road in which case the application must be considered on its merits. Given that the proposed 33 no units is a reduction on the number of units refused under application F/YR08/0220/F, together with the fact that CCC Highways do not object to the means of access, the access arrangements are considered to be acceptable.

Service provision including flood risk, drainage and bin storage

Issues in the development of this site are the proposed means of surface and foul water drainage, the elevation of the site above surrounding land and the capacity of surrounding drains/watercourses. There are 2 watercourses serving the site, the Common Drove Drain adjacent to the west of the site (outwith the applicants control) and an overgrown drain just within the east boundary of the site. FDC Legal have advised that the Common Drove drainage channel is classified as an 'Awarded Watercourse' which means that the Council does not own the watercourse but is responsible for its maintenance. FDC Property and Engineering Services, who are responsible for maintenance, advise that at present a basic level of maintenance is carried out on the drain but that negotiations are underway with the North Level Internal Drainage Board to have it taken over for maintenance by them. However, for this to take place the drain must be brought up to an appropriate standard which it is estimated will be in the order of £20,000.

The application will result in an increased drainage flow to the Common Drove drainage channel. The applicant has agreed that he will contribute to the upgrading of the Common Drove Drain (by way of a Section 106 agreement) to a standard where it could be adopted by the North Level Drainage Board. The details can be the subject of negotiation between the parties should the Planning Committee accept this recommendation.

With regard to the eastern drain it is understood that this is within the applicant's site (albeit overgrown) and the outfall eventually leads to the Common Drove drainage channel. A condition on the planning consent requiring drainage details to be submitted for approval prior to work commencing on site would allow this drain to be brought back to a satisfactory standard and diminish the possibility of flooding to adjoining gardens to the east.

The Environment Agency stated that they would be willing to withdraw their objection to this application if the applicant were to enter into a Section 106 agreement to make a capital contribution towards improving Common Drove drainage channel allowing this to be taken over by the North Level IDB.

Other issues

The Architectural Liaison Officer and the Cambridgeshire Fire and Rescue Service were reconsulted over the application. The former previously recommended alterations to the layout under the previous application and these were incorporated. The latter recommended adequate provision to be made for fire hydrants and has reiterated that advice.

A bin storage strategy can be made a condition of consent.

Contributions

Contributors raised issues relating to the following relevant planning issues; high water table, existing trees and hedges, contamination, overdevelopment, adequacy of sewerage facilities, electricity supply, narrow site roads, lack of open space, increased vehicle movement onto the narrow and already overused road network, noise and nuisance, play facilities, density and character. All of these issues have been assessed during the course of the application and amendments to the application made and commented on above. From a planning point of view it is considered that, subject to the submission of further details which can be included as conditions of consent, the application as submitted will result in an adequate development of its kind.

Conclusion

The current application proposes a reduction in caravan units over the application previously refused. It has undergone considerable discussion and revision to bring it to a point where consultees are content with the submission subject to conditions and a Section 106 agreement. The proposal is in accordance with planning policy and will add value to an otherwise declining and unsightly development site.

6.

RECOMMENDATION

Grant subject to the following conditions:

- 1 The development permitted shall be begun before the expiration of 3 years from the date of this permission.**

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

- 2** Prior to commencement of development full details shall be submitted and approved in writing showing the reinstatement of the drainage ditch on the eastern boundary of the site to link into the Common Drove drain. The works shall then be carried out in accordance with the approved scheme and therefore retained and maintained.

Reason – To ensure satisfactory drainage of the site.

- 3** Prior to the commencement of development hereby approved, full details relating to the upgrade of the Common Drove drain to meet the Internal Drainage Board requirements shall be submitted to and approved in writing by the Local Planning Authority. The works shall then be carried out in accordance with the approved scheme and thereafter retained and maintained in perpetuity.

Reason – To ensure satisfactory drainage of the site.

- 4** All peripheral landscaping shown on drawing No. 1001-PL-1-10 date stamped 5 May 2011 shall be retained and prior to the commencement of development hereby approved, full details of both hard and soft landscaping shall be submitted and approved in writing by the Local Planning Authority. Such details shall include:

- a) hard surfacing, other hard landscape features and materials;
- b) planting plans including specification of species and size;
- c) details of planting or features to be provided to enhance the value of the development for biodiversity and wildlife;
- d) location of all service runs;
- e) car parking layout;
- f) vehicle and pedestrian access and circulation areas;
- g) management and maintenance details.

Reason - To ensure that the appearance of the development is satisfactory and that it contributes to the visual character and amenity of the area and to protect the character of the site.

- 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 the development a scheme shall be submitted to and approved in writing by the Local Planning Authority which details the construction and surface of the road. The caravans hereby approved shall not be occupied until the roads associated with the caravans have been constructed and surfaced in accordance with the approved scheme.**

Reason - In order to ensure that adequate vehicular and pedestrian access is provided in the interests of highway safety.

- 7 Notwithstanding the details shown on drawing No. 1001-PL-1-10 date stamped 5 May 2011 prior to the commencement of development hereby approved further details relating to the internal road and parking layout radii shall be provided to ensure that adequate vehicle movement within the site is achievable. The development is then to be carried out in accordance with the approved scheme and thereafter retained and maintained.**

Reason – In order to ensure that adequate vehicular access is provided within the site.

- 8 Prior to the commencement of development, a scheme for the provision of external lighting shall be submitted to and approved in writing by the Local Planning Authority. Such approved details shall be installed prior to commencement of use/occupation of any dwellings and retained thereafter in perpetuity.**

Reason - In order to ensure that the site meets the crime prevention guidelines.

- 9 Prior to the commencement of any development, a scheme and timetable for the provision and implementation of foul and surface water drainage shall be submitted and approved in writing by the Local Authority. The works/scheme shall be constructed and completed in accordance with the approved plans/specification at such time(s) as may be specified in the approved scheme and thereafter retained in perpetuity.**

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

- 10 Prior to commencement of development a refuse collection strategy shall be submitted to and approved in writing by the Local Planning Authority. The refuse collection shall accord with the agreed details and thereafter be retained in perpetuity unless otherwise agreed in writing.**

Reason - To ensure a satisfactory form of refuse collection.

- 11 Prior to the commencement of the development a scheme and timetable for the provision of fire hydrants shall be submitted to, and agreed in writing by, the Local Planning Authority in consultation with the Chief Fire Officer and provision of the fire hydrants shall be made in accordance with the scheme and timetable.

Reason - To ensure a satisfactory form of development.

- 12 No development or preliminary groundworks of any kind shall take place until the applicant has secured the implementation of a programme and timetable of archaeological work and recording in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the Local Planning Authority. The approved programme shall then be implemented in accordance with the approved timetable prior to any other works taking place on site.

Reason - To secure the provision of the investigation and recording of archaeological remains threatened by the development and the reporting and dissemination of the results in accordance with Policy E7 of the Fenland District Wide Local Plan.

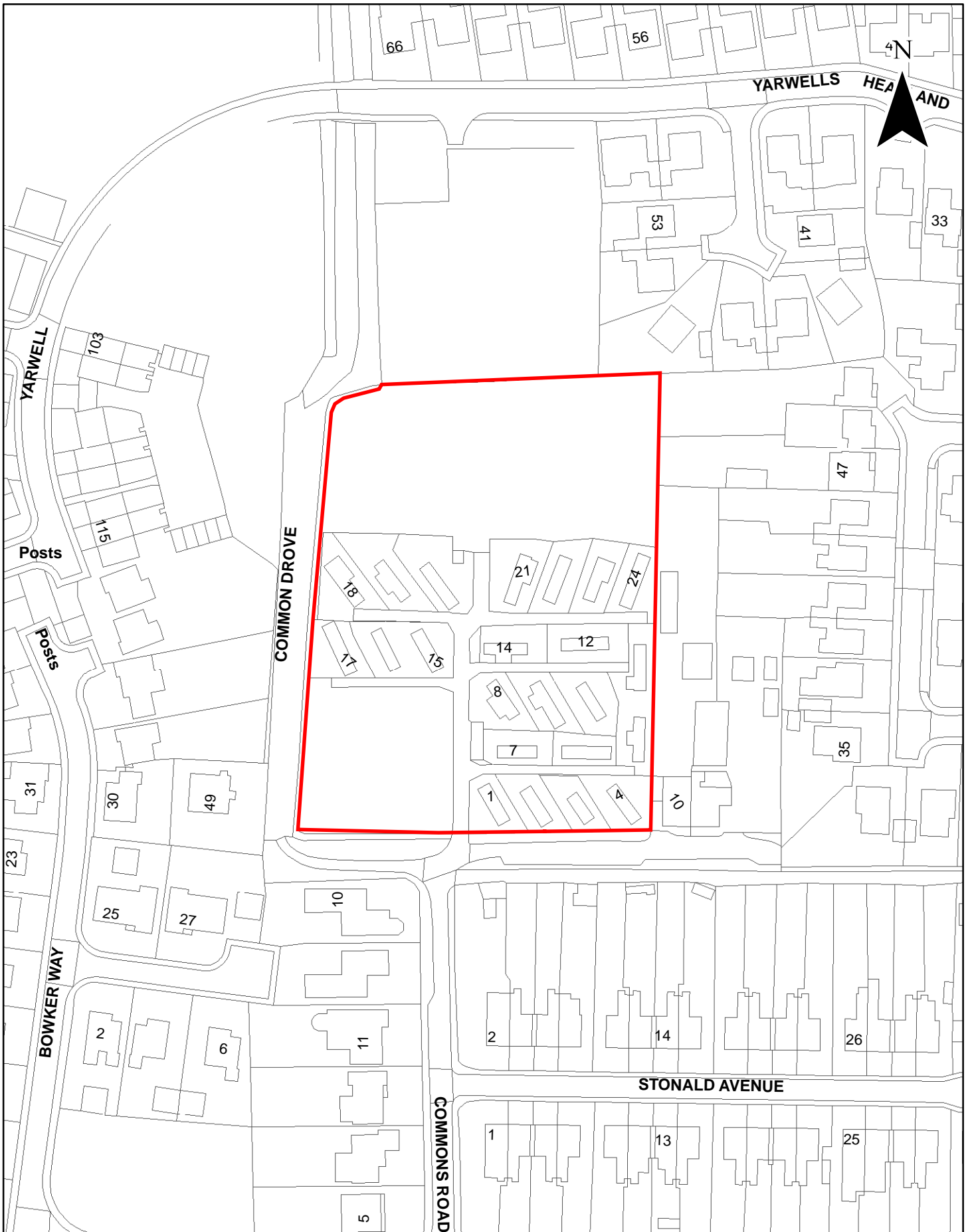
- 13 That details of a suitable and secure (anti-vandal) boundary fence be submitted for approval prior to the commencement of work on site and thereafter erected along the northern boundary between the application site and the area of Public Open Space before the first caravan on site is occupied.

Reason - In order to ensure that the site meets the crime prevention guidelines.

A Section 106 Agreement in relation to a contribution to the upgrading of the Common Drove ditch with a view to adoption by the IDB shall be entered into.

INFORMATIVE

The applicant should be aware that if any existing caravans are to remain on the site, a further application will be required.



Copyright Notice

This map is reproduced from Ordnance survey material with the permission of OS on behalf of the controller of Her Majesty's Stationery Office © Crown copyright.

Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Fenland District Council 10023778, 2011.

Development Services
F/YR11/0337/F

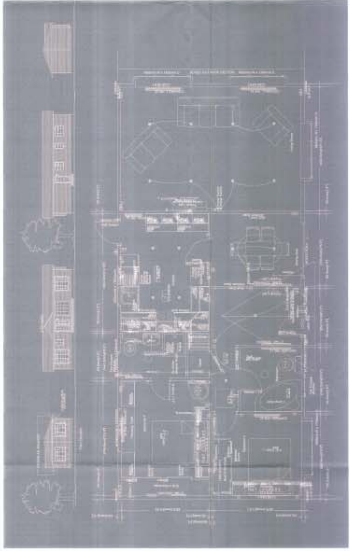
Scale: 1:1,250



NOTES:
 1. ALL DIMENSIONS ARE IN METRES UNLESS OTHERWISE SPECIFIED.
 2. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.
 3. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.
 4. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.



PHOTOS OF UNITS



PLAN OF UNIT SCALE 1:500
 ELEVATIONS SCALE 1:500

NOTE:
 1. ALL DIMENSIONS ARE IN METRES UNLESS OTHERWISE SPECIFIED.
 2. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.
 3. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.
 4. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.

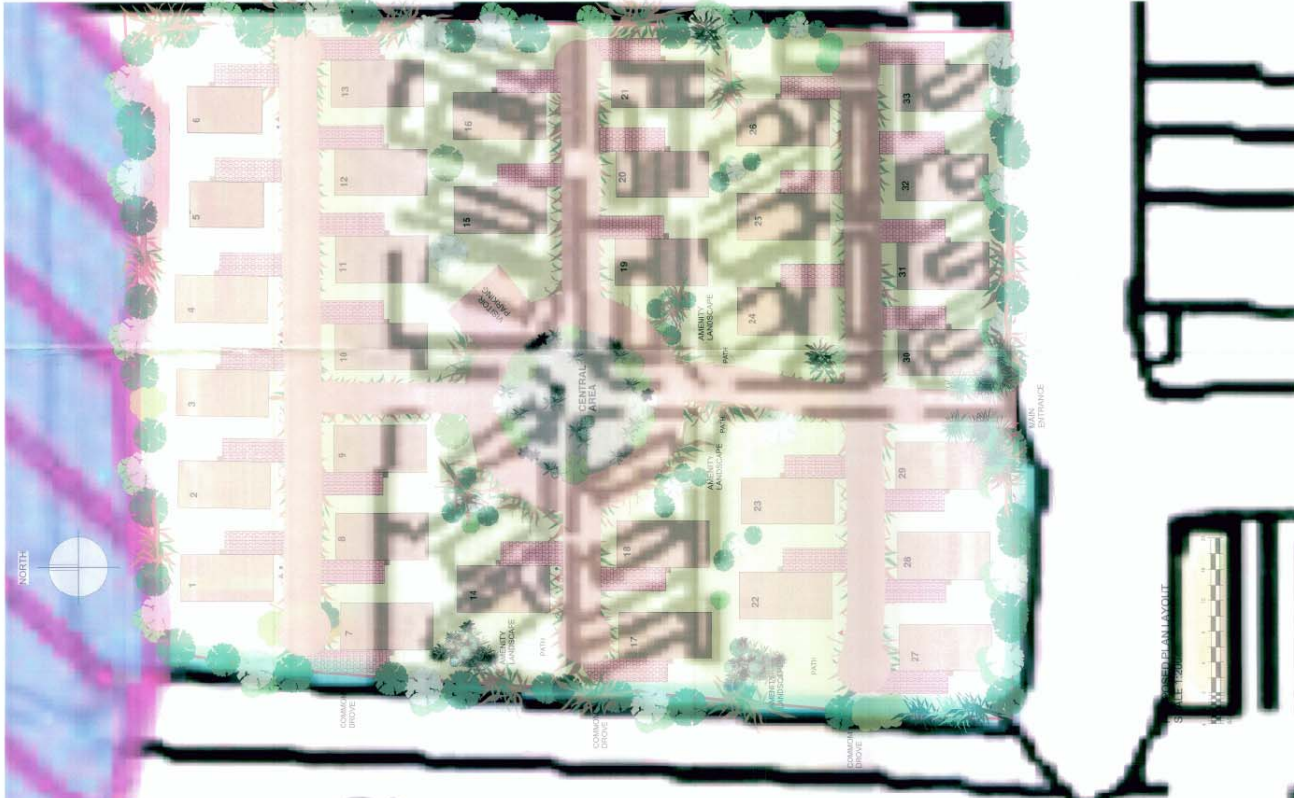
RE-USE CONCRETE CURT
 3M MAX GROUNDING
 OF AREA TO ACCOMMODATE
 4. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.
 5. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.

TYPICAL UNIT (40' x 20') LAYOUT
 SCALE 1:200



LIGHTING BOLLARD

SITE PLAN
 SCALE 1:1250



LANDSCAPED PLAN LAYOUT
 SCALE 1:1250

NO.	REVISION	DATE	BY
1	APPROVED FOR PLANNING	10/15/10	PL
2	REVISIONS	10/15/10	PL
3	REVISIONS	10/15/10	PL
4	REVISIONS	10/15/10	PL