

F/YR15/0637/F

**Applicant: Mrs F Coulson
Roddons Housing Association**

**Agent : Mr T Welland
The Design Partnership (Ely) Ltd**

**Land South West Of The Bungalow, Broad Drove East, Tydd St Giles,
Cambridgeshire**

**Erection of 12 x 2-storey dwellings comprising 8 x 2-bed and 4 x 3-bed with
associated sheds and highway works**

**Reason for Committee: Due to the level of support received contrary to Officer
recommendation.**

1 EXECUTIVE SUMMARY

This is a full application for 12 x 2-storey dwellings at Broad Drove East, Tydd St Giles. The site is currently agricultural, rural in character and detached from the main settlement by approximately 170m. The development is proposed to be 100% affordable housing.

The affordable nature of the development has been balanced against the key constraints of the site, namely its location away from the main settlement and within Flood Zone 3, the form and character of the proposed development and highway safety considerations. The proposal is considered to conflict with Policies LP2, LP3, LP12, LP14 and LP16 due to the above issues and as such the affordable nature and benefits of the development is not considered to outweigh the concerns in this instance. As such the proposal is recommended for refusal.

2 SITE DESCRIPTION

The site is located to the north of Broad Drove East and to the west of the main settlement of Tydd St Giles. The site currently comprises open agricultural land. Adjacent to the site to the east is a single dwelling, The Bungalow, and to the east is another parcel of agricultural land with dwellings beyond. Opposite the site, to the south are further agricultural fields with sporadic dwellings and open agricultural land lies to the north. The site is detached from the main settlement and affords long open views across the rural landscape. The immediate area is characterised by agricultural land with sporadic dwellings. The site is within Flood Zone 3 and Broad Drove East is a classified road.

3 PROPOSAL

This is a full application for the erection of 12 x 2-storey dwellings with associated highway works. The dwellings are to comprise of 8 x 2-bed and 4 x 3-bed dwellings. The dwellings are proposed to be 100% affordable housing as part of Reddens Housing Association stock.

The proposed layout shows the dwellings sited around a central shared driveway, accessed off Broad Drove East and with a turning head within the site. Each dwelling is proposed to have its own area of rear private amenity space with shed and 2 parking spaces for each dwelling. Two additional accesses are proposed off Broad Drove East to provide access to the parking spaces for plots 1 and 12. The dwellings are all semi-detached and the site will be bounded by 1.8m and 0.9m high close boarded fencing, with a new strip of landscaping proposed to the western side boundary.

The design of the dwellings is relatively simple with gable roof features to the sides and porch features above the main doors. Solar panels are indicated on the roof slopes and the dwellings will be constructed from red facing brick, brown interlocking double pantiles and white PVCu windows.

4 SITE PLANNING HISTORY

No relevant planning history for this site however the following application on the adjacent site to the west is relevant:

| | | |
|---------------|--|------------------|
| F/YR13/0905/F | Erection of 12 x 2-storey dwellings comprising 8 x 2-bed and 4 x 3-bed with associated sheds and 2.1m high (max) close boarded fence with trellis over | Refused 06.03.14 |
|---------------|--|------------------|

5 CONSULTATIONS

Parish Council:

The application is for rental properties and not for first time buyers. As this does not agree with our policy on affordable housing in the village, the parish council are unable to support the application

CCC Highways

Broad Drove East varies in width however a typical width of 3.5m - 4.m is inadequate. As such 2 passing bays should be provided either side of the main access. Visibility is acceptable. A new footway and street lighting would be required. Queried why access for parking for plots 1 and 12 cannot be taken from the main access into the development.

FDC Environmental Health

No objections in terms of local air quality or the noise climate. Contaminated land is not likely to be an issue.

Police Architectural Liaison

Layout acceptable. Exterior lighting on the individual dwellings is adequate. Support the proposal.

Anglian Water

Has assets within or close to the site boundary therefore require an informative to be added to any permission. The sewerage system at present has capacity for the additional flows. Request that a surface water strategy is conditioned.

FDC Housing Strategy

LP5 requires 3 dwellings to be provided for affordable housing however it is proposed that all of the homes will be affordable tenure. Homes will be allocated to people with a local connection as the first priority. The proposed mix of 2 and 3 bedroom homes will meet an indicated demand for this area and the delivery of 12 affordable homes will contribute to Fenlands delivery of affordable homes.

CCC Lead Local Flood Authority

No response received.

NHS England:

No response received.

FDC Environment and Leisure

No objections in principle but require clarification of the access surfacing/construction and notification procedures for collection and storage of waste before residents move in.

North Level IDB:

No comment to make with regards to the application.

CCC Economy and Growth:

No education, waste or lifelong learning contributions required.

Environment Agency:

Require a condition relating to the development being carried out in accordance with the submitted FRA.

Local Residents/Interested Parties

Objectors

Objections received from 14 separate addresses concerning (in summary):

- Unsuitable location for social housing;
- The village has no shop or doctor and limited public transport;
- Development of this site would make the remaining agricultural land unworkable;
- There is no mains drainage and no gas;
- The land is subject to flooding and is in Flood Zone 3;
- The character of the area will be destroyed;
- Concerns over highway safety due to road width and potential traffic increase;
- The development will be out of character;
- The number of houses currently for sale shows that more houses are not needed in Tydd St Giles;
- The application is similar to F/YR13/0905/F which was refused in 2014.
- Loss of views of the countryside;
- Concern over the number of cars that the development would generate;
- There is better suited land closer to the village centre;
- Concern over disturbance to neighbouring dwellings;
- Adverse impacts on wildlife;
- Broad Drove East has no streetlights;
- No appropriate SUDS scheme is proposed;
- Impacts on the local schools and services;

- The development will set a precedent for development in this area;
- No pre-application community consultation has been carried out;
- Concerns over noise pollution from the occupants;
- Concerns over bins being left in the road;
- Loss of privacy and overlooking;
- The documentation discounting other sites only show 4 sites where the Parish Council minutes stated that 10 possible new sites would be looked into;
- The land was used for growing wheat at the end of August 2015;
- The Design and Access Statement appears to be misleading.

Supporters

2 letters of support and 1 petition containing 81 signatures in support of the application concerning (in summary):

- Supportive of the need for affordable housing within the Parish;
- A more balanced demographic population is required to help sustain and enhance the village facilities;
- Most of the new housing is not affordable for the young and their families;
- Many people in the village will have started life in rented, council owned or agricultural cottages and it is sad that this chance is denied to others;
- The village school has space for more children;
- There is a regular bus service and a well-equipped playing field;
- The village needs to expand but with developments that local people can afford.

Representations

1 letter received explaining there may be an alternative available site in Newgate Road with possibility of an access.

6 POLICY FRAMEWORK

National Planning Policy Framework (NPPF)

Paragraph 14: A presumption in favour of sustainable development;

Paragraph 17: Core planning principles;

Section 6: Delivering a wide choice of high quality homes;

Section 7: Requiring good design;

Section 10: Meeting the challenge of climate change, flooding and coastal change.

National Planning Policy Guidance (NPPG)

Design;

Flood Risk and Coastal Change;

Health and Wellbeing;

Rural Housing.

Fenland Local Plan 2014

LP1: A presumption in favour of sustainable development;

LP2: Facilitating health and wellbeing of Fenland residents;

LP3: Spatial strategy, the settlement hierarchy and the countryside;

LP4: Housing

LP5: Meeting housing need;

LP12: Rural areas development policy;

LP14: Responding to climate change and managing the risk of flooding in Fenland;

LP15: Facilitating the creation of a more sustainable transport network in Fenland;

LP16: Delivering and protecting high quality environments across the District.

7 KEY ISSUES

- **Principle of Development**
- **Layout, Design and Highway Safety**
- **Flood Risk**
- **Affordable Housing Considerations**
- **Health and wellbeing**
- **Economic Growth**

8 BACKGROUND

An application was submitted in 2013 under planning reference F/YR13/0905/F for 12 affordable dwellings on the site directly adjacent to the west of this site. This application was refused on the grounds of its location away from the main settlement, within Flood Zone 3, the form and character of the development and highway safety issues. Following this, the current application has been submitted on the adjacent site and has been accompanied by further information in support of the choice of this location and the need for Affordable Housing within Tydd St Giles.

9 ASSESSMENT

Principle of Development

Policy LP3 of the Fenland Local Plan identifies Tydd St Giles as a small village where development will be considered on its merits but will normally be limited in scale to residential infilling. It is noted that this site is not located within the main settlement core and also is not considered to represent the infilling of an otherwise built up frontage and as such the proposal fails to comply with LP3 in this regard. Furthermore, Policy LP12 states that for development in villages the site should be in or adjacent to the existing developed footprint of the village, which is considered to be the continuous built form of the settlement and excludes individual buildings that are clearly detached from the continuous, built up settlement and agricultural buildings and associated land on the edge of the settlement. As such the proposed development is not considered to comply with Policy in principle terms.

Layout, Design and Highway Safety

The layout of the proposed development sees the introduction of 6 pairs of semi-detached properties in a cup-de-sac form. This would be at odds with the prevailing form of development in the immediate area which sees sporadic and intermittent frontage dwellings located amongst parcels of farm land. Policy LP12 states that new development should be of a scale and in a location that is in keeping with the core shape and form of the character, and Policy LP16 goes on to say that new development should reinforce local identity and should not adversely affect the settlement pattern, the landscape character or the surrounding area. The introduction of an in-depth development would result in a suburban development which would serve to erode the rural character of the surroundings and as such would be contrary to the provisions of LP12 and LP16.

No objections are raised to the design of the dwellings, or the provision of parking and amenity space within the development itself, however the overall form of the development would be incongruous in the street scene and would adversely affect the character of the area.

In terms of highway safety, the proposal involves the formation of 3 new accesses, 1 main central access plus 2 accesses either side to serve the parking spaces for plots 1 and 12. The Local Highway Authority have raised concerns with the width of Broad Drove East and have questioned the need for the 2 additional accesses for plots 1 and 12. The LHA have advised that they would prefer to see a single point of access and the removal of the 2 additional accesses serving plots 1 and 12. The LHA have advised that the development would require the addition of 2 passing bays either side of the access plus the provision of a footpath therefore it is considered that there would be substantial works required to make the development acceptable in highway safety terms due to the width of Broad Drove East. It is noted however that the parking provision within the site as a whole and the achievable visibility splays are considered to be acceptable.

Flood Risk

Policy LP14 of the Local Plan and the NPPF seeks to ensure that development is directed to the areas with the lowest probability of flooding and that reliance should not be placed in the first instance on flood defence and flood mitigation. The NPPF makes it quite clear that it is only if there are no other sites with lower flood risk available that consideration should be given as to whether the development could be made safe and not increase the risk of flooding elsewhere through the application of the sequential test. The site lies within Flood Zone 3 which is a high risk area for flooding. The application has been accompanied by a Flood Risk Assessment which concludes that the site is in a defended flood plain and is protected from flooding by extensive defences, therefore the risk of flooding from all sources is considered to be low. It is noted that the EA have no objections to the scheme however the sequential test is for the LPA to consider and the EA only take into consideration the technical aspects of the FRA when arriving at their recommendation. The submitted FRA fails to demonstrate that the site is sequentially preferable in flood risk terms and therefore the proposal fails to demonstrate compliance with the sequential and exceptions tests and as such fails to accord with the provisions of Policy LP14 and Paragraphs 100 onwards of the NPPF.

Affordable Housing Considerations

The Fenland Local Plan now no longer includes a policy for rural exceptions sites for Affordable Housing however Policy LP5 seeks the provision of affordable housing as part of some developments to meet an identified housing need. This application has been accompanied by a report from Cambridgeshire Acre which confirms the need for affordable housing in Tydd St Giles and provides evidence, figures and tenure requirements to support this conclusion. This report has been noted and taken into consideration when assessing the scheme. The Housing Strategy and Enabling Officer has confirmed that this development will contribute to the local housing needs identified in Tydd St Giles and the proposed units meet the required tenure demands.

Furthermore, the application has been submitted with a report showing the other sites that were considered within the village and why they were discounted in order to justify why this site was chosen. The evidence supplied demonstrates that the proposal is to provide affordable housing to support the delivery of an identified need, however this is required to be balanced with the other constraints of the site, including the highway safety considerations, form and character and flood risk. When balanced against these it is considered that the unsustainable location, the adverse impacts on the rural character of the surrounding area and the high risk flood zone are not outweighed by the affordable housing provision that the development would achieve.

Health and wellbeing

Policy LP2 of the Fenland Local Plan seeks to ensure that development proposals positively contribute to a healthy, safe and equitable living environment by creating sufficient and the right mix of homes in the right location, building homes that are easy to warm and safe from flooding, prompting high levels of residential amenity and avoiding adverse impacts, amongst other things. It is noted that the development will provide an identified required mix of homes which provide good residential amenity and will be easy to warm, thus complying with these parts of LP2, however the proposal is not considered to be in the right location or in a location safe from flooding and as such the proposal fails to comply with these parts of LP2.

Economic Growth

The proposal will provide opportunity for local employment during the construction phase and will provide affordable homes for Fenland's housing stock, as well as securing funding for the development. As such the proposal is considered to contribute to the economic growth of the District and complies with policy LP6 of the Fenland Local Plan in this regards.

10 CONCLUSIONS

The proposed development has been considered against the affordable housing needs that would be met, as well as the wider policy considerations that are relevant in this instance. The site is completely detached from the main built settlement of Tydd St Giles, is of a suburban nature which is at odds with, and adversely impacts upon the rural character, raises concerns with regards to highway safety and the mitigation required to make the scheme acceptable and is within Flood Zone 3. The proposal therefore fails to accord with Policies LP3, LP12, LP14 and LP16 and it is considered that these issues are not outweighed by the provision of affordable housing in this instance. As such the proposal is recommended for refusal.

11 RECOMMENDATION

Refuse

1. Policy LP3 of the Fenland Local Plan, 2014, states that development in Tydd St Giles should be of a very limited nature and limited in scale to residential infilling and Policy LP12 states that new development should be on sites in or adjacent to the existing developed footprint of the village. The proposed development, due to the sites location which is detached from the main settlement would fail to comply with the provisions of Policies LP3 and LP12 of the Fenland Local Plan, 2014.

2. Policy LP12 states that new development should not have an adverse impact on the character and appearance of the surrounding countryside and farmland and that the proposal should be of a scale and in a location in keeping with the core shape and form of the settlement. By reason of the proposed layout and number of dwellings the proposal would result in a suburban development which would be out of character with, and adversely affect, the surrounding countryside. As such the proposal fails to comply with Policy LP12 of the Fenland Local Plan, 2014.

3. The proposal is contrary to LP14 of the Fenland Local Plan and Section 10 of the National Planning Policy Framework in that the development is located in a high risk flood area and the applicant has not provided sufficient evidence to establish that there are no other reasonably available sites in areas with a lower probability of flooding. The proposal therefore fails the sequential approach to flood risk as the development will result in an unwarranted intrusion into an area susceptible to flooding.



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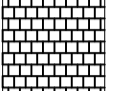
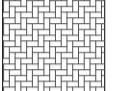

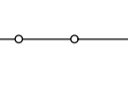

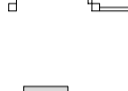









Scale = 1:2,500



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DO NOT SCALE FROM THIS DRAWING
 THE GENERAL CONTRACTOR IS TO CHECK ALL DIMENSIONS ON SITE AND REPORT ANY DISCREPANCIES TO THE SUPERVISING OFFICER.
 ALL DIMENSIONS ARE SHOWN IN 'mm' UNLESS OTHERWISE STATED.

NOTES:

-  New adoptable roadway into site with 1.8m wide footpath to both sides
-  Tegula block paving to 6.0m wide shared surface roadway with 0.5m service strip and turning area
-  100 x 200mm block pavers in herring bone pattern to parking spaces
-  450x450mm paving slabs to footpaths and bin collection point
-  1.0m metal rail fencing
-  0.9m timber post and rail fencing
-  1.8m high close boarded fence. Gates to have min. 900mm clear opening and shall be lockable to Secured by Design standards.
-  Proposed location of wheelie bin storage (3nr 240 litre per dwelling)
-  Indicative location of 210 litre water butt
-  Indicative location of 220 litre compost bin
-  Timber garden shed to provide cycle storage for a min. of two cycles and 1m² tool storage
-  Indicative location of rotary clothes drier
-  Proposed specimen tree to approval of Local Authority.
-  Existing trees off site un-affected by proposals
-  Proposed landscaping to approval of Local Authority
-  Indicative existing and proposed levels

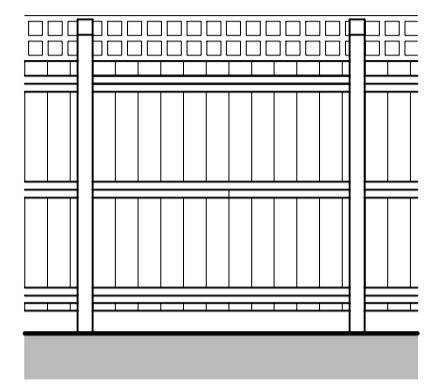
Note: External lighting is to be provided in accordance with BS 5489. A lighting design is to be carried out by a Lighting Engineer following planning approval and further consultation with the Architectural Liaison Officer will be required to ensure conformity with Secured by Design.

The Design Partnership
 The Design Partnership (Ely) Ltd
 Claremont House,
 10 Station Road,
 Chatteris,
 Cambridgeshire PE16 6AG
 Tel: 01354 693111

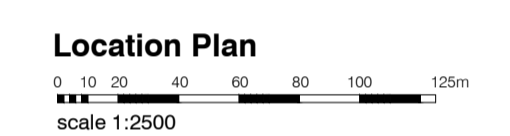
Job Title
**Proposed Affordable Housing Development
 Broad Drive Tydd St Giles for
 Circle Housing - Roddons**

Drawing Title
**PLANNING APPLICATION
 Site and Location Plan**

| | | | | |
|---------|----------|-----|------------|------|
| Date | Scale | Dwn | Dwg No. | Rev. |
| June 15 | as shown | aw | CA-628-P11 | A |



Fencing Detail
 1.8m high close boarded fence topped with 300mm trellis
 scale 1:50

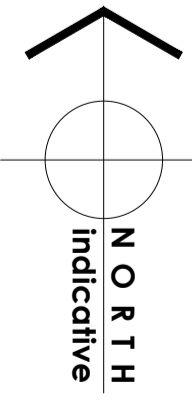


Location Plan
 scale 1:2500

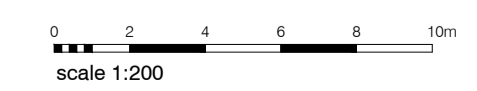
Development Summary:

| | | | | |
|-------|------------------|---------------------|--------------|---------------------|
| House | 2 Bed / 4 Person | 77 m ² | 6 | Plots 1,3,4,9,10,11 |
| House | 2 Bed / 4 Person | 79.5 m ² | 2 | Plots 2 & 12 |
| House | 3 Bed / 6 Person | 100 m ² | 4 | Plots 5,6,7,8 |
| | | | TOTAL | 12 Dwellings |

Site Area 0.452 Ha
 2 parking spaces per dwelling



SITE PLAN



scale 1:200