

F/YR25/0454/F

Applicant: Mr M Haydon

**Agent: Mr R Papworth
Morton & Hall Consulting Ltd**

46 Elwyndene Road, March, Cambridgeshire, PE15 9BL

Erect a single-storey extension to existing garage and conversion to form an annexe, addition of new solar panels to roof slope, and changes to fenestration

Officer recommendation: Refuse

Reason for Committee: Number of representations contrary to Officer recommendation.

1 EXECUTIVE SUMMARY

- 1.1 This application seeks to erect a single-storey extension to the existing garage and the conversion of this to form an annexe to the host dwelling, addition of new solar panels to the roof slope, and changes to fenestration.
- 1.2 It is considered that the application essentially proposes an independent unit which would be tantamount to a new dwelling having its own access to the side of the host dwelling, own parking area and garden space. This would represent an overdevelopment of the site to the detriment of the character of the area and residential amenity and would be in conflict with policy LP16 of the Fenland Local Plan 2014.
- 1.3 The application is therefore recommended for refusal.

2 SITE DESCRIPTION

- 2.1 The application site is located at Elwyndene Road in a built-up area of March. No. 46 is a two-storey detached dwelling which is constructed with brickwork and render with a tiled pitched roof and is surrounded by properties mixed in design.
- 2.2 The existing garage is located to the rear of the property and has vehicular access.
- 2.3 The site is located adjacent to the March Conservation Area and in proximity to Grade II and II* listed buildings which front High Street.

3 PROPOSAL

- 3.1 Planning permission is sought to erect a single-storey extension to the existing garage and conversion to form an annexe, addition of new solar panels to roof slope, and changes to fenestration.
- 3.2 The proposed single storey extension would extend some 4.0 metres from the side elevation of the existing garage. The proposed extension would have a maximum height of some 4.2 metres, and a height to the eaves of some 2.3 metres.

- 3.3 The proposal includes the conversion of the garage to form an annexe. The annexe would include a kitchen/dining area, wet room, study and lounge at ground floor. The annexe would also include one bedroom and a W/C at first floor.
- 3.4 The proposal includes four new rooflights on the existing building, two rooflights on the proposed extension, and solar panels on the existing and proposed built form.

4 SITE PLANNING HISTORY

Application	Description	Decision	Date
F/YR25/0210/F	Erect a 2-storey extension to existing garage and conversion to form an annexe, addition of new solar panels to roofslope, and changes to fenestration	Refuse	9 May 2025
F/YR19/0069/F	Erection of a detached garage to existing dwelling involving demolition of existing garage	Grant	19 Mar 2019
F/YR03/1165/F	Erection of a 2-storey side, single-storey rear and front porch extensions to existing dwelling	Grant	22 Oct 2003

5 CONSULTATIONS

5.1 Parish/Town Council:
Recommendation; Approval.

5.2 FDC Conservation Officer:
The site is located adjacent to the March Conservation Area and in close proximity to grade II and II listed buildings.*

On site, there is an existing garage which is proposed to be extended under this application. The proposed extension is formed by way of a lean-to single storey extension to the existing structure, simply elongating it by just over a third.

Whilst the proposed development is near to listed buildings and the conservation area, it is clearly within the character area formed by Elwydene Road and not that of the listed buildings and their curtilage fronting High Street.

As such, there is considered to be a benign impact on the character, appearance and historic significance of the conservation area and identified listed buildings and therefore in accordance with policy LP18 of the Fenland Local Plan and heritage considerations of the NPPF.

RECCOMENDATION: No Objection.

5.3 Middle Level Commissioners: No Response received.

5.4 March Society: No Response received.

5.5 Local Residents/Interested Parties:.

Support:

Eleven letters of support received from addresses in March, including Elwydene Road, Creek Road, High Street, Stonecross Way, Mills Gardens, Mill Hill Lane

and Saxon Way. One supporting comment was from the National Annexe Planning Consultancy (NAPC). The reasons for the support are summarised as follows:

Supporting Comments Overview	Officer response
Small extension within an ample plot.	Addressed in Design Considerations and Visual Amenity of the Area section of the report.
Annexe provides care and support for generations within family.	Addressed in Residential Ancillary Accommodation section of the report.
Limited building involved.	Addressed in Design Considerations and Visual Amenity of the Area section of the report.
Good for the community.	
Annexe is unobtrusive.	Addressed in Design Considerations and Visual Amenity of the Area section of the report.
Proposed form is similar mass to the touring caravan parked alongside existing garage.	A touring caravan is not a permanent structure and therefore the size and massing of the caravan is not a material planning consideration.
Velux windows facing towards neighbour's property, however, one is a bathroom and will be obscured glass and the other would face largely towards flank wall. There is already existing overlooking from other properties.	Addressed in Residential Amenity section of the report.
Footprint of No.29 Elwyndene Road is not typical of the other properties along this road.	Addressed in Design Considerations and Visual Amenity of the Area section of the report.
Conversion of the garage and modest extension is not overdevelopment.	Addressed in Design Considerations and Visual Amenity of the Area section of the report.
Already an annexe at rear of No. 27 Elwyndene Road.	Looking at the planning history at this neighbour property, it appears the approved permission in 2009 was for a detached games/ gym building. Therefore, this proposal an site is materially different than the proposed and is not a comparable.
Existing hardstanding would provide adequate off road parking for a multi-generational family.	Addressed in Parking/ Highways section of the report.

Proposed development does not impact setting of neighbour property.	Addressed in Residential Amenity section of the report.
---	---

Representations:

One representative letter was received from an address in Stonecross Way in March.

Comments Overview	Officer response
Does not object to the proposal subject to the proposal not altering from the current published plan, and suitable high fencing is provided to provide screening and privacy.	Any permission that is granted must comply with planning conditions which ensure the development is in accordance with the approved plans. If this does not occur, enforcement action can take place. The agent amended the application to show 1.9 metre high fencing on the rear boundary of the site.

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) the Cambridgeshire and Peterborough Minerals and Waste Local Plan (2021) and the March Neighbourhood Plan (2017).
- 6.2 Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require Local Planning Authorities when considering development to pay special attention to preserving a listed building or its setting and to the desirability of preserving or enhancing the character or appearance of a conservation area.

7 POLICY FRAMEWORK

National Planning Policy Framework (NPPF)

Chapter 4 – Decision-making
Chapter 8 – Promoting healthy and safe communities
Chapter 9 – Promoting sustainable transport
Chapter 12 – Achieving well-designed and beautiful places
Chapter 16 - Conserving and enhancing the historic environment

National Planning Practice Guidance (NPPG)

National Design Guide 2021

Context
Identity
Built Form

Fenland Local Plan 2014

LP1 – A Presumption in Favour of Sustainable Development

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
LP18 – The Historic Environment

Emerging Local Plan

The Draft Fenland Local Plan (2022) was published for consultation between 25th August 2022 and 19 October 2022, all comments received will be reviewed and any changes arising from the consultation will be made to the draft Local Plan. Given the very early stage which the Plan is therefore at, it is considered, in accordance with Paragraph 48 of the NPPF, that the policies of this should carry extremely limited weight in decision making. Of relevance to this application are policies:

LP7 – Design
LP8 – Amenity Provision
LP22 – Parking Provision
LP23 – Historic Environment
LP32 – Flood and Water Management

March Neighbourhood Plan (adopted 2017)

There are no specific policies relating to developments such as this, however the visions, aims and objectives of the plan is that the quality of the built and natural environment is improved along with the level of provision and quality of recreational land facilities.

8 BACKGROUND

- 8.1 An application for a two-storey extension to the garage and conversion to an annexe was refused permission under ref F/YR25/0210/F in May this year due to being tantamount to a new dwelling, overdevelopment at the site and material impact on the residential amenities of the neighbouring properties.
- 8.2 The proposal was contrary to Policy LP16 of the Fenland Local Plan 2014, the full reasons for refusal are as follows:
- 1) The annexe would be significant in size and scale and is considered to be an independent unit due to having its own access to the side of the host dwelling, own parking area and garden space, thus being tantamount to a new dwelling. As such, the proposal is not considered an annexe, and would actually be an independent dwelling which cannot be ancillary to the host dwelling. As the proposed annexe is considered an independent dwelling located to the rear of the host dwelling, there would be significant overdevelopment at the site.
 - 2) The proposed development would have material impact on the residential amenities of the neighbouring properties, particularly Nos. 44 Elwyndene Road, 38 & 30 Stonecross Way in terms of overlooking and loss of privacy.

9 KEY ISSUES

- 1) **Principle of Development**
- 2) **Changes from previous refused application**
- 3) **Ancillary Accommodation**
- 4) **Design Considerations and Visual Amenity of the Area**
- 5) **Residential Amenity**
- 6) **Heritage Impact**
- 7) **Parking/ Highways**

- 8) Flood Risk
- 9) Biodiversity Net Gain (BNG)

10 ASSESSMENT

Principle of Development

- 10.1 The application seeks to erect a single-storey extension to the existing garage and conversion to form an annexe, addition of new solar panels to roof slope, and changes to fenestration. Policy LP16 supports the principle of the development on the provision that the proposal does not cause adverse harm to the local character, or to the general environment and is ancillary to the host dwelling. Therefore, the principle of development may be considered acceptable subject to the below policy considerations.

Changes from previous refused application

- 10.2 The current application is slightly different when compared to the previous refused application (F/YR25/0210/F). The differences between the two applications are the following:
- The proposed side extension is now single storey, rather than two storeys.
 - The first floor side windows have been removed.
 - Proposal changed to create one bedroom, rather than two.
 - Three additional rooflights included, and more solar panels on the single storey extension.
- 10.3 It is noted that the policies within the Fenland Local Plan 2014 have not changed since the previous refused decision in May 2025.

Relationship to Existing Dwelling

- 10.4 For accommodation to be deemed as an annexe, it must maintain a strong relationship to the host dwelling, usually by relying on the facilities, amenity area and access of the host dwelling. This is to restrict the opportunity for it to become a separate planning unit over time. It would also be expected that an annexe would be subservient to the main dwelling in terms of its size and scale.
- 10.5 There is limited information provided regarding exactly who would be using the annexe and the living arrangements. The only information regarding this is in The Design and Access statement, which details that the annexe would be used by family members.
- 10.6 The accommodation proposed would be considered as an independent unit as it would have its own access to the side of the host dwelling, own parking area and garden space, thus being tantamount to a new dwelling. As such, the proposal is not considered an annexe and would therefore operate as an independent dwelling unit which cannot be ancillary to the host dwelling.
- 10.7 As the proposed annexe is considered an independent dwelling located to the rear of the host dwelling and there is considered to be significant overdevelopment arising from creating two dwellings at the site.
- 10.8 It is noted that the application has been amended since the previous refusal in May 2025 to include a single storey side extension rather than a two-storey side extension. Whilst this would be considered a betterment in terms of being more subservient to the existing

built form, the size of the annexe, positioning and site arrangements still mean that the annexe would be tantamount to a new dwelling. Therefore, the amended plans have not overcome the issue of overdevelopment to the site due to creating a new planning unit.

- 10.9 Owing to the above the proposal is not considered acceptable under Policy LP16 of the Fenland Local Plan 2014 as it would still be considered a separate dwelling by virtue of its independence from the main dwelling, scale and potential private parking area and amenity space.

Design Considerations and Visual Amenity of the Area

- 10.11 LP Policy 16 is concerned with ensuring that the development is acceptable in design terms and protects the character and appearance of an area.
- 10.12 The proposed extension and conversion of the garage will be set entirely to the rear of the existing dwelling. However, given the spacing between dwellings along this side of Elwyndene Road, there may be possible glimpses of the proposal on approach to the site.
- 10.13 It is still considered that the level of ancillary accommodation proposed under this application appears to be tantamount to a substantial separate dwelling rather than that of an annexe.
- 10.14 Having an annexe of this size and scale in this location will impact the character of the area as it would effectively be a new dwelling in the rear garden, which is considered as overdevelopment of the site.
- 10.15 The previous application raised the issue of subservience due to the two-storey extension following the form and height of the garage and elongating the building by just over a third. However, the proposal has now changed to a single storey side extension, and therefore, the proposed extension to the building is considered modest in size and scale. The proposed extension element of the proposal does no longer raise concerns regarding subservience.
- 10.16 Although the annexe would be smaller in size and scale compared to the host dwelling, it would still be of a similar size (and in some cases larger) than properties surrounding the site, such as no. 29 Elwyndene Road for example. The ground floor footprint of the proposed annexe would still be approximately 87.6 square metres. It is noted that the first floor is now smaller than previously submitted.
- 10.17 However, the footprint of the ground floor is still the same as previously refused. Neighbour no.44 has a footprint of some 96.8 square metres (including the conservatory), and neighbour no. 29 has a footprint of some 54.9 square metres. As such, the annexe as a whole would be considerably larger in footprint compared to these properties and would therefore be out of character. Thus, it is considered that the scale of the proposed annexe is unacceptable and would create overdevelopment at the site. It is noted that no. 29 does not have a typical footprint of the other dwellings on this road, however, this property is within close proximity to the site and therefore, the Local Authority must assess the proposal against the immediate built form surrounding the site.
- 10.18 Given the annexe is proposed to be set to the rear of the host dwelling, the proposed materials and design of the annexe are not considered to have a significant impact on the street scene.

Residential Amenity

- 10.19 The proposed annexe would be located some 18.6 metres from the boundary of property known as Magnolia House (No. 29). There would be approximately 23.2 metres to this neighbouring property's built form. There is a sufficient separation distance from the annexe to this neighbouring property for no detrimental impacts to occur. Additionally, the proposed extension is single storey and of a modest scale for no unacceptable impacts to occur to this property.
- 10.20 The proposed annexe would be located some 6.6 metres from the boundary of property No. 44 Elwyndene Road. There would be approximately 15.1 metres to this neighbouring property's built form. There is a sufficient separation distance from the annexe to this neighbouring property for no detrimental impacts to occur. Additionally, the proposed extension is single storey and of a modest scale for no unacceptable impacts to occur to this property.
- 10.21 The proposal is also located close to Nos. 38, 36 & 30 on Stonecross Way which are to the rear of the site. There is a sufficient separation distance from the annexe to this neighbouring property for no detrimental impacts to occur. Additionally, the proposed extension is single storey and of a modest scale for no unacceptable impacts to occur to this property.
- 10.22 It is noted that the previous refused application included a first-floor window on both side elevations which faced neighbouring properties and formed part of the reason for refusal. These windows have been removed from this new proposal and therefore, overlooking and loss of privacy are no longer an issue.
- 10.23 All other neighbouring properties are far enough away for no detrimental impacts to occur.
- 10.24 As such, it is considered that the proposed development would not have material impact on the residential amenities of the neighbouring properties, and therefore would comply with Policy LP16 of the Fenland Local Plan 2014 and the March Neighbourhood Plan 2017.

Heritage Impact

- 10.25 The site is located adjacent to the March Conservation Area and in close proximity to grade II and II* listed buildings.
- 10.26 The Conservation Officer has no objections to the proposal and has stated that whilst the proposed development is near to listed buildings and the conservation area, it is clearly within the character area formed by Elwyndene Road and not that of the listed buildings and their curtilage fronting High Street.
- 10.27 As such, there is considered to be a benign impact on the character, appearance and historic significance of the conservation area and identified listed buildings and therefore in accordance with policy LP18 of the Fenland Local Plan 2014 and heritage considerations of the NPPF.

Parking/ Highways

- 10.28 The proposed annexe would create an additional bedroom. Plan reference H10150/02 REV F shows that both the annexe and host dwelling would have their own parking located to the front of the buildings. However, as stated above, due to the size, scale and

independence of the proposal it is considered to be tantamount to a new dwelling. This would require two parking spaces, which can be accommodated clear of the highway to the rear of no. 44 Elwyndene Road.

- 10.29 Considering the above, sufficient parking would remain at the site, and the proposal is considered to comply with policy LP15 of the Fenland District Council Local Plan (2014), and March Neighbourhood Plan 2017.

Flood Risk

- 10.30 The proposal is located within flood zone 1 and issues of surface water disposal will be considered under Building Regulations.

Biodiversity Net Gain (BNG)

- 10.31 The Environment Act 2021 requires development proposals to deliver a net gain in biodiversity following a mitigation hierarchy which is focused on avoiding ecological harm over minimising, rectifying, reducing and then off-setting. This approach accords with Local Plan policies LP16 and LP19 which outlines a primary objective for biodiversity to be conserved or enhanced and provides for the protection of Protected Species, Priority Species and Priority Habitat.
- 10.32 There are statutory exemptions, transitional arrangements and requirements relating to irreplaceable habitat which mean that the biodiversity gain condition does not always apply. In this instance a Biodiversity Gain Condition would be required to be approved before development is begun, were the proposal to be recommended for approval.

11 CONCLUSIONS

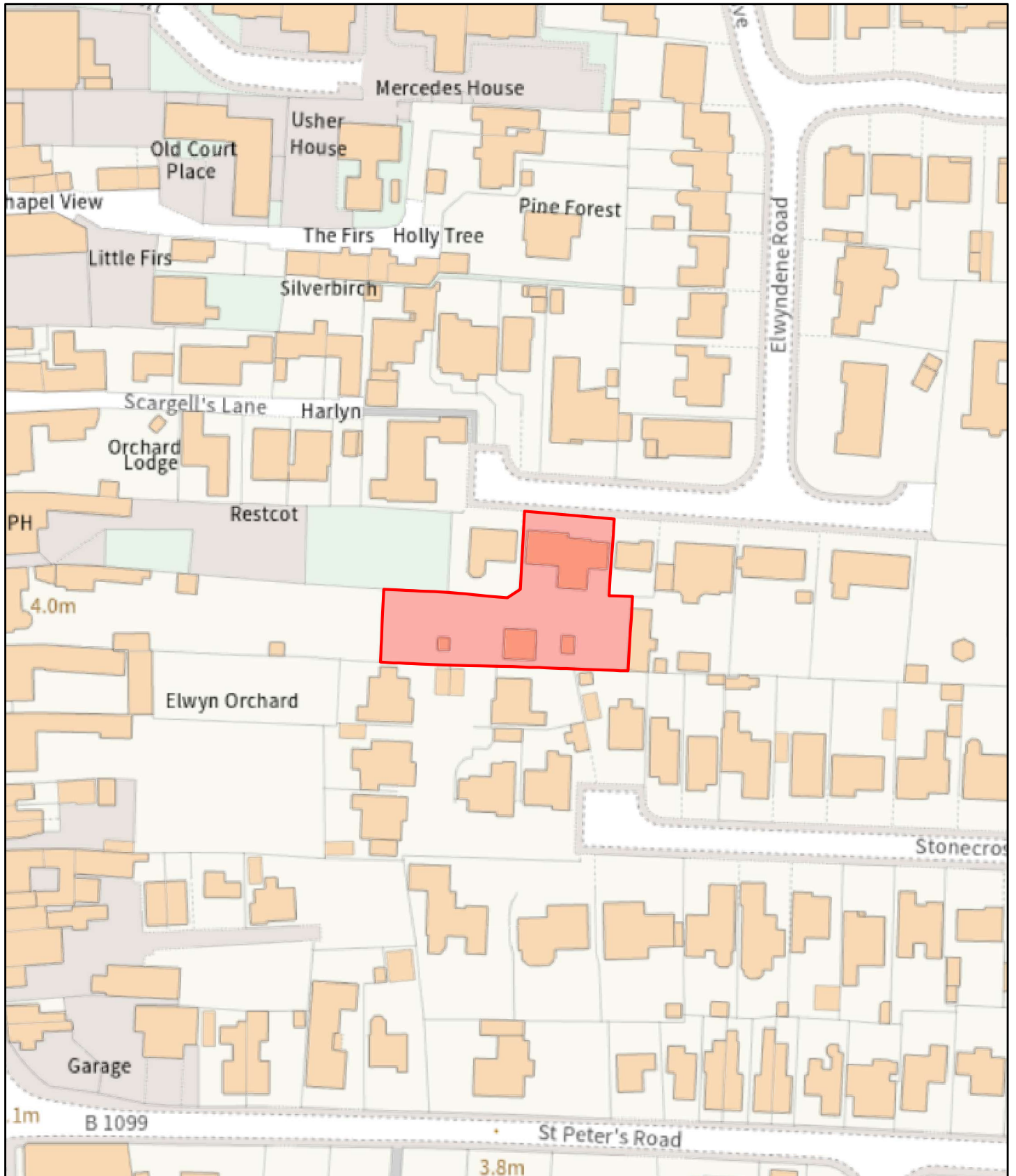
- 11.1 The proposed annexe still appears to be capable of independent living, with no dependence on the host dwelling. Insufficient justification of need has been submitted. The perception of the annexe would therefore be a separate dwelling. The conditions imposed to ensure the annexe stays ancillary to the main dwelling may be difficult to enforce at a later stage should ancillary accommodation be no longer required. Such a condition may therefore not be appropriate as conditions have to be enforceable as well as precise and reasonable.
- 11.2 The total size of the annexe, positioning and site arrangements mean that the annexe would be tantamount to a new dwelling. Therefore, the amended plans have not overcome the issue of overdevelopment to the site due to creating a new planning unit.
- 11.3 The annexe would be considered to be a separate dwelling by virtue of its independence from the main dwelling, scale and potential private parking area and amenity space and would be in contrary with Policy LP16 and the March Neighbourhood Plan 2017.
- 11.4 Given the consideration of these planning policies, the scheme is considered unacceptable and is therefore recommended for refusal.

12 RECOMMENDATION

Refuse; for the following reason:

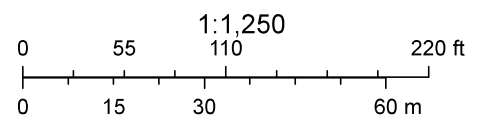
1	The proposal is contrary to Policy LP16 of the Fenland Local Plan 2014 as the annexe would be significant in size and scale and is considered to be an
---	--

	<p>independent dwelling in size, scale and functionality due to having its own independent access to the side of the host dwelling, own parking area and garden space, thus being tantamount to a new dwelling. As such, the proposal is not considered to be an annexe and would actually be an independent dwelling which cannot be ancillary to the host dwelling. As the proposed annexe is considered an independent dwelling located to the rear of the host dwelling, there would be significant overdevelopment of the site.</p>
--	--

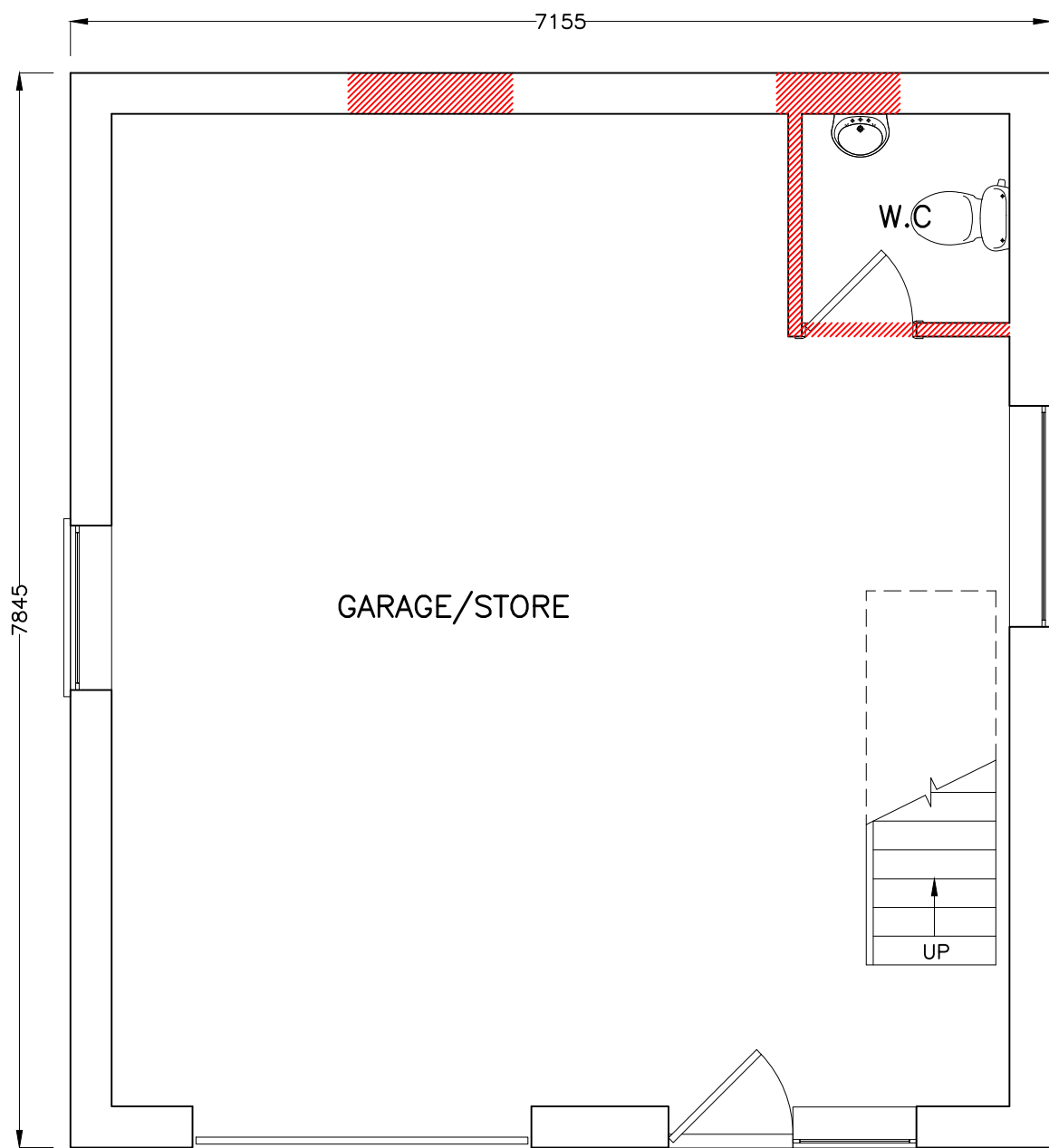


6/17/2025, 12:27:14 PM

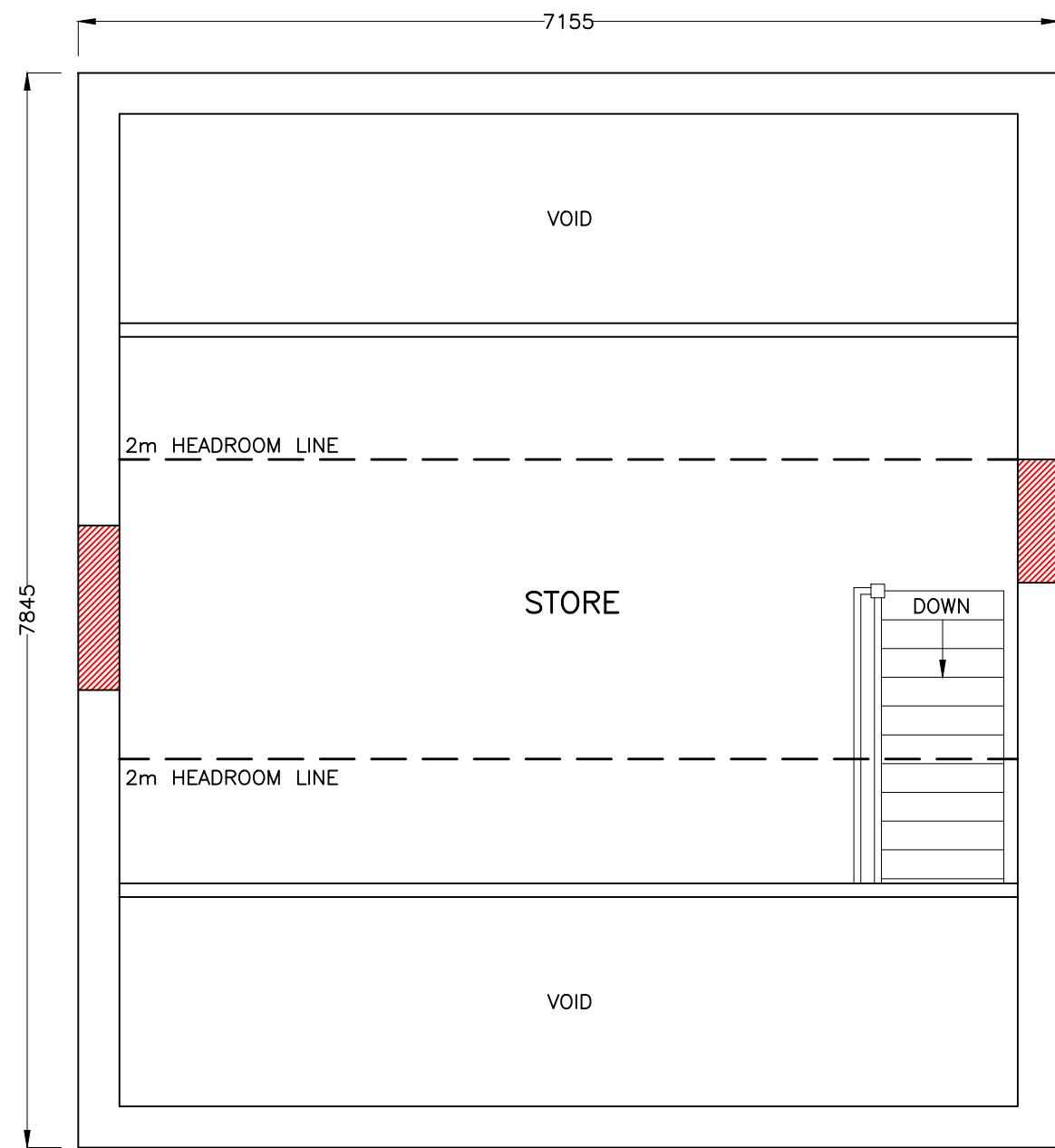
 Fenland District Boundary



Fenland District Council



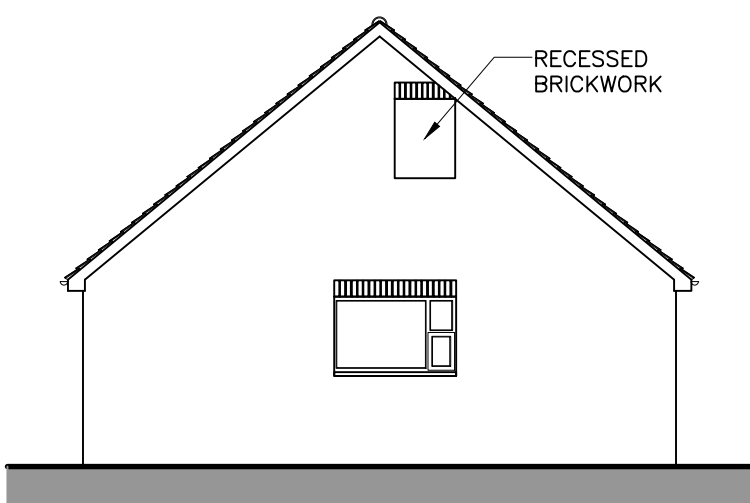
EXISTING GROUND FLOOR PLAN
(1:50)



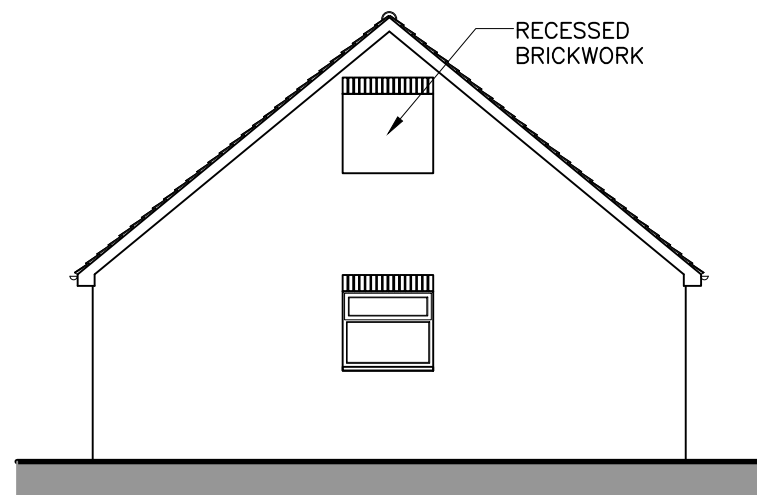
EXISTING FIRST FLOOR PLAN
(1:50)



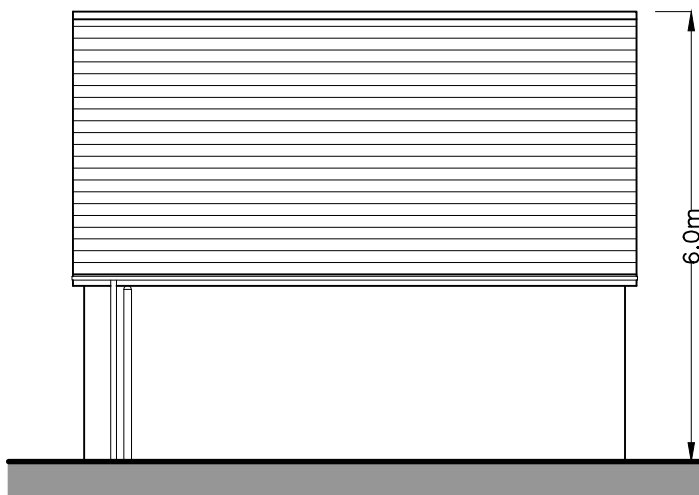
EXISTING FRONT ELEVATION
(1:100)



EXISTING RHS ELEVATION
(1:100)

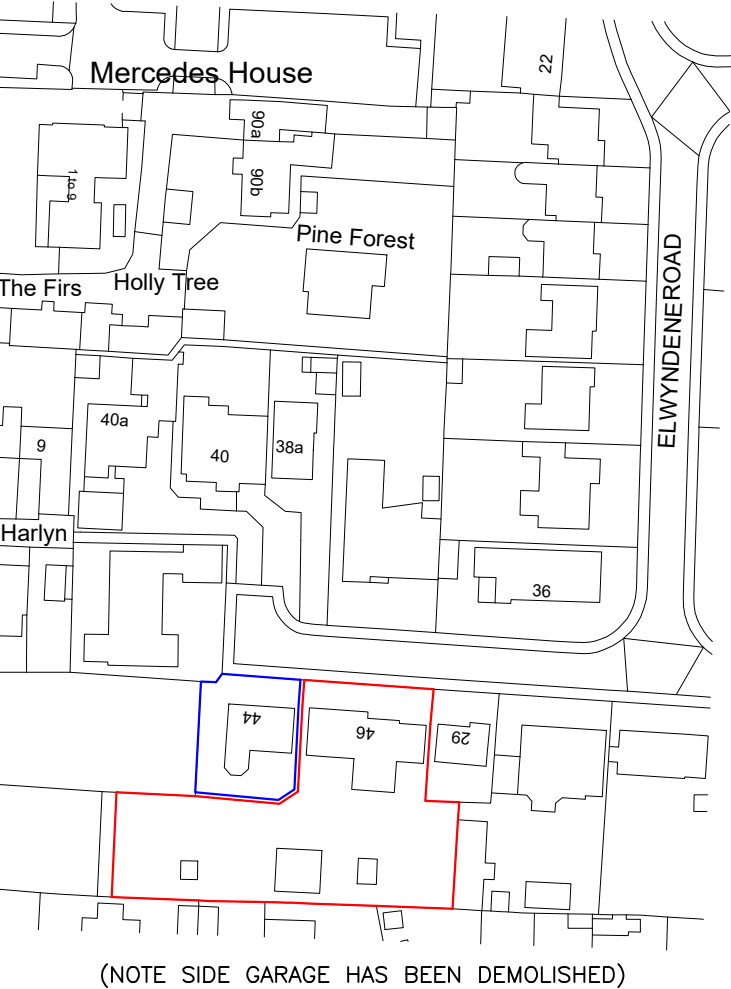


EXISTING LHS ELEVATION
(1:100)

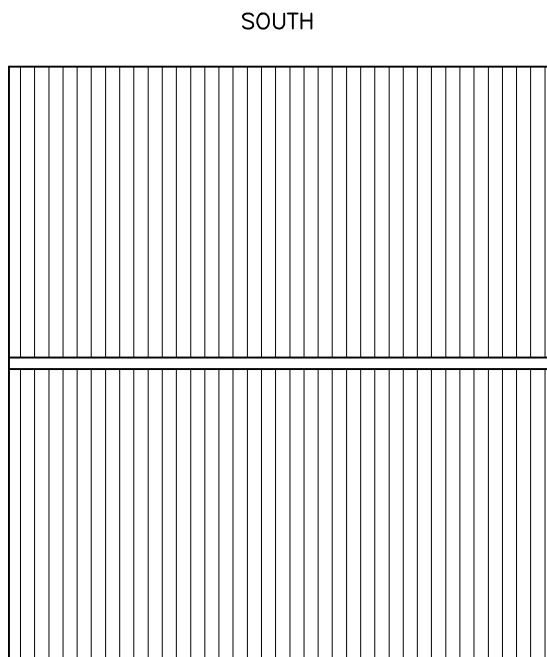
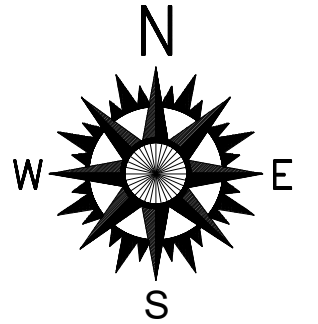


EXISTING REAR ELEVATION
(1:100)

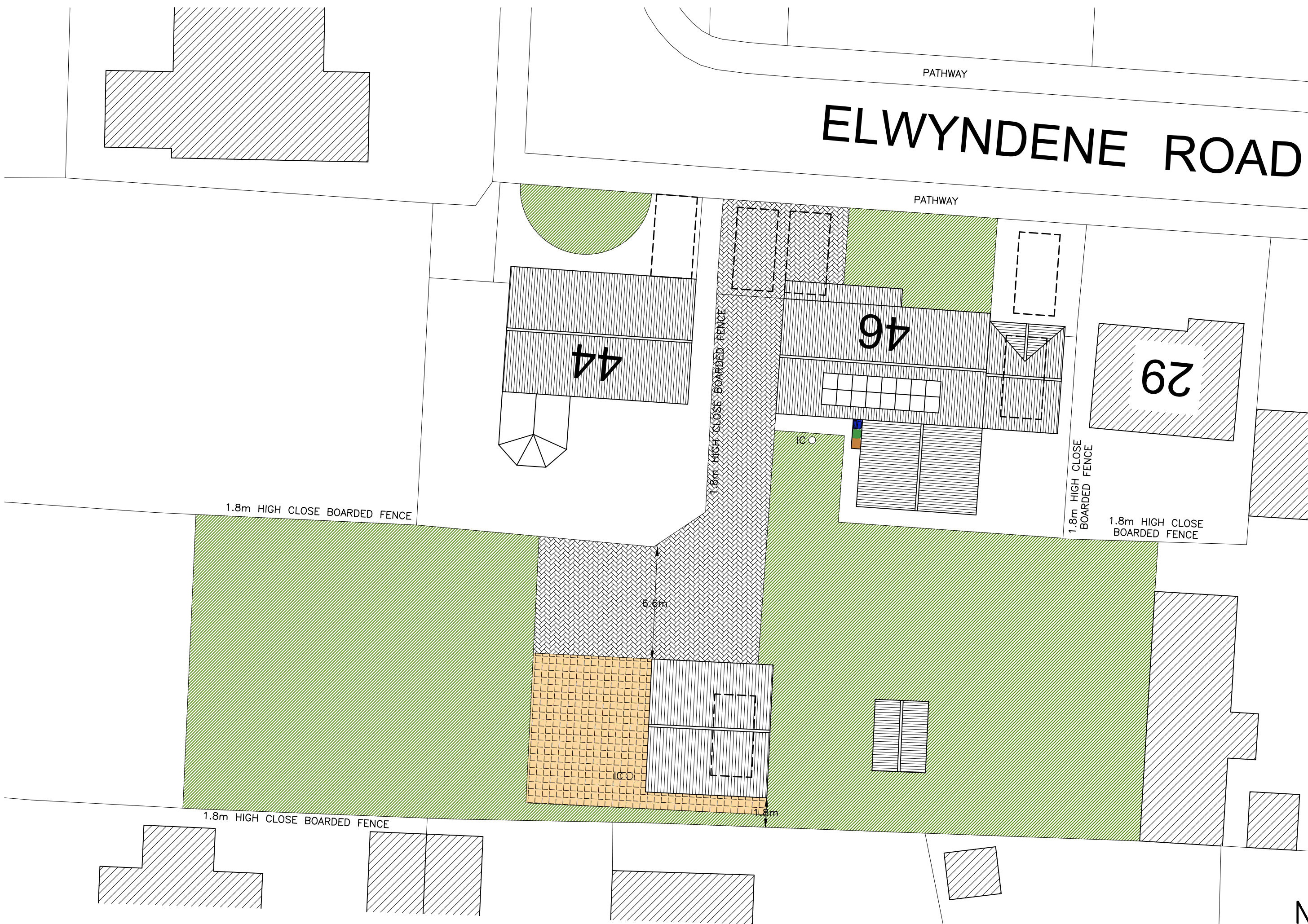
Copyright on all drawings prepared by Morton & Hall Consulting Limited is their property. Drawings and designs may not be reproduced in part or in whole without their written permission.
Please read, if in doubt ask. Change nothing without consulting the Engineers.
Contractor to check all dimensions on site before work starts or materials are ordered. If in doubt ask. All dimensions are in mm unless stated otherwise.
Where materials, products and workmanship are not fully specified they are to be of the standard appropriate to the works and suitable for the purpose stated in or reasonably to be inferred from the drawings and specification. All work to be in accordance with good building practice and BS 8000 to the extent that the recommendations define the quality of the finished work. Materials products and workmanship to comply with all British Standards and EOTA standards with, where appropriate, BS or EC marks.
All products and materials to be handled, stored, prepared and used or fixed in accordance with the manufacturers current recommendations.
The contractor is to arrange inspections of the works by the SICO (or NHBC) as required by the Building Regulations and is to obtain completion certificate and forward to the Engineer



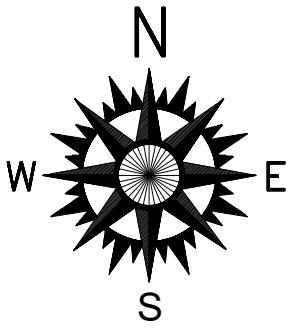
LOCATION PLAN
(1:1250)
LICENCE NUMBER 100022432



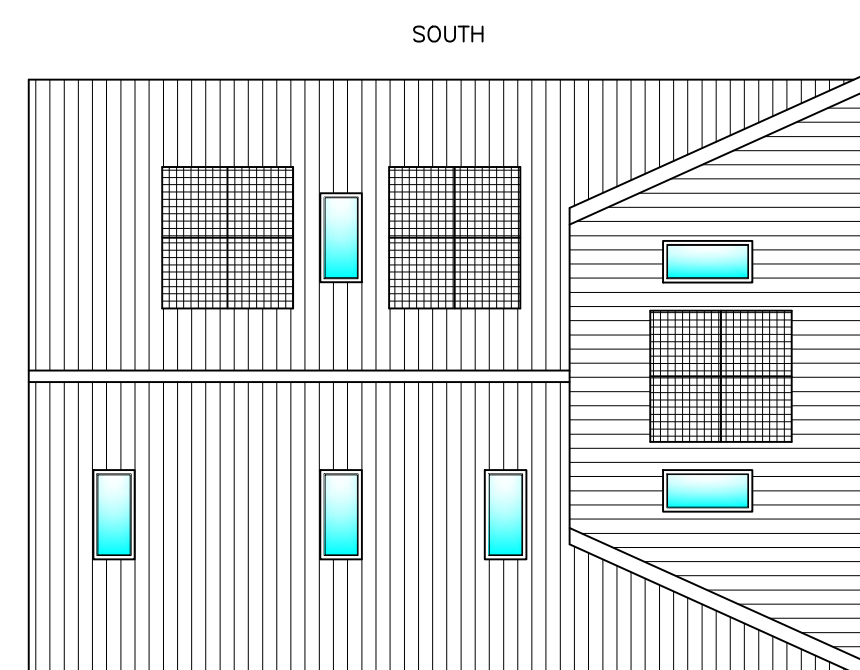
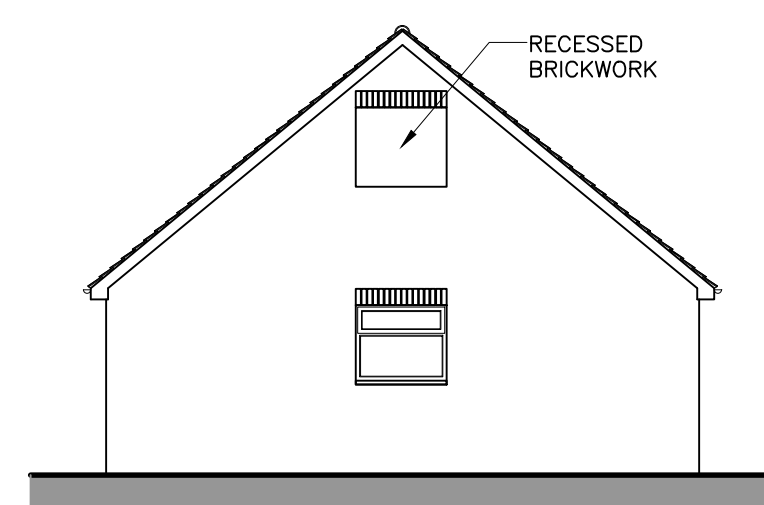
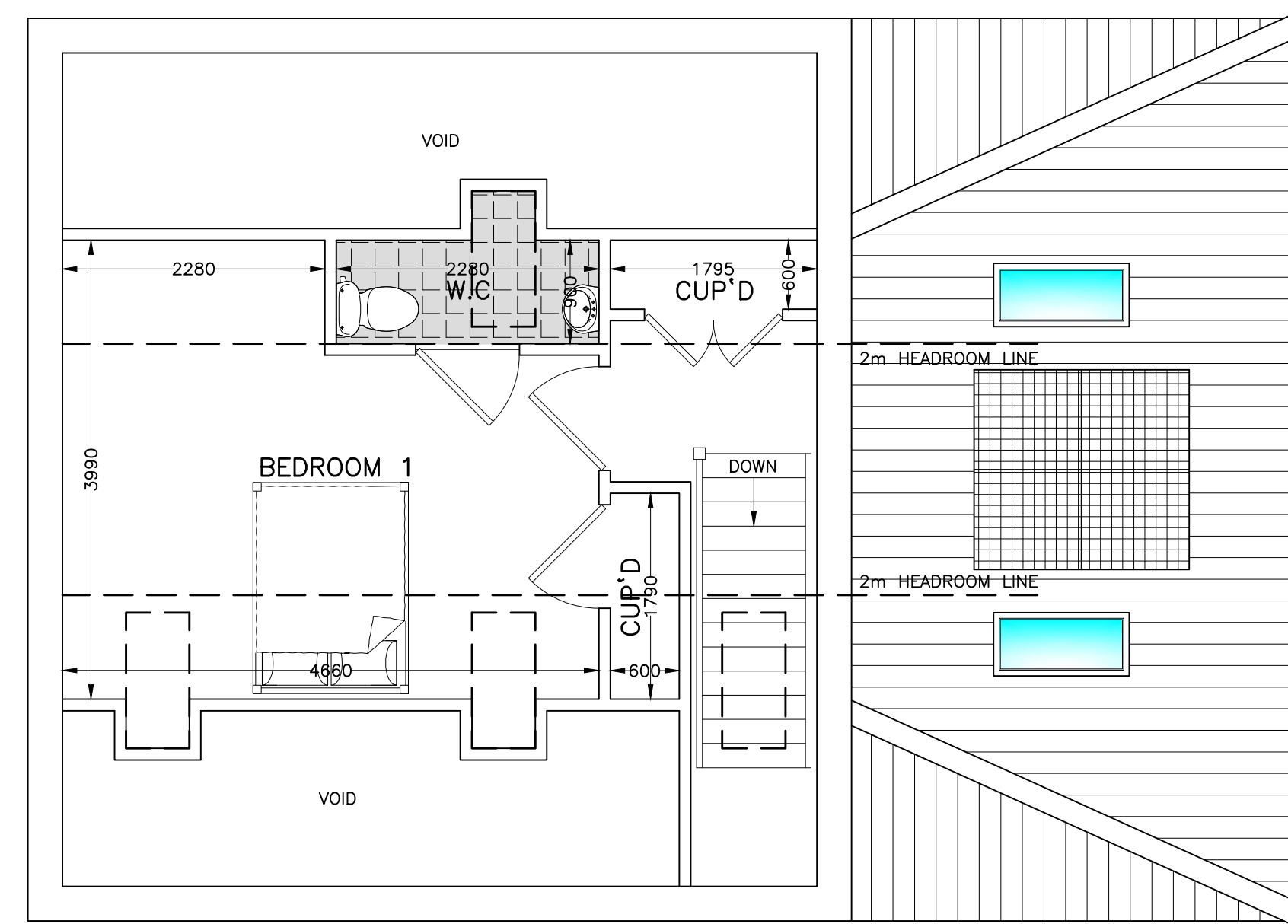
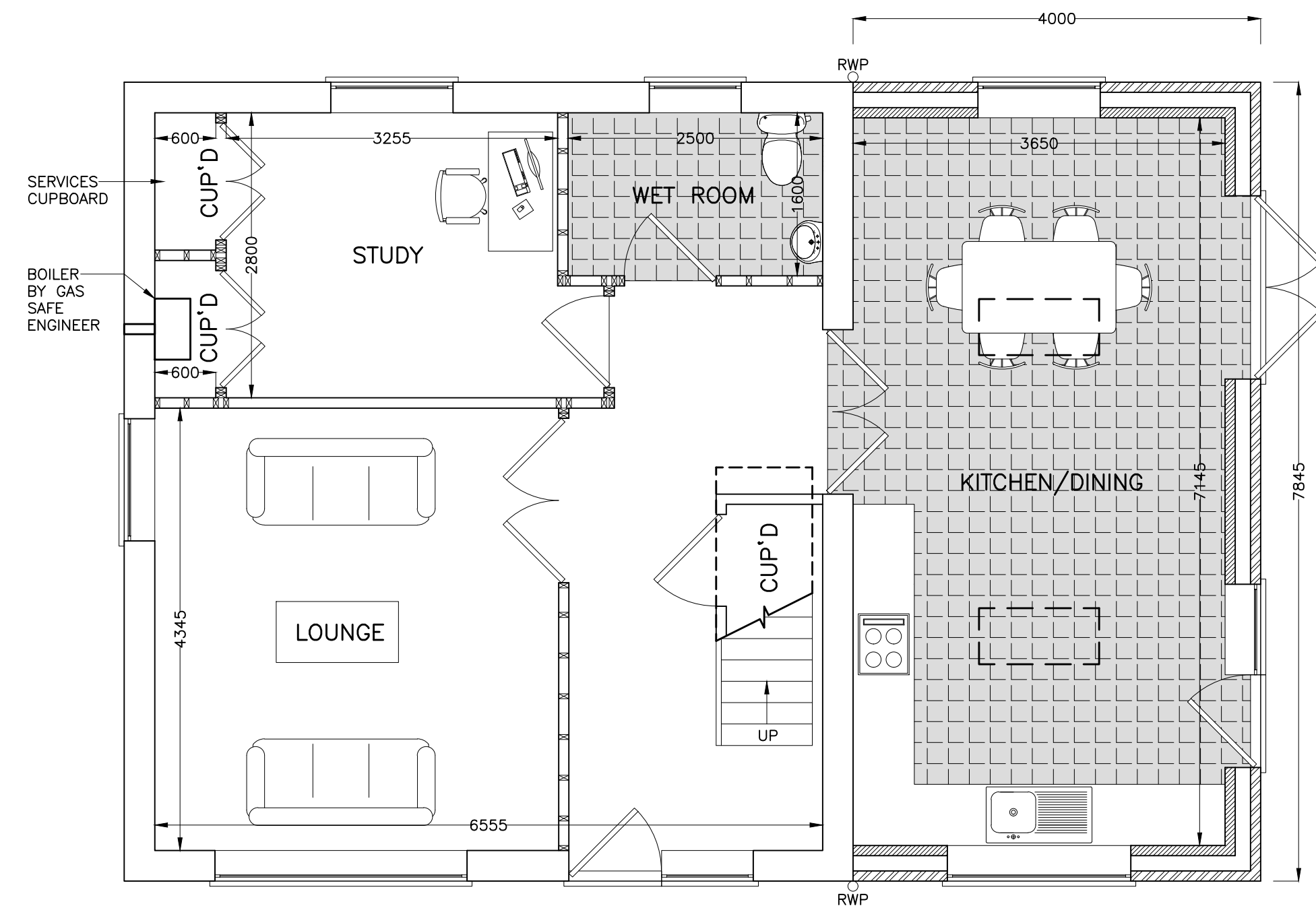
EXISTING ROOF PLAN
(1:100)



EXISTING SITE PLAN
(1:200)

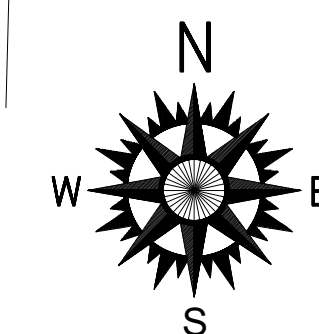
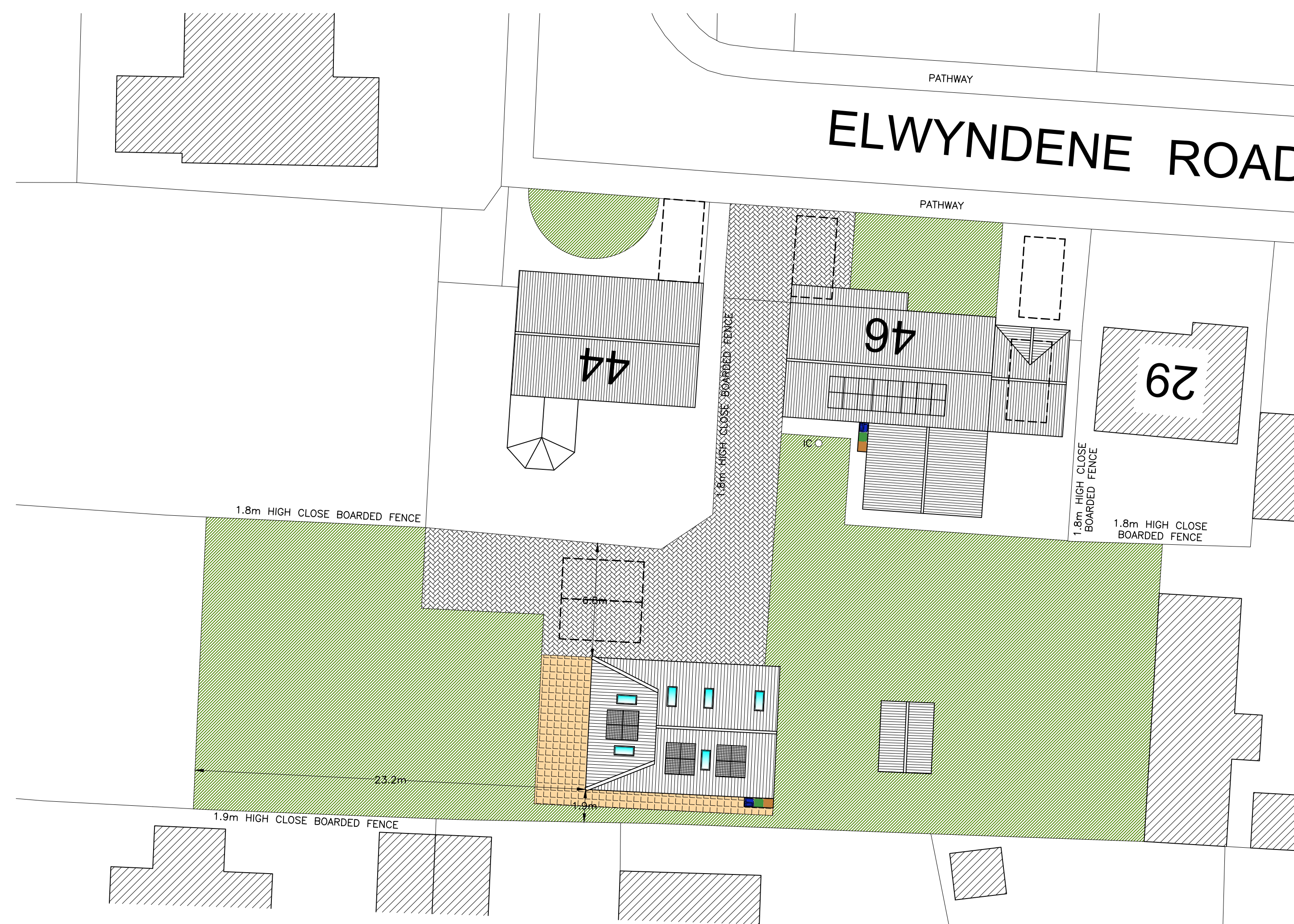


A CLIENTS COMMENTS		FEB 2025
REVISIONS		DATE
MORTON & HALL CONSULTING LIMITED CONSULTING STRUCTURAL ENGINEERS 1 Gordon Avenue, March, Cambridgeshire, PE15 8AA Tel: 01351 655151 Fax: 01351 660167 Email: info@mortonandhall.co.uk Website: www.mortonandhall.co.uk		
LABC Fenland District Council Building Design Awards winner Building Excellence in Fenland		
CLIENT		
Mr M Haydon		
PROJECT		
46 Elwyndene Road March Cams PE15 9BL		
TITLE		
Existing Plans & Elevations ANNEX		
DRAWN R.Papworth	DATE OF ISSUE	
CHECKED		
DATE Jan 2025	DRAWING NUMBER	
SCALE As Shown	H10150/01a	



EXTERNAL MATERIALS

ROOF AND WALL
ADJOINING TO
MATCH EXISTING



Copyright on all drawings prepared by Morton & Hall Consulting Limited is their property. Drawings and designs may not be reproduced in part or in whole without the written permission of the company.

Please read, if in doubt ask. Change nothing without consulting the Engineers.

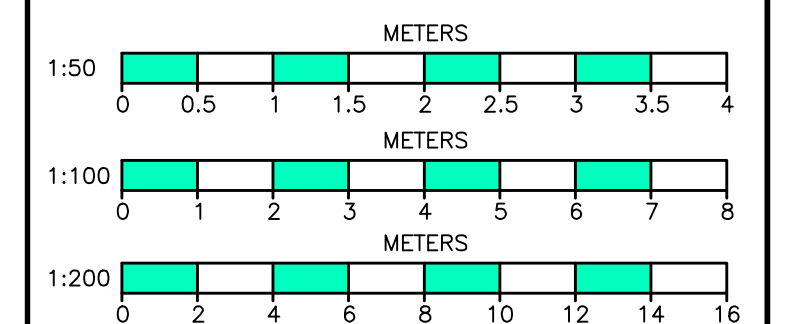
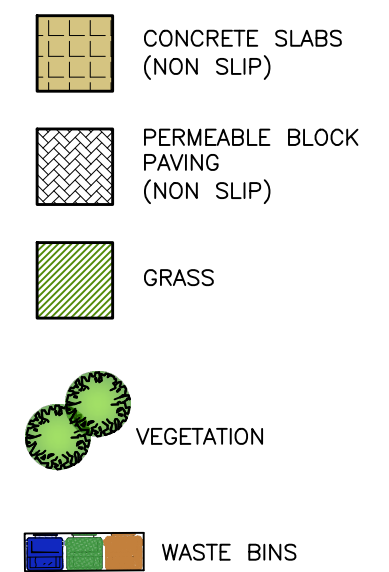
Contractor to check all dimensions on site before work starts or materials are delivered, if in doubt ask. All dimensions are in mm unless stated otherwise.

Where materials, products and workmanship are not fully specified they are to be of the standard appropriate to the work and suitable for the purpose intended, or reasonably to be inferred from the drawings and specification. All work to be in accordance with good building practice and BS 8000 to the extent that the recommendations define the quality of the finished work. Materials products and workmanship to comply with all British Standards and EOTA standards with, where appropriate, BS or EN standards.

All products and materials to be handled, stored, prepared and used or fixed in accordance with the manufacturers' current recommendations.

The contractor is to arrange inspections of the works by the BCO (or NHC) as required by the Building Regulations and is to obtain completion certificate and forward to the Engineer.

LEGEND



F E D B A	DRAWING	UPDATED	JUL 2025
	CLIENTS	COMMENTS	JUN 2025
	DRAWING	UPDATED	MAY 2025
	DRAWING	UPDATED	MAY 2025
	CLIENTS	COMMENTS	FEB 2025
	CLIENTS	COMMENTS	FEB 2025
	REVISIONS		DATE


MORTON & HALL


CONSULTING LIMITED

CONSULTING STRUCTURAL ENGINEERS

**1 Gordon Avenue,
March,
Cambridgeshire,
PE15 8AJ**


**Tel: 01354 655454
Fax: 01354 660467
Email: info@mortonandhall.co.uk
Website: www.mortonandhallengineers.co.uk**






LABC
LEADING
ADVANCED
BUILDING
CONSTRUCTION
EXCELLENCE
AWARDS

winner




Fenland District Council



**Building
Design Awards**

Building Excellence in Fenland



LABC
LEADING
ADVANCED
BUILDING
CONSTRUCTION
EXCELLENCE
AWARDS

CLIENT

Mr M Haydon

PROJECT
46 Elwyndene Road March Cambs PE15 9BL

TITLE	
<p>Proposed Plans & Elevations ANNEX</p>	

DRAWN	R.Papworth	DATE OF ISSUE	
CHECKED			
DATE	Jan 2025	DRAWING NUMBER	H10150/02 _F
SCALE	As Shown		