F/YR16/0704/O

Applicant: Tesco Stores Limited Agent: Mr J Mills Contour Planning

Services Ltd

Land West of 27 – 31 Cemetery Road, Whittlesey

Erection of 20 dwellings (Outline application with matters committed in respect of access and layout)

Reason for Committee: The application has been called in by Councillor Boden and Councillor Mrs Mayor on the grounds of the development for houses being out of keeping with the surrounding area, the potential for overlooking and loss of privacy for the neighbouring dwellings and surgery, the shortage of bungalows available in close proximity to the town centre, highway safety and increased traffic problems.

1 EXECUTIVE SUMMARY

This is an outline application for the erection of 20 dwellings with the access arrangements and layout committed and all other matters (scale, external appearance and landscaping) reserved for later consideration. The site is located within the main settlement of Whittlesey, in close proximity to the town centre and as such is considered to be a sustainable location for residential development. Furthermore, there have been previous approvals for residential development on this site.

The key issues for consideration are:

- Principle of development;
- Form and Character and Impact on Residential Amenity
- Highway Safety
- Impact on the Conservation Area
- Section 106 and Viability considerations.

The proposal has been considered against the relevant local and national planning policies and is considered to comply with these in terms of the principle of development, impacts on the surrounding area and highway safety. As such the proposal is considered to be acceptable and is recommended for approval subject to the completion of the viability assessment and Section 106 agreement if one is required following the viability outcomes. It is also recommended that delegated powers be given to the Head of Planning to agree the viability and Section 106 requirements of the site.

2 SITE DESCRIPTION

2.1 The application site is located to the east of Cemetery Road and the west of High Causeway in Whittlesey. The site is currently vacant and somewhat overgrown in

parts. The site is bounded to the north and west by existing residential development comprising James Gardens and High Causeway. To the south is the Doctors' Surgery and the main town centre of Whittlesey is located further to the south across the main road. The site is within walking distance of the Town Centre, various facilities (i.e. the Manor Leisure Centre) and public transport links. The site is within Flood Zone 1 and lies adjacent to the Conservation Area at its north-westernmost point.

3 PROPOSAL

- 3.1 This is an outline application for the erection of 20 dwellings. The proposed access and site layout are committed for consideration at this stage, with the remaining matters of scale, external appearance and landscaping reserved for consideration as part of a later application.
- 3.2 The site is proposed to be accessed off Cemetery Road via an existing access point which is currently fenced off. The access will run between numbers 27 and 31 Cemetery Road and will lead into the main part of the site via an adoptable road where the dwellings will be located.
- 3.3 The proposed development will consist of 9 pairs of semi-detached dwellings and 2 detached dwellings which will be located to the westernmost part of the site. The dwellings will be arranged either side of the access road which will culminate in a turning head in front of the detached dwellings (Plots 13 and 14). Each dwelling will have an area of rear private amenity space and driveways and garages will be provided between the pairs of semi-detached dwellings for plots 6 11. Plots 1, 2, 3, 4, 5 and 20 will have allocated parking and plots 15 19 will have driveways to the sides of the dwellings. Plots 13 and 14 (the detached dwellings) will have an attached single garage and a driveway providing 2 parking spaces.
- 3.4 In design terms, the external appearance of the development has not been committed as part of this application and as such no detailed plans have been submitted to support this element. An indicative street scene has been submitted however which shows plots 3 12 and indicates 2-storey dwellings of a relatively simple design with porch and chimney features to some of the dwellings. The external appearance of the development will be fully considered at Reserved Matters stage.
- 3.5 Full plans and associated documents can be viewed at: https://www.fenland.gov.uk/publicaccess/applicationDetails.do?activeTab=documents&keyVal=OB2W1UHE01U00

4 SITE PLANNING HISTORY

F/YR11/0587/EXTIME	Erection of 13 x 2-bed bungalows (including 7 chalet bungalows) with garages (renewal of planning permission F/YR05/0708/F)	
F/YR10/0046/F	Erection of Foodstore (A1) with associated access, car parking 3.6 and 2.0 metre high acoustic fences and associated works involving demolition	
	of dwellings and buildings.	
F/YR06/0639/O	Residential Development (0.17ha) involving demolition of existing workshop/office.	
F/YR05/0708/F	Erection of 13 x 2-bed bungalows (including 7 chalet bungalows) with garages.	
F/YR00/0332/O	Erection of a foodstore with associated parking.	Refused 20.07.2001.

5 CONSULTATIONS

5.1 Town Council:

Recommend refusal due to over-intensification of the site, lack of parking, highways issues and overlooking of the Doctors' Surgery.

5.2 FDC Environmental Health:

No objections in terms of local air quality or the noise climate. The unsuspected contamination condition is required.

5.3 Crime Prevention Team

No response received at the time of writing this report.

5.4 Anglian Water

No response received at the time of writing this report.

5.5 FDC Housing Strategy

Affordable housing will be required on site however FDC are aware that there have been difficulties obtaining Registered Providers for smaller sites. Alternatively if the applicant chooses to provide a financial contribution rather than on site provision the contribution will be calculated in accordance with LP5 and for a site of 20 dwellings it is expected to be equivalent to 5 dwellings.

5.6 CCC Highways:

No highway objections subject to conditions in relation to access construction, access drainage, highway layout, management and maintenance of the streets and road and footway construction.

5.7 CCC Lead Local Flood Authority (LLFA):

No objections in principle as the applicant has demonstrated that the surface water can be dealt with on site. Recommend a condition requiring a surface water drainage strategy and its maintenance is attached.

5.8 NHS Property Services:

No response received at the time of writing this report.

5.9 Cambs Fire and Rescue:

Require that adequate provision is made for fire hydrants by way of condition or Section 106.

5.10 FDC Operations and Leisure:

No objection in principle. The access road will need to accommodate gross vehicle weights of up to 26 tonnes and be adopted. Bins will be required to be provided and new residents will require notification of collection and storage details. Residents should not pull or carry waste for a distance of more than 30m.

5.11 FDC Transport Development Manager:

No response received at the time of writing this report.

5.12 North Level IDB:

No comment to make as the proposed surface water discharge is to Middle Level's area.

5.13 CCC Archaeology:

The site is located in an area of high archaeological potential and therefore the standard archaeological condition is required.

5.14 CCC Growth and Economy:

Early Years Education:

The development will generate a net increase of 4 early years children of which 2 will be entitled to free provision therefore a contribution of £34,808 is required as Alderman Jacobs Pre-school has insufficient capacity.

Primary Education:

The proposal will generate 4 primary aged children and due to Alderman Jacobs school having insufficient capacity a contribution of £8,572 is sought towards primary education.

Secondary Education:

The development will generate an increase of 3 secondary aged children, Sir Harry Smith Community College has insufficient capacity therefore a contribution of £69,999 is required.

Libraries and Lifelong Learning:

No contribution towards lifelong learning is requested as Whittlesey Library has capacity.

Strategic Waste:

There are already 5 contributions pooled towards strategic waste therefore no contribution is required. Monitoring fees of £150 are required.

5.15 The Whittlesey Society:

No response received at the time of writing this report.

5.16 FDC Open Spaces and Landscape:

No response received at the time of writing this report.

5.17 Local Residents/Interested Parties

Objectors

8 letters received from neighbouring residents (James Gardens, High Causeway and The New Queen Street Surgery) concerning (in summary):

- There have been a number of applications on this site;
- The previous approvals for bungalows/chalet bungalows are more acceptable;
- Strongly opposed to the construction of 20 2-storey houses;
- Cannot see how 20 houses can be accommodated whilst providing enough inside and outside space;
- Loss of privacy and overlooking;
- Too many houses proposed and would overshadow existing gardens;
- Concern over the impact on traffic along Cemetery Road which is already busy;
- The location is likely to appeal to the elderly (close to town centre and doctors surgery) therefore the previous dwellings would have been more suitable:
- Increased noise and disturbance from the development;
- It is inevitable that the land will be used for housing and no objections to the principle as it is an eyesore at present however bungalows would be better;
- Concerned over patient confidentiality as the clinical rooms are located adjacent to the boundary of the application site and 2 storey dwellings could overlook these:
- A brick wall at least as high as the existing fence should be built between the development and James Gardens to prevent unauthorised access;
- The development is out of keeping with the adjacent dwellings which are bungalows;

Representations

1 letter received from a neighbouring resident (High Causeway) concerning (in summary):

 No issues with the planning application but note there is a family of muntjack deer that live on the wasteland;

6 POLICY FRAMEWORK

6.1 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 12: Conserving and enhancing the historic environment.

6.2 National Planning Policy Guidance (NPPG)

Design

Health and Wellbeing

6.3 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;

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

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

LP17: Community Safety

LP18: The historic environment:

LP19: The natural environment.

7 KEY ISSUES

- Principle of Development
- Layout and Design and Impact on Residential Amenity and the Surrounding Area
- Highway Safety and Access
- Impact on the Conservation Area
- Section 106 and Viability Considerations
- Health and Wellbeing
- Economic Growth
- Other Matters

8 BACKGROUND

- 8.1 There have been a number of applications submitted for this site over a long period of time, the most recent of these are summarised in the Site History section of this report. Outline Permission was originally granted in 1991 for 38 self-contained flats and wardens flat which was followed by Reserved Matters applications approved in 1992 for 8 sheltered housing units comprising of a 2-storey block and a part 2-storey/part-single storey block. Following this in 2006 an application for 13 x 2-bed bungalows was approved which included 7 chalet bungalows. In 2011 this permission was renewed by way of an extension of time application which extended the life of the permission until October 2014. This has since lapsed as the permission was not implemented.
- 8.2 In addition to the residential approvals there have been a number of retail proposals for the site which have been refused in 2001, 2006 and 2010.

9 ASSESSMENT

Principle of Development

9.1 The site is located within the main settlement of Whittlesey. Policy LP3 identifies Whittlesey as a Market Town where the majority of the district's new housing, employment growth, retail growth and wider service provision should take place. As such the proposal is considered to be acceptable in principle and complies with Policy LP3 of the Fenland Local Plan.

Layout, Design and Impact on Residential Amenity and the Surrounding Area

- 9.2 The proposed layout shows a mixed arrangement of semi-detached and detached properties. In the main the proposed layout is acceptable and represents a suitable density when viewed within the context of the surrounding area. Each dwelling is proposed to have an area of private rear amenity space and parking spaces on driveways or parking courts.
- 9.3 A street scene elevation plan has been submitted for a section of the development which shows 2-storey dwellings with design variations. This is not committed at this stage however and the external appearance and scale of the dwellings will be fully assessed at Reserved Matters Stage.
- 9.4 In terms of the character of the surrounding area it is noted that James Gardens is a development of bungalows however many of the other dwellings, including those either side of the proposed access are two-storey in nature and in the wider area there are a mix of dwelling scales. As such, it is considered that the principle of 2-storey dwellings in this location is acceptable and complies with Policy LP16 in this regard.
- 9.5 It is noted that concerns are raised over the 2-storey nature of the development in terms of the amenities of the neighbouring dwellings. This has been taken into consideration and the dwellings proposed on Plots 15 and 16 will need to be carefully designed so as not to cause an adverse impact on the amenities of number 16 James Garden in terms of overlooking and loss of privacy. Whilst a 2-storey dwelling may be appropriate in this location it would perhaps need to take the form of a chalet-style dwelling with roof lights in the rear elevation or with careful fenestration so as not to cause an issue for the existing dwelling. This will be fully explored at Reserved Matters Stage. In terms of impacts on the doctors' surgery, this is a large, 2-storey building and whilst there are windows in the ground floor elevation facing the site, the presence of the boundary fencing and also the distances between the building and proposed dwellings are considered to result in the proposal being acceptable in terms of impact on the surgery.
- 9.6 Given the above consideration, the proposed development of 2-storey dwellings is considered to be acceptable in the context of the surrounding area and, with careful design of some of the plots, would be unlikely to give rise to harmful impacts on the amenities of neighbouring dwellings and buildings. As such the proposal accords with the provisions of Policy LP16 in this instance.

Highway Safety and Access

- 9.7 Access is committed at this stage and the submitted plans show the site being accessed off Cemetery Road via a central adoptable access road. This access will lead centrally through the development, culminating in a turning head to the front of 13 and 14. The Agent has been in discussions with the Local Highway Authority in order to achieve a suitable access arrangement and this has now been agreed. The agreed access will have a width of 5.5 metres with 0.5m of land either side. The LHA have requested a number of conditions which have been summarised in the Consultation section of this report.
- 9.8 The comments in relation to exacerbating existing traffic congestion on Cemetery Road have been noted and taken into consideration. The development will

provide adequate parking within the site for the dwellings and as such this should minimise any on-street parking. Furthermore, the LHA have raised no objections to the proposal on Highway Safety grounds and therefore it would not be reasonable to refuse the application on highway safety grounds, particularly as there have been previous approvals for dwellings on the site.

9.9 The proposal is therefore considered to comply with Policies LP15 and LP16 of the Local Plan in terms of highway safety and access and is therefore acceptable.

Impact on the Conservation Area

9.10 The site adjoins the Conservation Area to the westernmost point. The site is currently vacant and somewhat overgrown and this proposal would serve to improve the overall appearance of the site adjoining the Conservation Area. Due to the presence of existing dwellings to the western side of the site, fronting onto High Causeway, there are limited views of the site from the Conservation Area itself and therefore it is not considered that the development would result in any harmful visual impacts on the Conservation Area and therefore the development complies with Policy LP18 in this regard.

Section 106 and Viability Considerations

9.11 Due to the scale of development, this proposal would generate the need for Section 106 contributions for affordable housing, public open space, education and waste. The Agents have been undertaking a viability assessment which has been submitted to and reviewed by the Council's Viability Team who are in agreement to some of the inputs but there are still some areas of disagreement. The viability assessment is now also being reviewed by the Cambridgeshire County Council Team, however it is noted that the Agent engaged in discussions with the County in terms of viability prior to submitting the application. The viability assessment proposes to provide no affordable housing and a sum of £100,000 to be shared between Fenland District Council and Cambridgeshire County Council. The results of the District and County's full assessment of the proposal and the Heads of Terms will hopefully be updated to Members.

Health and wellbeing

9.12 Policy LP2 seeks to ensure that development proposals should positively contribute to creating a healthy, safe and equitable living environment by creating sufficient and the right mix of homes and in the right location, building homes which are easy to warm and are safe from flooding and avoiding adverse impacts, amongst other criteria. This development would provide new housing which would be easy to warm and safe from flooding and would not give rise to adverse impacts on the surrounding area, neighbouring dwellings and the conservation area. As such the proposal complies with Policy LP2 in this instance.

Economic Growth

9.13 This proposal will result in an additional 20 dwellings for Fenland's Housing Stock in the long term as well as providing local employment opportunities during the construction period. As such the proposal will contribute to the economic growth of Fenland and complies with Policy LP6 in this regard.

Other Matters

9.14 Fire Hydrants

The comments of the Cambs Fire and Rescue Team in relation to the provision of Fire Hydrants are noted however these details will be secured at the Building Regulations stage of the Development and therefore there is no requirement for a condition in this instance.

10 CONCLUSIONS

10.1 The proposal has been assessed in accordance with the relevant local and national planning policies and has been found to comply with these policies in terms of the principle of development, the layout and access arrangements, the impact on the surrounding area and highway safety considerations. As such the application is recommended for approval subject to the completion of a viability assessment and Section 106 if required.

11 RECOMMENDATION

Grant:

Subject to completion of a Section 106 within 4 months of the date of the Planning Committee.

Conditions:

- 1. Approval of the details of:
 - (i) The scale of the buildings
 - (ii) The external appearance of the buildings;
 - (iii)The landscaping

(hereinafter called 'The Reserved Matters') shall be obtained from the Local Planning Authority prior to the commencement of development.

Reason – To enable the Local Planning Authority to control the details of the development hereby permitted in accordance with Policies LP2, LP12, LP15, LP16 and LP19 of the Fenland Local Plan, 2014.

2. Application for approval of the Reserved Matters shall be made to the Local Planning Authority before the expiration of 3 years from the date of this permission.

Reason – To ensure compliance with Section 92 of the Town and Country Planning Act 1990.

3. The development hereby permitted shall begin before the expiration of 2 years from the date of approval of the last of the Reserved Matters to be approved.

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

4. No works shall commence on site until such time as a Construction Management Plan shall be submitted to an approved in writing by the

Local Planning Authority. The Construction Management Plan shall include (but not exclusively), the following:

- Hours of on-site working:
- Parking, turning and loading/unloading areas for all construction/contractors vehicles;
- Site compounds/storage areas;
- Wheel cleansing facilities capable of cleaning the underside of the chassis and wheels of all vehicles entering and leaving the site during the period of construction;
- A noise management plan including a scheme for the monitoring of construction noise;
- A scheme for the control of dust arising from building and site works;
- Details of remedial measures to be taken if complaints arise during the construction period;

Thereafter the details shall be implemented in accordance with the approved plan.

Reason - In the interests of highway safety and residential amenity in accordance with Policy LP15 and LP16 of the Fenland Local Plan 2014.

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 in accordance with Policy LP16 of the Fenland Local Plan 2014.

6. No development shall commence on site until such time as details of existing ground levels (in relation to an existing datum point), proposed finished floor levels and floor slab levels of the development shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out and thereafter retained in accordance with the approved details.

Reason - In the interests of visual amenity in accordance with Policy LP16 of the Fenland Local Plan 2014.

7. If, during development, contamination not previously identified is found to be present at the site then no further development, unless otherwise agreed in writing with the LPA, shall be carried out until the developer

has submitted, and obtained written approval from the LPA, a Method Statement detailing how this unsuspected contamination shall be dealt with.

Reason – To ensure that the development complies with approved details in the interests of the protection of human health and the environment in accordance with Policy LP16 of the Fenland Local Plan, 2014.

- 8. 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:
 - 1. enter, turn and leave the site in forward gear;
 - 2. park clear of the public highway;
 - 3. load and unload;

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 in accordance with policy LP15 of the Fenland Local Plan 2014.

9. 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 LP18 of the Fenland Local Plan 2014.

10. No development shall commence on site until such time as a refuse strategy has been submitted to and approved in writing by the Local Planning Authority. The agreed strategy shall be implemented in full upon first occupation of the dwellings and thereafter retained in perpetuity.

Reason: To ensure a satisfactory form of refuse collection in accordance with Policy LP16 of the Fenland Local Plan, 2014.

11. Before the dwellings hereby are occupied, the vehicular access where it crosses the public highway shall be laid out in accordance with submitted plan 1510-19 PL01 and constructed in accordance with a detailed engineering scheme to be submitted to and approved in writing by the LPA, and such a scheme shall include, levels, forms of construction and surface water drainage.

Reason: In the interests of satisfactory development and highway safety in accordance with policy LP15 of the Fenland Local Plan 2014.

12. The access shall be constructed with adequate drainage measures to prevent surface water run-off onto the adjacent public highway in accordance with a scheme to be submitted to and approved by the LPA.

Reason - In the interests of satisfactory development and highway safety in accordance with policy LP15 of the Fenland Local Plan 2014.

- 13. Prior to the commencement of the development full details (in the form of scaled plans and/or written specifications) shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Highway Authority to illustrate the following:
 - a) The layout of the site, including roads, footways, cycleways, buildings, visibility splays, parking provision and surface water drainage.
 - b) The siting of the building(s) and means of access thereto.
 - c) Parking provision
 - d) Turning Area(s)

Reason: In the interests of satisfactory development and highway safety in accordance with policy LP15 of the Fenland Local Plan 2014.

14. No development shall commence until details of the proposed arrangements for future management and maintenance of the proposed streets within the development have been submitted to and approved in writing by the Local Planning Authority in consultation with the Highway Authority. (The streets shall thereafter be maintained in accordance with The approved management and maintenance details until such time as an Agreement has been entered into unto Section 38 of the Highways Act 1980 or a Private Management and Maintenance Company has been established).

Reason: To ensure satisfactory development of the site and to ensure estate roads are managed and maintained thereafter to a suitable and safe standard in accordance with policy LP15 of the Fenland Local Plan 2014.

15. Prior to the first occupation of any dwelling the road(s), footway(s) and cycleway(s) shall be constructed to at least binder course surfacing level from the dwelling to the adjoining County road in accordance with the details approved in writing by the Local Planning Authority in consultation with the Highway Authority.

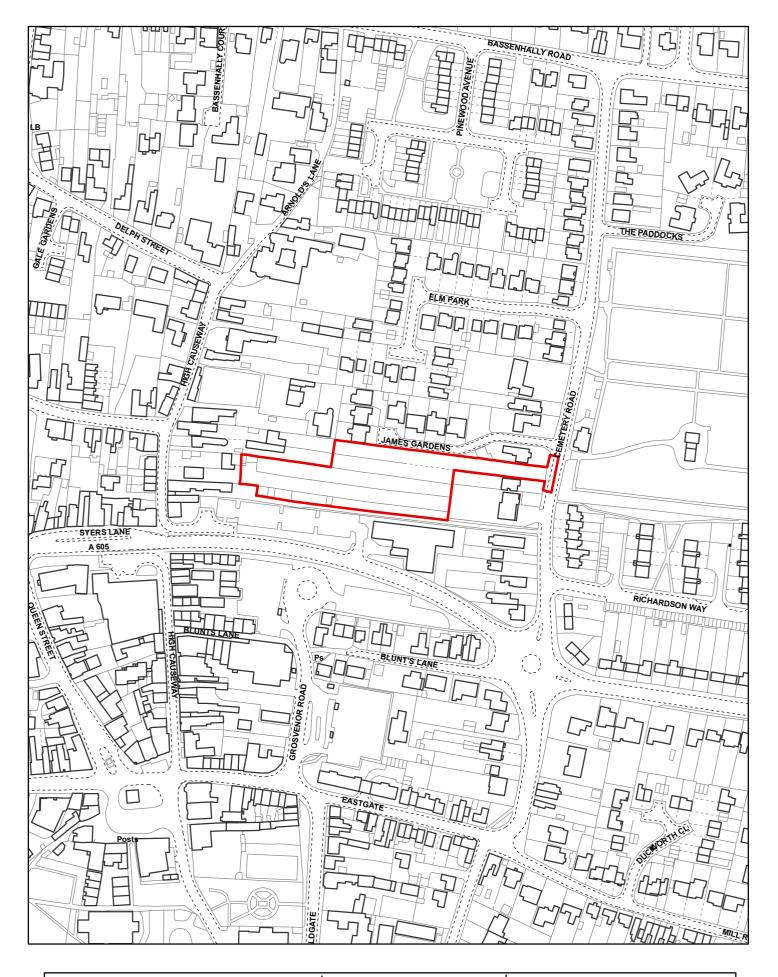
Reason: In the interests of satisfactory development and highway safety in accordance with policy LP15 of the Fenland Local Plan 2014.

16. There shall be no vehicular or pedestrian access formed onto James Gardens without the prior written approval of the Local Planning Authority.

Reason: In the interests of highway safety and protecting the amenities

of the existing residents in accordance with Policies LP15 and LP16 of the Fenland Local Plan, 2014.

17. Approved Plans.



Created on: 17/08/2016

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F/YR16/0704/O

Scale = 1:2,500





This drawing to be read in accordance with the specification/Bills of Quantities and related drawings.

No Dimensions to be scaled from this drawing. All stated dimensions to be

verified on site and the Architect notified of any discrepancies.

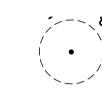
SITE AREA - 1.40 ACRES (0.56 HA.)

5NO. 2B HOUSES 13NO. 3B HOUSES 2NO. 4B HOUSES TOTAL 20 HOUSES

PARKING IN COMPLIANCE WITH FENLAND DISTRICT COUNCIL LOCAL PLAN

2 SPACES/2 OR 3 BED HOUSE 3 SPACES/4 BED HOUSE

LEGEND:



EXISTING TREE REMOVED



EXISTING LANDSCAPING/ TREES RETAINED



BIN STORAGE

SITE ACCESS IN ACCORDANCE WITH HIGHWAY ENGINEERS PROPOSAL INCLUDING VISIBILITY SPLAY & CARRIAGE WAY WIDTH. WHOLE DEVELOPMENT TO BE SHARED SURFACE

EXISTING RIGHT OF WAY RETAINED TO NO. 48 HIGH CAUSEWAY

FOR PLANNING

ACD ACD ACD

C 19.05.16 AMENDED TO SUIT PLANNING ADVICE
B 19.05.16 AMENDED TO SUIT HIGHWAY ENGINEERS ADVICE
A 27.04.16 AMENDED TO SUIT HIGHWAY ENGINEERS ADVICE
REV DATE NOTE

Project

PROPOSED RESIDENTIAL
DEVELOPMENT
CEMETERY ROAD
WHITTLESEY

Tit

PROPOSED SITE PLAN

Scale	Date
I:500 @AI	MAR 16
Drawn	Checked
ACD	GMW
Drawing Number 7509_PI01	Revis

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