

F/YR16/1137/O

**Applicant: Miss Dent
ICIS Consulting Limited**

Agent :

48 Station Road, Manea, Cambridgeshire,

Erection of 3 dwellings (max) involving demolition of existing dwelling (Outline application with all matters reserved)

Reason for Committee: This application is before committee due to the views of the Parish Council which are in conflict with the officer's recommendation.

1 EXECUTIVE SUMMARY

This application seeks outline planning permission for the erection of 3 dwellings involving the demolition of the existing bungalow at 48 Station Road, Manea.

The proposed scheme is considered unacceptable for reasons relating to the impact on the character and appearance of the area in relation to Policies LP12 and LP16 of the Local Plan.

The proposal would introduce an in depth development into an area characterised by a built up ribbon development along Station Road. The overall impact on the character and appearance of the area would be adverse contrary to Local Plan Policies LP12 and LP16.

2 SITE DESCRIPTION

- 2.1 The site is located along the eastern side of Station Road, Manea and is currently vacant undeveloped land and contains a derelict bungalow which would be demolished as part of the proposed development. The surrounding area is characterised by frontage development both sides of the road with open fields to the east. The site is located within Flood Zones 1 and 2.

3 PROPOSAL

- 3.1 This application seeks outline planning permission (with all matters reserved for future consideration) for the erection of 3 dwellings involving the demolition of the existing bungalow.
- 3.2 The indicative layout shows a tandem arrangement of 3 dwellings with garages and parking areas together with an access road to the side adjacent to No.48a Station Road.
- 3.3 Full plans and associated documents for this application can be found at:

<https://www.fenland.gov.uk/publicaccess/applicationDetails.do?activeTab=documents&keyVal=OHVA3BHE0D800>

4 SITE PLANNING HISTORY

F/YR15/0723/O	Erection of 4 dwellings involving demolition of existing dwelling (Outline application with matters committed in respect of access, layout and scale)	Refused 15/12/2015
F/0231/89/O	Residential development with access via land between Nos 46 & 48 (1.44 ha)	Withdrawn 15/10/1991
F/1555/89/F	Erection of a detached 2-bed bungalow with integral garage	Granted 05/04/1990
F/1592/88/O	Erection of 3 dwellings	Granted 19/01/1989
F/0292/85/F	Extension to bungalow 48 Station Road	Granted 30/04/1985

5 CONSULTATIONS

5.1 Manea Parish Council: Support

5.2 PCC Ecologist: No objection, subject to planning conditions to secure a bat activity survey (between May and August) plus 2 additional surveys should bat activity be found – this should then be used to inform details of a final Bat Mitigation Strategy, landscaping (including a hedgerow to be planted along the boundaries), avoiding site clearance and demolition works during bird nesting season, and avoiding works within 5 metres of the ditches running along the eastern and southern site boundaries.

5.3 CCC Highway Authority: No objection subject to conditions with regard to visibility splays, internal road layout including parking and turning areas.

5.4 CCC Historic Environment Team: No objection, however consider that the site should be subject to a programme of archaeological investigation secured through condition.

5.5 Environment Agency: No objection. The application site has been reduced in size, since application F/YR15/0723/O was previously submitted, and the revised site plan (CH15/LBA/366/OP101 Rev A) now indicates that all of the proposed dwellings would be located outside of flood zone 3. Accordingly, the above planning application falls within our Flood Risk Standing Advice. It is considered that there are no other Agency related issues in respect of this application.

5.6 FDC Scientific Officer (Land Contamination): No objection. Note and accept the submitted information, it is unlikely to have a detrimental effect on local air quality or the noise climate. However as the proposal involves the demolition of an existing building the unsuspected contamination condition should be imposed.

5.7 Local Residents/Interested Parties: A total of 3 objections received from properties along Station Road. 1 letter of representation received advising that no objections providing the proposed dwelling are chalet bungalows. The objections may be summarised as follows:

- Why is only half of the site now proposed for development? Why has the new proposal now got 3 plots squeezed in, whereas the previous planning proposal had 2 plots in the same area? The end of the proposed access road seems to be in a position for further development;
- It looks as though the developer intends to develop the entire site once they have approval for the 3 dwellings;
- Chalet bungalows are no different from houses in so much that they will overlook the neighbours both sides;
- There are bats in the loft of the derelict bungalow which is to be demolished;
- Having read the Neighbourhood consultation forms of those around the site, 5 reject, 3 agree and 1 no longer lives there. The others that agree only drive past so the application doesn't affect them only to tidy the site up. Agree it does need to be tidied up but this does not mean it needs to be filled with chalet bungalows.

6 STATUTORY DUTY

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the adopted Fenland Local Plan (2014).

7 POLICY FRAMEWORK

7.1 National Planning Policy Framework (NPPF)

Paragraph 2: Applications must be determined in accordance with the development plan unless other material considerations indicate otherwise

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: Development should only be refused on transport grounds where the residual cumulative transport impacts are severe.

Paragraph 47: Supply of housing.

Paragraph 49: Applications for planning permission for housing are determined in accordance with the presumption in favour of sustainable development.

Paragraph 64: Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area.

Paragraphs 100-104: Development and flood risk.

Paragraph 109: Minimising impacts on biodiversity.

Paragraph 128: Archaeological interests in a site.

Paragraphs 203-206: Planning conditions and obligations.

7.2 National Planning Policy Guidance (NPPG)

Flood Risk and Coastal Change

Flood Zone and Flood Risk Tables

7.3 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

LP12– Rural Area Development Policy
LP13 – Supporting and Mitigating the Impact of a Growing District
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
LP17 – Community Safety
LP19 – The Natural Environment

Delivering and Protecting High Quality Environments in Fenland SPD (July 2014)

8 KEY ISSUES

- **Principle of Development**
- **Character and Appearance**
- **Residential Amenity**
- **Biodiversity**
- **Highway Safety**
- **Health and wellbeing**
- **Economic Growth**

9 BACKGROUND

9.1 Members may recall a previous application submitted for the site for 4 dwellings (F/YR15/0723/O) which was refused at Planning Committee in December 2015. That application was refused in accordance with the officer's recommendations with regard to the harmful impact it would have on the character and appearance of the area, flood risk, adverse impacts on the amenity of neighbouring users and the lack of a pre-application community consultation exercise being carried out.

9.2 The application site of this application is smaller and excludes the areas of Flood Zone 3. The main differences include:

- Smaller site area; reduction in the number of units from 4 to 3;
- Indicative layout shows all dwellings in Flood Zone 1;
- The committed details of layout, access and scale have been excluded from this application;
- A Community Consultation exercise has been carried out and results have been submitted.

10 ASSESSMENT

10.1 Principle of Development

Local Plan Policy LP3 defines Manea as a Growth Village where development and new service provision either within the existing urban area or as a small village extension will be appropriate albeit of a considerably more limited scale than that appropriate to the Market Towns.

10.2 Accordingly the policy allows for residential development within the existing urban area or as small village extensions to Manea, subject to compliance with Policy LP12 Part A.

- 10.3 For villages, new development will be supported where it contributes to the sustainability of the settlement and does not harm the wide open character of the countryside. Any proposal needs to satisfy the criteria set out in LP12 (a – k) as well as other policies of the Local Plan.
- 10.4 Policy LP12 also seeks to involve the community in planning decisions by requiring clear evidence of community support for development exceeding the specified threshold. Part A of LP12 of the Local Plan, clearly states that if a proposal within or on the edge of the village would, in combination with other development built since April 2011 and committed to be built (i.e. with planning permission), increase the number of dwellings in a growth village by 15% or more, the proposal should have demonstrable evidence of clear local community support for the scheme generated through a “*thorough and proportionate pre-application community consultation exercise*”. The 15% threshold has already been exceeded for Manea given the number of consented dwellings in the village since April 2011.
- 10.5 The applicant has carried out a community consultation in accordance with the Council’s informal guidance note for development between 2 – 4 dwellings. In summary a site notice has been displayed at the site and all neighbouring properties within 100m of the site have been consulted as well as the Parish Council. The conclusions of the consultation exercise indicate 61.5% of respondents supported the proposals and the Parish Council confirmed their support in principle to the proposal. Accordingly the proposal complies with Part A of Policy LP12 in this regard.

11 Character and Appearance

The previous scheme was refused on the basis of the impact the proposed development would have on the character and appearance of the area. The revised proposed does little with regard to alleviate this reason for refusal, albeit a smaller site area and reduction from 4 to 3 dwellings.

- 11.1 The area is characterised by a continuous built up ribbon development and examples of development in depth are few and principally relate to outbuildings/garages within the curtilage of the dwellings occupying a frontage position along the road. There are no examples of residential development in depth that run along the back of properties as proposed in this application. Thus the proposal would not be in keeping with the core shape and form of the settlement as required by criteria (d) of Policy LP12.
- 11.2 The agent has referred to other examples of in-depth developments in Manea – namely land to the rear of Keswick, Station Road – which has outline planning permission secured for 4 dwellings and land to the rear of 31b Station Road (one dwelling known as 31a and Poppyfields Avenue (a residential cul-de-sac which backs onto Rutland Way and Teachers Close). All of these examples are located a significant distance away from the application site on the opposite side of the road, closer to the core centre of Manea where more in-depth and dense development can be seen. In any event each application is to be assessed on its individual merits and the planning policies in place at that time.
- 11.3 The development on this site would result in a material change in the character and appearance of the site from its current character as undeveloped land which relates more to the surrounding countryside than to the built-up frontage.

- 11.4 This material change would be accentuated by the proposal if it were 1½-storey dwellings which would be at odds with the prevailing single-storey scale of the dwellings situated in close proximity to the site along the Station Road.
- 11.5 When approaching the site from either direction along Station Road, the proposed development would be highly visible particularly from the north as the position of the existing bungalows situated along the road would mean that the rooftops of the new development would be readily seen. The overall impact on the character and appearance of the area would be adverse contrary to Local Plan Policies LP12 and LP16.

12 Residential Amenity

Policy LP16 seeks to ensure development does not have an adverse impact on the amenity of neighbouring users from, for example, overlooking.

- 12.1 The indicative positions of Plot 2 and 3 are such that there would be potential impact on the living conditions of the occupiers of No.48a Station Road with particular regard to overlooking if these were two-storey with principal windows positioned facing north. It would result in a distance of approximately 15 metres from the proposed potential window positions from these plots overlooking the main garden amenity area of No.48a. Although it is noted that this matter could be addressed by imposition of a planning condition restricting the development to single-storey only.
- 12.2 Whilst the indicative access road is positioned along the entire length of the side boundary to No.48a, there is a 3m wide buffer strip which could accommodate soft landscaping features. This coupled with appropriate boundary treatments would result in an acceptable access arrangement which would prevent any noise and disturbances arising to the amenities of the adjoining occupiers of No.48a.
- 12.3 Furthermore, the proposal fails to comply with the RECAP Guidance in relation to bin collection distances. The future occupants of Plot 3 would be required to drag or carry their bins over 30m to the collection point which would have a detrimental impact on the amenities of these residents.
- 12.4 For the reasons given above the proposed development would be detrimental to the living conditions of present and future occupiers of No.48a as a result of overlooking from the position of Plots 2 and 3 if those dwellings were to accommodate living accommodation other than at ground floor level. As such, without the condition restricting to single-storey, it would conflict with Policy LP16.

13 Biodiversity

In the submitted Ecology Report evidence of bats was found in the existing bungalow proposed for demolition during the winter survey visit. It is not possible at this time to establish the numbers of bats, or how they use the building, and therefore how bats will be impacted by the proposal. The report therefore recommended that one bat activity survey should be carried out between May and August (plus two additional surveys should bat activity be found). The Council's Ecologist originally objected to the proposal due to the necessary Bat Survey which was required to be completed and a report detailing all mitigation, avoidance and enhancement measures that may be required prior to determining the application. After further discussions between the Applicant's Ecologist and the Council's Ecologist a Draft Mitigation Strategy (March 2017) was produced and agreed with the assessment of likely use of the building by bats and the provision

for a “worst-case scenario” approach. The report is considered acceptable and the approach to include re-inspection of the building prior to any work commencing, the provision of temporary holding boxes and mitigation options including the provision of a dedicated area of garage loft space for bats, a purpose-built bat building or suitable pole mounted bat boxes with associated tree planting.

13.1 It is important to note that the Council’s Ecologist has requested a planning condition which would be required to ensure that a bat activity survey is carried out between May and August (plus 2 additional surveys should bat activity be found) which should then be used to inform the detail of a final revised Bat Mitigation Strategy to be submitted and agreed.

13.2 In terms of impact on other species such as water voles, reptiles and nesting birds the scheme is considered acceptable in this regard subject to appropriate conditions. Accordingly the proposal would accord with Policy LP19 in this regard.

14 Highway Safety

Access is not committed with this application; however the indicative layout shows access to the site from Station Road with a private drive arrangement and bin collection point. The Highway Authority have raised no objection to the proposal subject to conditions detailing the internal road and parking/turning layout and visibility splays, as such there would be no highway safety issues with the principal access arrangement off Station Road. Accordingly the proposal accords with Policy LP15 of the Local Plan in this regard.

15 Health and wellbeing

In accordance with Policy LP2 of the Local Plan development proposals should positively contribute to creating a healthy, safe and equitable living environment. In doing so development proposals, amongst other things, should create sufficient and the right mix of homes to meet people’s needs, and in the right location. The scheme would deliver some family housing in a growth village location. As such the proposal would accord with Policy LP2.

16 Economic Growth

The proposal will boost the supply of housing as sought by Government through the NPPF. The development would provide a degree of local employment during construction of a site which is considered sustainable.

17 CONCLUSIONS

17.1 The proposed scheme is considered unacceptable. The proposal would introduce an in depth development into an area characterised by a built up ribbon development along Station Road. The overall impact on the character and appearance of the area would be adverse contrary to Local Plan Policies LP12 and LP16. This position is unchanged from the previous Planning Committee decision.

17.2 Whilst, the proposed development has the potential to be detrimental to the living conditions of present and future occupiers of No.48a as a result of overlooking from the position of Plots 2 and 3, it is capable of securing these plots to be single-storey only.

17.3 Accordingly the proposed development in this location by reasons of layout would be unacceptable and contrary to Policies LP12 and LP16 of the Local Plan. The application is therefore recommended for refusal.

17.4 For the reasons given above it is recommended that the proposed development is refused.

18 RECOMMENDATION

Refuse

1.	The proposed development by reason of its layout would result in a development unrelated to the existing road frontage development along Station Road and would appear incongruous when viewed in the context of the existing built form. As such the proposed development would be harmful to the character and appearance of the area contrary to criteria (d) of Policy LP16 and to criteria (d) of Policy LP12 Part A of the Fenland Local Plan 2014 which state that development will only be permitted which would make a positive contribution to the local distinctiveness and character of the area, responds to and improves the character of the built environment and is of a scale and in a location that is in keeping with the core shape and form of the settlement.
----	---



Created on: 16/12/2016

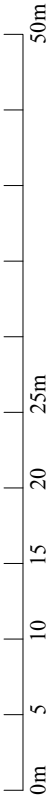
© Crown Copyright and database rights 2016 Ordnance Survey 10023778

F/YR16/1137/F

Scale = 1:1,250



Scale: 1:500



DO NOT SCALE FROM THIS DRAWING

THIS DRAWING AND THE BUILDING WORKS DEPICTED ARE THE COPYRIGHT OF L BEVENS ASSOCIATES LTD AND MAY NOT BE REPRODUCED OR AMENDED EXCEPT BY WRITTEN PERMISSION. NO LIABILITY WILL BE ACCEPTED FOR AMENDMENTS MADE BY OTHER PERSONS. COPYRIGHT 2016.

ALL MEASUREMENTS SHOULD BE CHECKED ON SITE AND ANY DISCREPANCIES SHOULD BE REPORTED TO THE ORIGINATOR.

ALL WORKS TO COMPLY WITH CURRENT CDM REGULATIONS AS APPROPRIATE. IT IS THE CLIENT'S RESPONSIBILITY TO FULLY COMPLY WITH THE CDM 2015 REGULATIONS INCLUDING APPOINTING A PRINCIPAL DESIGNER AND PRINCIPAL CONTRACTOR FOR PROJECTS WITH MORE THAN ONE CONTRACTOR ON SITE.

NO WORKS TO COMMENCE ON SITE UNTIL ALL APPROVALS ARE CONFIRMED IN WRITING. L BEVENS ASSOCIATES LTD ACCEPTS NO LIABILITY IF THIS IS BREACHED.

IT IS THE CONTRACTOR'S RESPONSIBILITY TO ACCURATELY LOCATE EXISTING SERVICES PRIOR TO WORKS COMMENCING.



Rev A Oct. 16 Amended to suit client comments

Scale	Date	Checked
1:500 @ A3	Oct. 2016	L B
Drawing Number	Revision	
CH15/LBA/366/OP101	A	

Proposed Site Plan

Proposed development at 48 Station Road,
Manea, Cambridgeshire.

ICIS Consulting Ltd

L BEVENS ASSOCIATES LTD
ARCHITECTS

10 CRICKETERS WAY, CHATTERIS, CAMBS. PE16 6UR
Tel: 01354 693669 Fax: 01354 692426

