#### F/YR19/0990/F

Applicant: Mr J Punton Agent : Mr Nigel Lowe

**Peter Humphrey Associates Ltd** 

Land South Of Chrysanthemum House, Barton Road, Wisbech, Cambridgeshire

Erect a C2 use care home facility (3-storey, 100-bed) and 5 x dwellings (3 x 2-storey, 3-bed and 2 x 2-storey, 4-bed) with integral garages and formation of 3 x new accesses from Barton Road and 3 x new accesses from Magazine Lane involving the demolition of existing shed

Officer recommendation: Grant

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

## 1 EXECUTIVE SUMMARY

- 1.1 This scheme will see the delivery of a bespoke care home establishment which will specifically deliver housing to meet the needs of the elderly, as promoted in Policy LP5 of the FLP. Whilst market housing also comes forward as part of the proposal the amount and location of this when viewed in the context of the overall scheme is considered acceptable.
- 1.2 Although this development proposal comes forward in advance of a wider Broad Concept Plan for this strategic allocation it is considered that in this instance, due weight must be given to the contribution that the development will make to the district in terms of housing opportunities and job creation. Mindful of these positive, and significant, attributes and acknowledging that the scheme will not compromise the overall aims of the BCP there are no reasonable grounds to withhold consent in this regard.
- 1.3 Due regard has been given to the matters raised by neighbouring occupiers in terms of character and amenity concerns. However whilst the outlook and character of the area may change as a result of the proposal such change is not considered so significant as to render the scheme unacceptable in terms of Policies LP2 and LP16, especially when due weight is given to the bespoke /specialist accommodation provided by the scheme.
- 1.4 It is most regrettable that the site was cleared prior to the submission of this proposal. However the site was not afforded any statutory protection in terms of planning legislation, notwithstanding any implications in terms of wildlife legislation. Securing the recommendations of the Ecology Report through the imposition of relevant conditions will ensure that the scheme delivers appropriate mitigation and enhancements in this respect going forward.
- 1.5 Matters of flood risk and highway safety have been duly considered and have achieved a positive recommendation from the relevant statutory undertakers, subject to appropriate conditions.

1.6 The evaluation of this proposal, informed by relevant statutory consultees, has raised no issues which would render anything other than a favourable recommendation being forthcoming.

#### 2 SITE DESCRIPTION

- 2.1 The site comprises an area of vacant land which was previously an orchard; however the site has been cleared. It is bounded to the east by frontage residential development on Barton Road and the Grove Park park home site which abuts the eastern boundary of the site. There is a 6m easement along the eastern boundary of the site for a water main which goes from the pumping station on Barton road to Magazine Lane. The south of the site abuts residential development on Magazine Lane.
- 2.2 The site is within flood zones 1 and 3 it is noted that there is a 6m easement along the eastern boundary of the site for a water main which goes from the pumping station on Barton road to Magazine Lane.

## 3 PROPOSAL

- 3.1 The scheme comprises two distinct elements the first being the delivery of a care home the second being market housing in the form of 5 dwellings, with three of these properties fronting Magazine Lane and two fronting Barton Road; looking at each element in turn:
- 3.2 The care home element will comprise 100 rooms, each comprising bedroom, bathroom, and open plan living/dining room including small scale kitchen facilities; i.e. sink and counter range circa 2.3 metres long.
- 3.3 Situated into the site along the western boundary the care home is arranged over three floors. The most northerly section is largely two-storey with a single storey element and the central section is three-storey. The most southerly element of the care home is again two-storey with two single storey sections.
- 3.4 There are communal lounges, each with dining areas on the ground and first floors together with treatment rooms and assisted bathrooms.
- 3.5 Visitor parking is provided central to the site and a futher parking area for staff is situated alongside the most southerly wing.
- 3.6 A footpath is shown to the east of the site linking Magazine Lane with Barton Road and two cycle shelters are also shown.
- 3.7 The residential dwellings, which are identified in the design and access statement as being proposed to 'part fund the significant development costs of the care home and to ease cash flow in the early stages of development' comprise three dwellings fronting Magazine Lane and two dwellings fronting Barton Road. The properties on Magazine Lane are chalet style dwellings each having three bedrooms. The footprint of these dwellings will have maximum dimensions of 13.7 metres wide x 10.8 metres deep, including attached single storey garage. The overall ridge height will be 8 metres maximum with eaves heights varying from 2.35 metres 3.5 metres). Each of these dwellings will be served by an individual access.

- The two properties fronting Barton Road will be two storey dwellings with a maximum width of 11.6 metres and maximum depth of 22.6 metres (including a single storey rear outshoot). The maximum ridge height of these dwellings will be 8.9 metres. Each of these properties will feature a two-storey projection to the front delivering a double garage with bedroom over. These properties will be handed and there will be two 1.8 metre high wall sections addressing the main entrance to the care home site along each radii. Individual accesses will serve each dwelling from Barton Road.
- 3.9 Following input from CCC Highways the proposals now also incorporate a minor realignment of the Magazine Lane (ML) carriageway; integral to the delivery of a 2.0m wide footway along the site frontage to ML and proposals to relocate the 30 mph limit which will be agreed at detailed design stage. In addition a crossing point will be provided on ML with dropped kerbs and tactile paving to the existing footway on the opposite side of the road.
- 3.10 Full plans and associated documents for this application can be found at:

https://www.fenland.gov.uk/publicaccess/applicationDetails.do?activeTab=documents&keyVal=Q05DRYHE06P00

## 4 SITE PLANNING HISTORY

F/95/0779/O Erection of 2 no. bungalows with garages Refused
Land East Of Silverlea Magazine Lane Appeal Dismissed

21.02.1996

F/95/0547/O Erection of 3 no. bungalows with garages Refused
Land East Of Silverlea Magazine Lane 08.11.1995

## **5 CONSULTATIONS**

- 5.1 **Wisbech Town Council**: Originally recommended that the application 'be supported, subject to the Local Highway Authority being satisfied with the proposed access arrangements'. With regard to the re-consultation the Town Council have indicated that they will provide a further response by 16<sup>th</sup> June 2020, this response will be provided in the update report to the Planning Committee.
- 5.2 Cambridgeshire County Council Highways Authority: Originally commented that the 100 home care home facility triggers a requirement for a Transport Assessment to be submitted and that the CCC Transport Assessment team would need to review the content of the Transport Assessment and assess the transport impact of the proposed development across the wider highway network. Also noted that
  - the footway and footpath widths should be specified along with access geometry etc.
  - The footpath between Barton Road and Magazine Lane should be 2.0m wide and street lit. [...] further details [can be secured] by pre-commencement condition
  - Magazine Lane carriageway should be widened so it's suitable for two way vehicle movements along the 3 plot development frontage. This is to ensure suitable access and manoeuvring space is provided for the new accesses proposed.

Following the submission of further drawings the Highway Officer provided further feedback as follows:

There appears to be the available land to provide a perpendicular access onto Barton Road. Can you request the agent realigns the first 15m of access road. This will avoid westbound vehicles entering the access, in part, on the opposite side of the access.

The widening of Magazine Lane to 4.1m could result in a highway safety problem. The narrow width is likely to give rise to driver uncertainty and two conflicts. Widening the road to a minimum width of 4.8m would overcome this issue. If third party land is an issue then an alternative traffic engineering type of arrangement may be required to reinforce priority/give way traffic flows.

The footpath connection with Magazine Lane and Barton Road will require some form of chicane arrangement either end. A note should be added to the plan stating the chicane arrangement to be agreed CCC LHA at detailed stage.

Further to receiving revised plans CCC Highways Officer has confirmed that there are no highway objections subject to conditions (which are reproduced in the relevant section of this report. As part of recommendations CCC Highways require the applicant to enter into a S106 or unilateral agreement to secure the sum of £1000 (required to cover the cost of the public consultation exercise required for the speed limit and regulatory signage alterations proposed along Magazine Lane.)

5.3 **CCC Transport Assessment Team:** Note that they are 'satisfied with the site description outlined within the Transport Assessment. A missing link has been identified in the pedestrian network between the site and Wisbech town centre. A pedestrian crossing point is required from the development site to the existing footway on the opposite side of Barton Road.

The closest bus stops are situated c290m and 569m from the site. Both stops comprise flag and pole infrastructure with the eastbound stop also comprising timetable information. Both stops serve the No.46 service which operates between March and Wisbech every 90 minutes Monday to Saturday.

Accident Analysis - The latest available 60 months accident data obtained from Crashmap has been provided. The study area is agreed. Whilst it should be noted the County Council do not accept data from Crashmap, on this occasion CCC have cross-referenced the Crashmap data with our own accident record and such data is considered acceptable. No accident cluster sites were identified. This is agreed.

Trip Generation - TRICS software has been used to obtain multi-modal trip rates for the development. Full TRICS outputs have been provided. The County Council do not accept the trip rates used within this assessment. Ireland sites are not acceptable for use within the TRICS assessment. As such, all Ireland sites should be removed from the TRICS assessments and the TRICS assessments repeated.

Site Access - Vehicular access to the Care Home taken off Barton Road is proposed to comprise a 5.5m wide access road with a 1.8m wide footway either side. A 1.8m wide footway will be provided along the northern site frontage

between the two private access points to the new dwellings at either side of the northern boundary. A new dropped kerb and tactile paving crossing point to the existing footpath on the northern side of Barton Road will also be provided east of the site. This should be illustrated on the proposed site layout drawing.

Vehicular access to the three dwellings at the southern boundary taken off Magazine Lane is proposed to comprise three simple private drive access points. A 1.8m wide footway link will be provided northwards from Magazine Lane to Barton Road. Additionally, a 1.8m wide footway will be provided along the southern site frontage between the western boundary and the existing footway on the southern side of Magazine Lane to the east of the site. A dropped kerb crossing with tactile paving is proposed to provide access to this footway. This should be illustrated on the proposed site layout drawing.

Site access details should be agreed with Highways Development Management who will provide separate comments.

Car and Cycle Parking Provision -The development is noted to accord to the Parking Standards set out within the Fenland Local Plan (2014).

Travel Plan - A Travel Plan will need to be subject to a condition should approval be given. The Travel Plan should include suitable targets and measures.

Conclusion - The application as submitted does not include sufficient information to properly determine the highway impact of the proposed development. Were the above issues addressed the Highway Authority would reconsider the application. CCC therefore requests that this application not be determined until such time as the additional information above has been submitted and reviewed.'

Following the submission of 'Additional Information letter dated 5th March 2020, prepared by MTC Engineering' provide further comment as follows:

- 'It is noted in response [to earlier consultation that] the applicant has submitted a revised TRICS assessment excluding Ireland sites. It is noted the vehicular trip generation is lower than what was previously submitted in Table 3.1 of the TA. It is therefore considered the trip generation submitted in the original TA provides a robust assessment and the impacts of 18 vehicle trips in the AM peak and 33 vehicle trips in the PM peak split between both access points would not be considered severe.
- Site Access Vehicular access to the Care Home is proposed to be taken off Barton Road. A new dropped kerb and tactile paving crossing point to the existing footpath on the northern side of Barton Road will be provided east of the site as illustrated in drawing no. 2412-04 Rev A.
- Vehicular access to the three dwellings at the southern boundary taken off Magazine Lane is proposed to comprise three simple private drive access points. A 2m wide footway link will be provided northwards from Magazine Lane to Barton Road. Additionally, a 1.8m wide footway will be provided along the southern site frontage between the western boundary and the existing footway on the southern side of Magazine Lane to the east of the site. A dropped kerb crossing with tactile paving is proposed to provide access to this footway as illustrated in drawing no. 2412-04 Rev A.
- Travel Plan A Travel Plan will need to be subject to a condition should approval be given. The Travel Plan should include suitable targets and measures.

Conclusion The Highway Authority does not wish to object to the proposal subject to [a condition requiring the provision and implementation of a Travel Plan].

5.4 **Environment & Health Services (FDC)**: Note and accept the submitted information and have 'No Objections' in principle, as it is unlikely to have a detrimental effect on local air quality.

Given the scale of the proposed development, I would expect the development to be connected to mains drainage, and I would also recommend a condition is imposed in the event that planning consent is granted, for a construction management plan being submitted prior to commencement of development, to ensure that the construction phase does not impact upon any existing nearby dwellings.

A contaminated land Phase 1 Geo-Environmental Desk Study has been undertaken by EPS, the report (Ref: UK19.4535) dated 19.07.19 for which has been submitted, and the findings noted and accepted by Environmental Health.

The desk study recommends that an intrusive ground investigation is undertaken and in response the EP have recommended that a full contaminated land condition to cover the need for this Phase 2 intrusive investigation and any associated remedial strategy and validation/closure report aspects is imposed to ensure that any contamination is satisfactorily addressed.

The EP team also recommend that a full light impact assessment to demonstrate that proposed lighting is in accordance with the Institution of Lighting Professionals Guidance Note [....] is provided. Following submission of this report EP have confirmed.

'The details provided, including the horizontal illuminance (Lux) level layouts demonstrate that the scheme will be within parameters set in accordance with the Institution of Lighting Professionals Guidance Notes for the Reduction of Obtrusive Light GN01:2011, having regard to the relevant Environmental Zone, that being (E2) Rural.

EP also note that 'if planning consent is granted and complaints are subsequently received, this service will be duty bound to investigate and ensure that installations are in accordance with those originally proposed, as the granting of planning permission does not indemnify against action by this service where a statutory nuisance is proven.'

5.5 **Environment Agency**: Raise no objection to the proposed development but makes comments re the National Planning Policy Framework Flood Risk Sequential Test. By consulting the EA on this planning application they assume that FDC has applied and deemed the site to have passed the NPPF Sequential Test. Although the EA have raised no objection to this planning application on flood risk grounds this should not be taken to mean that the EA consider the proposal to have passed the Sequential Test.

With regard to the Flood Risk Assessment (FRA) the EA 'have no objection to the submitted application but strongly recommend that the mitigation measures detailed in the submitted flood risk assessment undertaken by MTC Engineering (dated Oct 2019, ref: 2412 - FRA & DS) are adhered to. The FRA states:

- Finished floor levels set at a minimum of 3.0m ODN

- Flood resilient construction to a height of 600mm above the finished floor level'

Offer advice to the applicant in respect of flood resilience and flood warning.

In respect of the re-consultation undertaken: 'no further comments to make regarding the amendments submitted'.

- 5.6 **CCC (Lead Local Flood Authority)**: Initial comments raised an objection to the grant of planning permission for the following reasons:
  - Further infiltration testing required [..] to support the proposals to manage surface water by infiltration. If the applicant is not able to undertake such testing at this stage, a feasible alternative strategy should also be proposed as a fall-back option, such as discharge to a watercourse.
  - Concerns over increasing risk to adjacent areas: It has been proposed to raise ground levels of up to 680mm to protect the proposed development from fluvial flooding associated with a 1 in 1000 year storm event and breach of fluvial flood defences. There are concerns that this ground raising could create an increased flood risk to adjacent areas, including the existing caravan park and nursery to the east of the site. It should be demonstrate that flood risk can be managed on site without creating an increased risk to adjacent areas.
  - Scope to reduce development in Flood Zone 3: The site is located in Flood Zone 3, with the central part of the site located in Flood Zone 1. The proposed site plan shows that the majority of the development will be located within flood zone 3, with the visitor parking area positioned in flood zone 1. It is strongly advised that the proposed residential housing/care home development is positioned in flood zone 1 where possible, with the areas of green space and parking areas positioned in flood zone 3. Also provided informatives regarding infiltration, IDB consent and pollution control

Following re-consultation on amended FRA and drainage strategy the LLFA maintained their objection as follows:

- 1. IDB Concerns and watercourse quality issues: The IDB have raised concerns regarding the proposed method of surface water disposal [...]. These concerns relate to the poor condition of the riparian drain on the southern side of Magazine Lane and riparian drain forming the western boundary of the site.
- 2. Whilst the applicant has now proposed to discharge surface water through a single outfall into the drain to the south of Magazine Road, the concerns regarding the condition of this watercourse have not been addressed. Until these concerns have been addressed, and an in principle agreement has been provided from the IDB, we are unable to support the application in its current form.
- 3. Concerns over increasing risk to adjacent areas: It has been proposed to raise ground levels of up to 680mm to protect the proposed development from fluvial flooding associated with a 1 in 1000 year storm event and breach of fluvial flood defences. There are concerns that this ground raising could create an increased flood risk to adjacent areas, including the existing caravan park and nursery to the east of the site. It should be demonstrated

that flood risk can be managed on site without creating an increased risk to adjacent areas.

4. Scope to reduce development in Flood Zone [as per] previous objection letter

A revised FRA and Sustainable Drainage Strategy was submitted along with documentation from the North Level Internal Drainage Board and based on these the LLFA have confirmed that they 'can now remove [their] objection to the proposed development as they consider:

The [..] documents demonstrate that surface water from the proposed development can be managed through the use of permeable block paving with sub base attenuation, shallow swales and filter strips. Surface water will be discharged into the existing Anglian Water surface water sewer at a rate of 2 l/s for all events up to and including a 1 in 100 year storm event plus a 40% allowance for climate change. This sewer then outfalls in a North Level Internal Drainage Board (IDB) drain. The connection has now been agreed by both Anglian Water and the North Level IDB.

The LLFA is supportive of the use of permeable paving as in addition to controlling the rate of surface water leaving the site it also provides water quality treatment. Water quality has been adequately addressed when assessed against the Simple Index Approach outlined in the CIRIA SuDS Manual.

The site is at very low risk to surface water flooding. Whilst the majority of the site is located within Flood Zone 3, the site is protected by the River Nene flood defences for all events up to and including a 1 in 200 year event. Furthermore, building finished floor levels will be set at 3 metres AOD, providing a 300mm freeboard in such an event that the defences become breached.'

Request a condition relating to detailed surface water drainage scheme and informatives relating to IDB consent and pollution control.

5.7 Anglian Water Services Ltd: There are assets owned by Anglian Water or those subject to an adoption agreement within or close to the development boundary AWS therefore request that text is included in any decision issued to reflect this. AWS also identify that 'the foul drainage from this development is in the catchment of West Walton Water Recycling Centre that will have available capacity for these flows' and that 'the sewerage system at present has available capacity for (used water network) flows' and requests a number of informatives. Highlights that 'the preferred method of surface water disposal would be to a sustainable drainage system (SuDS) with connection to sewer seen as the last option'.

Following reconsultation AWS have 'reviewed the additional information submitted and have no further comment to make on this application'.

North Level Internal Drainage Board: Initially commented that they 'had no objections in principle', however [did have] 'serious concerns regarding the viability of using soakaways for a development of this size. It is imperative that the application be conditioned to allow a more detailed investigation into the best method of dealing with surface water, including possibility of using the existing Anglian Water surface water sewer in Magazine Lane. I do question sole use of infiltration as I doubt if the infiltration tests were repeated now that they would come up with the same results. I must also raise concerns over potential ground

raising as the application must not increase flood risk to existing neighbouring properties. The existing watercourse to the east and west are in riparian ownership and the developer must also be aware of his responsibilities for the future maintenance of this watercourse.'

Following receipt of the amended Flood Risk Assessment and drainage strategy highlight that their 'concerns are twofold, firstly the riparian drain forming the western boundary to the site is poor quality and to the best of my knowledge does not have an outfall, it merely acts as a soakaway. This is therefore not acceptable as a method of surface water disposal. Furthermore, I would question the use of a cellular storage system for the site as during the wet winter months we are currently experiencing, it is highly likely the ground is already saturated, Finally I must point out that the riparian drain on the south side of Magazine Lane is in extremely poor condition with little or no maintenance and is unfit to take the additional flows from the south of the proposed development. I feel that until the above issues are properly addressed, I must oppose the planning application in its current form.'

• A further consultation response from the NLDB indicated that their objection remained 'as the amended FRA suggests water will be discharged to the riparian drain to the south side of Magazine Lane, via the Anglian Water surface water sewer. I believe the AW surface water sewer discharges to my Board's Cox's Lane Drain, hence confirmation is required. Firstly I will need evidence of sufficient capacity in the Anglian Water Sewer to take the additional flows. The applicant will also require formal land drainage consent to discharge additional water into my Board's drainage network, and a development levy [...] will be payable for dealing with increase in run off from the site'.

Following further revisions to the FRA/Drainage Strategy the NLIDB have removed their objection subject to a formal application to discharge surface water and payment of a development levy [...] for dealing with the additional run-off from the site.

5.9 Senior Archaeologist (CCC): 'Our records indicate that this site lies in an area of archaeological potential, situated on the south side of Barton Road and within the area of the Gardens of Sibald's Holme (Cambridgeshire Historic Environment Record reference MCB19356), an area of landscaped gardens and parkland associated with an early 19th century property to the east overlooking North Brink. Although there has been very little intrusive archaeological investigation in this part of the parish to-date, an area of probable Roman settlement has been identified to the west of the proposed development, south of Barton Road, where Roman greyware pottery has been recovered from land under arable cultivation (02830), and numerous chance finds of Iron Age, Roman and Saxon material including coinage (03882, 03907) are documented in the Barton/North Brink area where it has been suggested that a long history of landownership by wealthy families such as the Peckovers prevented the westward expansion of the town. thereby limiting opportunities for further chance discoveries during building work etc.

Examination of aerial imagery shows that the application site appears to have been cleared recently, and prior to the determination of this application. Further clearance that does not fall within the scope of an application should be discouraged, to avoid further potential damage to vulnerable archaeological remains that may survive within the development boundary.

We do not object to development proceeding in this location but consider that the site should be subject to a programme of archaeological investigation secured through the inclusion of a negative condition, such as the example condition approved by DCLG.'

5.10 **Designing Out Crime Officers**: 'I have reviewed this application in terms of promoting community safety and reducing vulnerability to crime - I consider that the proposed layout and design should address this, especially since the residents of the care home could be elderly/vulnerable. I do however wish to make the following observations:

The proposed footpath that would link Magazine Lane to Barton Road - whilst it is a very long footpath it is straight but there are concerns regarding access to the rear of properties at the caravan park - this could be improved by defensive planting so should planning approval be given I would wish to comment on any planting schedule and maintenance plan.

My other point is by including the footpath it gives persons a reason to be in the area of what is a private area. The developer might like to consider appropriate use of CCTV covering main entrances to the building and the car park and cycle parking areas. This would certainly ensure residents and staff-use the car parks etc and reduce fear of crime for the residents.

Additional car park area - 9 spaces - I do have concerns that this area could be used to attract anti-social behaviour as away from the development not easily overlooked by residents of the care home. If they are there to help staff with parking I do think their use will lead to some 'desire lines' across to the care home as there are no direct footpaths from this car park to the care home that could be used.

Cycle parking bays should be within direct site of the main building - so I would like to see the cycle shelter that has been positioned by the footpath to be moved - cycles left here are vulnerable to crime as only partial surveillance from the care home building.

Lighting across the whole development - I would like to see the external lighting plan when available and it should cover the whole site including car parks and access routes - I would be happy for it to be conditioned.'

Following re-consultation on the amended scheme proposals they have confirmed that they 'have reviewed the amendments and clarifications submitted regarding the above Application. [and are] happy that Lighting and provision of CCTV can be conditioned [noting that they] would like to review that when available. Indicates that they are 'supportive of moving of cycle store, community safety has been considered and as stated in my previous comments welcome the opportunity to work with the client to ensure vulnerability to crime will be addressed once planning approval has been obtained.'

5.11 **Housing Strategy (FDC)**: 'The applicant states that this is a proposal for a 100 bed care home facility and therefore class C2 use. Having looked at [the drawings] it would appear that the units proposed are self-contained flats comprising a bedroom, a living room with kitchen area and a wet room. On this basis I would ask that planning consider whether this scheme is actually an extra care facility and potentially class C3.

In the event that planning are satisfied that this scheme is a care home and C2 use, it does not qualify to provide affordable housing. However, if it is determined that it is C3 use [...] we would expect a contribution of 25% on this site of 105 dwellings. The total number of dwellings we require would be 26.

The current tenure split we would expect to see delivered for affordable housing in Fenland is 70% affordable rented tenure and 30% shared ownership. This would equate to the delivery of 18 affordable rented homes and 8 shared ownership in this instance.

On this application, I would expect the affordable housing requirement to be in accordance with Policy LP5, and the changes made by the new NPPF mentioned.'

- 5.12 **Head of Environmental Services:** 'In broad principal we have no objection to this development, however the following points would need addressing:
  - As a residential care home the business would have to pay for their waste collection service either through Fenland District Council or a private waste contractor.
  - Bin stores would be required to accommodate bins for general waste, recycling, hygiene waste and clinical waste. For weekly collection of general waste and hygiene waste an estimated 15 x 1100 litre four wheeled bins would be required. For a weekly recycling collection an estimated 10 x 1100 litre 4 wheeled bins would be required plus provision for clinical waste collections.
  - The site would need to be accessible for 11.5m dustcart allowing it to enter and leave the site in a forward gear.
  - The access road would need to be suitable constructed for 26 tonne dustcart.
  - Bin stores would need to be accessible and no more than 10m from the roadway.

## For the 5 dwellings:

- Refuse and recycling bins will be required to be provided as an integral part of the development.
- Bins will require presenting at the curtilage of the property where it meets the Public Highway on the day of collection.
- New residents will require notification of collection and storage details by the developer before moving in and the first collection takes place.
- Please refer to the useful supplementary planning guidance for Cambridgeshire and Peterborough available in the RECAP Waste Management Design Guide'
- 5.13 **Arboricultural Officer (FDC)**: 'Grant: The application site has been cleared of any significant vegetation prior to submission of the application. Historical aerial images suggest there were extensive shrub/tree growth and mature hedges likely to have provided foraging and nesting opportunities for wildlife. I note that the proposed site includes significant tree/shrub planting and garden areas. I have no objection to the proposal.'
- 5.14 Cambridgeshire Fire & Rescue Service: 'Should the LPA be minded to grant approval the Fire Service would ask that adequate provision be made for fire hydrants which may be by way of Section 106 agreement or a planning condition. The position of fire hydrants are generally agreed upon when the Water Authority

submits plans to the Water and Planning Manager - Community Fire Safety Group. Where a S106 agreement or planning condition has been secured the cost of Fire Hydrants will be recovered from the developer.

The number and location of fire hydrants will be determined following risk assessment and with reference to guidance contained within the National Guidance Document on the provision of water for firefighting 3rd edition published January 2007.

Access to facilities for fire service should also be provided in accordance with Building Regulations Approved document B5, section 16.

If there are any buildings on the development that are over 11 metres in height (excluding blocks of flats) not fitted with fire mains then aerial (high reach) appliance access is required, the details of which can be found in the attached document.'

5.15 **Local Residents/Interested Parties**: A petition from neighbours signed by 14 residents has been submitted along with 8 letters of objection, with two of these originating from signatories of the petition.

# **Design and Amenity**

- Design accuracy of layout position of main sewer drain is incorrect
- Design not in keeping with other properties in area all properties surrounding this plot are single storey this plan for two & three storey development is out of character with the area.
- Proximity to property/Density/overdevelopment/Backfill
- Lack of clarification of build standard what provision has been made for energy saving and reduction of CO2 impact
- Restriction of light and shadowing to adjoining properties three storey building plus roof will cause shadowing to homes backing directly onto the site and properties in Grove park and the surrounding area
- Overlooking properties resulting in lack of privacy residents of the care home will be able to look directly into surrounding properties
- Security of site and adjoining properties plans indicate that there will be no security checks and anyone could walk along the proposed footpath and enter the care home.
- Lighting of site and impact on residents at mobile home site no lighting plan has been supplied; this may interfere with residents day to day life and result in light pollution.
- Visual impact on the area/loss of view, which has already been reduced by the removal of the existing woodland
- Possibility of unsocial behaviour on care home site and intrusion to surrounding properties - a footpath running 2 metres from boundary fence could lead to intrusion and vandalism to properties in Grove Park, also parking areas serving the care home could lead to anti-social behaviour.
- Increase in noise to elderly residents on residential mobile home site
- No objections in principal to a Care Home being built concerned about it being three storeys high and overlooking our property.
- Waste and litter/noise

## **Site Constraints and Policy Considerations**

- Designated agricultural land many fruit trees have been lost from the site
- Understand that the nursery land on the other side of Grove Park is also agricultural and has been refused planning for houses more than once.

- Ecological and environmental impact wildlife habitat has already been destroyed through site clearance
- Flooding and drainage the land is always wet and is at present waterlogged; developer has filled in open dyke and the dyke to the west has been fenced off. There is no surface drainage on Grove Park so water from this site goes into the proposed building plot.
- The ecology report is post site clearance which makes a mockery of the planning system the site is listed as a traditional orchard which is a priority habitat and the application should be refused
- Still see wildlife on the area although it is now clear and flat/environmental concerns

#### Services and Infrastructure

- Impact on local health services capacity would be required for at least 130 people
- Additional utility resources required extra gas and electricity would be required will have a pull on the national grid and putting in the required cables/pylons would cause disruption to others.

## Accessibility

- Traffic and highways Magazine Lane already crowded and width of road where the proposed houses would exit is narrow. Barton Road is not suitable for more traffic.
- Insufficient bus service the submission states that staff will use the bus service however it is noted that the bus timetable does not cover normal working hours
- Traffic noise and fumes and increased noise from footpath use
- Traffic is already congested in Magazine Lane and two entrances will only worsen this and the poor state of repair of the road
- We understood there was no vehicle access from the Woodcote Park development because of the narrowness of the road
- The section of Magazine Lane which leads to North Brink is very narrow
- Parking arrangements
- Cannot see the point of a footpath from ML to BR as there is already a footpath through the playing field; also notes that is will run along the side boundary of a dwelling and will be a magnet for ASB

#### Other matters

- Devaluation of surrounding properties
- Would set a precedent allowing for other orchards, woodland in the area to be cut down and built on
- Build time and sale of properties to finance care home it appears the
  developer will build the houses to finance the care home therefore it will be a
  two phase scheme and access will be via the gap between the two 4-bed
  homes and Barton Road causing disruption; developer may build houses and
  then apply to change the planning from a care home to a housing scheme
- Lack of confidence in developer
- Fenland Council lack of commitment to environmental and ecological requirements
- Developer has erected a boundary fence which results in the owners of the Grove Park site being unable to comply with a court order obtained by Fenland Council to ensure they repair and make good the boundary fence as per the park home license.
- Seem to have got away with lots of things and nothing ever done about it.
- Local services/schools unable to cope

- We wonder if an extended consultation period would be appropriate to allow full local awareness of such a change in the area
- Although a need for a care home may be necessary, the scale of this development is not in keeping with the area
- Grove Park is not a caravan park but a residential Park Home site.
- Developer claimed that the sale of the proposed five dwellings will be needed to part fund the main development. However, I doubt they will find it easy to sell the three homes facing Magazine Lane when (if?) any prospective purchasers discover that, number 3 on the plan, will be adjacent to an open air vehicle repair workshop, in operation whenever the rain stops, and the other two are located in the middle of a duck pond [..] the inevitable result of clearing and burning five acres of vegetation and backfilling drainage ditches.

An additional representation has been made which neither objects to/or supports the proposal and has no objection to the new build, however notes that:

- Magazine Lane needs resurfacing and widening to allow cars to pass
- Parking also needs to be created for current cars parked on Magazine Lane as if this is not done with the new accesses there will be congestion.

Following re-consultation a further objection has been received on behalf of three of the original objectors which maintains their earlier objections and raises further objections with regard to:

- Alterations to the Magazine Lane carriageway, noting that
- There is a voluntary one way system already in operation as a result of onstreet parking
- The entrance to Grove Park is concealed due to existing vegetation
- The layby opposite entrance to Grove Park causes issues with access to this development. Lack of parking on the Grove Park development necessitates visitors parking on Magazine Lane
- Queries the extent of public highway available
- Delivery vehicles have to park in the middle of the road due to on-street parking
- Any reduction in width of the road will result in road blockage either side of any give way system
- The condition of Magazine Lane is more in keeping with an un-adopted road
- Footpath between Magazine Lane and Barton Road unnecessary and runs along the Anglian Water main.
- Defensive planting along the Grove Park boundary could damage fencing and property and make it impossible to maintain the existing fence (also notes issues with current maintenance due to fencing erected by developer).
- CCTV will be intrusive on the homes backing onto the development from Grove Park
- Security lighting is likely to be intrusive.
- **STATUTORY DUTY:** 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)

Para. 2 - Applications should be determined in accordance with the development plan, unless material considerations indicate otherwise

Para. 10 - Presumption in favour of sustainable development

Para. 12 - Presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making Chapter 4 - Decision Making;

Paras 39-41 - Pre-application

Para. 47 – All applications for development shall be determined in accordance with the development plan, unless material considerations indicate otherwise

Paras 54-56 - Planning conditions and the use of planning obligations

Chapter 5 - Delivering a sufficient supply of homes

Chapter 9 - Promoting sustainable transport

Para. 127 - achieving well designed places

Chapter 14 - Meeting the challenge of climate change, flooding and coastal change.

Chapter 15 - Conserving and enhancing the natural environment

Paras. 178 - 179 ground conditions and pollution, risks arising from contamination

## 7.2 National Planning Practice Guidance (NPPG)

## 7.3 National Design Guide 2019

Context C1 - Relationship with local and wider context

Identity I1 - Respond to existing local character and identity; I2 Well-designed, high quality and attractive; I3 Create character and identity.

Built form B1 - Compact form of development; B2 Appropriate building types and forms

Movement M3 - well-considered parking, servicing and utilities infrastructure for all users

Uses U1 - a mix of uses

Homes and Buildings H1 - Healthy, comfortable and safe internal and external environment; H2 - Well-related to external amenity and public spaces, H3 - Attention to detail; storage, waste, servicing and utilities

Lifespan L3 - A sense of ownership

## 7.4 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

LP8 – Wisbech

LP13 – Supporting and Managing 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

### 8 KEY ISSUES

- Principle of Development
- Broad Location for Growth
- Housing need and justification

- Character and design
- Residential amenity
- Highway safety, access and sustainability.
- Flood risk
- S106 considerations
- Other matters

# 9 ASSESSMENT

## **Principle of Development**

- 9.1 The site lies within the urban area of Wisbech, albeit on its periphery. As such development must be considered in accordance with Policy LP3; which in the case of Wisbech, one of the primary market towns, indicates that this location will be host to the majority of the district's new housing and job creation with the aspiration of creating 'strong, sustainable, cohesive and inclusive communities'.
- 9.2 Notwithstanding the aims of LP3 the site also falls within one of the strategic allocations for growth and this is a material consideration which is considered in detail below; alongside pertinent case law.
- 9.3 Matters of visual and residential amenity, site constraints (to include highway safety, flood risk and contamination) and biodiversity considerations are also material to the consideration of the scheme. These aspects will be balanced against the wider benefits of bringing forward an alternative housing model as promoted in part by Policy LP5 (C) which indicates the need to meet the particular needs of all sectors of the community such as the disabled and the elderly.

## **Broad Location for Growth**

- 9.4 The site falls within the West Wisbech Broad Location for Growth which is identified as having the potential to provide 'high quality living environments and be prominently open space and residential although there may be opportunities for some business use'
- 9.5 Policy LP7 clearly indicates that the Broad Locations should be planned and implemented in a coordinated way, through an agreed overarching broad concept plan, that is linked to the timely delivery of key infrastructure. It is further identified that 'with the exception of inconsequential very minor development, proposals for development which come forward prior to an agreed broad concept plan being produced will be refused.
- 9.6 Although the policy steer is clear with regard to the need for BCP areas to come forward in a coordinated manner a recent appeal decision relating to a site within the Wisbech East BCP area is pertinent to the consideration of this present scheme as the Planning Inspector, although dismissing the appeal on other grounds, made a significant point in relation to LP7 and LP8, i.e.

'Given the scale and form of the wider EWSA and its relationship to the existing built up area of Wisbech, I see no compelling reason why the development of the appeal site in the manner proposed would compromise these aims of the BCP, or FLP policies LP7 and LP8. Having regard to the wider links beyond the appeal site, the appellant has demonstrated how the proposal could be capable of making appropriate provision through, and

around the perimeter of, the site to facilitate walking and cycle access to the EWSA and local services and facilities. '

9.7 A similar scenario exists with regard to the current proposal as it is clear that the scheme can be brought forward as a stand-alone development that does not impinge upon the strategic planning of Wisbech West BCP (identified as part of Local Plan Policy LP8). Furthermore as the submission indicates the scheme 'in recognition of the wider masterplan aspirations for the BCP area [the proposal incorporate[s] a permissive path route which links Barton Road to Magazine Lane - which offers a through route for pedestrians and cycles and an alternative walking route to the town centre.

## Housing need and justification

- 9.8 In further support of the scheme it is noted that the proposal will address some of the existing and planned demand for elderly persons which contributes to the overall housing need for the district. Detailed information in this regard has been provided within the proposal and this is summarised below.
- 9.9 When this scheme was first mooted as a pre-application enquiry Officers indicated that any subsequent proposal should demonstrate that there was sufficient need for a care home of the scale proposed. In response to this requirement population analysis was provided based on Wisbech (the 7 wards in Wisbech only) albeit it is clear that the catchment for this facility is likely to be wider than the immediate locality. In assessing the population the agents have used the latest census data to identify population growth overall and in particular in the 'older' range 65+.
- 9.10 Thereafter the agent's representative has 'applied accepted percentages of the population at these cohorts that were likely to need some form of residential care and this was then compared with the existing provision to demonstrate a significant need for this form of accommodation. Key headlines show that:
  - In 2016 the population of 65+ constituted 18% of population whereas in 2026 this had risen to 23% of an increasing overall population; by 2026 in Wisbech wards alone this will total 6000 of the projected population of 27000. This rises again in 2031 to 6800.
  - Therefore, there is a nominal need for additional care facilities for up to 1400 elderly people in Wisbech by 2026 and currently there are approximately 361 places available. With an existing and growing need deficit for all of the following categories of age-related accommodation;
    - Age exclusive units
    - Sheltered
    - Enhanced sheltered
    - Extra care'
- 9.11 The submission goes on to note '(from the Council's figures from the Housing for Older People Supply Recommendations model (HOPSR) that the unmet and predicted need for age related accommodation and sheltered home is most acute in Fenland with the HOPSR model showing a predicted 2025 deficit of 1669 sheltered places and 1200 age exclusive units (75+) within Fenland as a wholethis figure is larger once the 65+ cohort is included as set out in the Census data'.

- 9.12 It is therefore considered, based on the justification contained within the submission, that there is significant need for the delivery of such a housing model to meet the current and future needs of elderly persons requiring age-appropriate accommodation in the district.
- 9.13 It is acknowledged that the market housing indicated along both road frontages has limited justification however it does sit alongside the wider scheme proposals in a manner that does not compromise the development of the wider site. It is further acknowledged that recent approvals have allowed for frontage development with outline planning permission having been granted under F/YR18/1016/O for up to 4-dwellings on land east of Barton Green, fronting Barton Road, Wisbech.
- 9.14 The agent for the scheme has also indicated that the residential plots are proposed to part fund the significant development costs of the care home and to ease cash flow in the early stages of development. There is no particular provision within planning legislation to allow for 'enabling development' of this type however it is clear, having due regard to earlier approvals that this aspect of the development proposals represents no issue in terms of the planning policy framework.
- 9.15 Notwithstanding the above due regard must be given to the overall policy backdrop relating to bringing forward the site comprehensively it should be noted that whilst significant weight may be given to this 'specialist housing' proposal a more generalised market housing scheme could be viewed as premature in the context of the BCP. Accordingly it is deemed appropriate to condition any subsequent approval to ensure that the occupation of any of the market dwellings should not occur prior to the commencement of works of the care home element of the proposal.

## Character and design

- 9.16 The frontage development proposed along both Magazine Lane and Barton Road maintains the existing pattern of development and the design of these dwellings.
- 9.17 The main care home element is situated into the site with its main length running north/south along the western boundary with staggered ridge heights serving to reduce the overall bulk of development and the three-storey element being a central component of the overall built form. Extensive planting is shown behind the road fronting development and this will further serve to soften the development within the context of the streetscene.
- 9.18 It is considered that the form and character of development is acceptable in the context of the existing location with the orientation and form of the development together with its positioning within the site mitigating its overall impact. It is appreciated that the care home will have a larger footprint than neighbouring properties however its design is such that it will not appear dominant within the existing streetscene. Accordingly it is considered that there are no issues to reconcile in respect of Policy LP16 of the FLP or the National Design Guide.

## **Residential amenity**

9.19 Local residents have raised concerns regarding the scale and form of the proposed development and the impact on their properties in terms of overlooking, loss of privacy, loss of light, light pollution, loss of outlook and visual impact. Of

particular concern is the inclusion of three storey development within the complex and the proximity to existing properties.

- 9.20 Matters of scale have been considered above in so far as they relate to the overall character of the area. In terms of the residential amenity impacts associated with the development it is noted that the main bulk of the care home is situated to the western part of the site. The scheme incorporates single storey elements which project to the east of the main building with only the central section, at some circa 57 metres from the common boundary with Grove Park, being three-storey and delivered with a ridge height of 11.8 metres and eaves height of 9 metres.
- 9.21 The two single storey wings to the east of the building are situated 15 metres and 31 metres from the common boundary with Grove Park at with a maximum ridge height of 6 metres. Beyond these wings the care home then increases in height with the form of the complex being two-storey with these elements having a 9 metres ridge height and being 31 metres, 38 metres and 44 metres distant from the common boundary with Grove Park. At these distances it could not be argued that the residential amenity of residents in Grove Park will be significantly compromised, especially not at a level which would warrant refusal of the scheme on residential amenity grounds.
- 9.22 In terms of visual dominance it is considered that the variety of roof heights and the use of off-shoot wings will result in a scheme which will not visually dominate its neighbours and the positioning of building within the site, aligning north -south, will result in no overshadowing arising in respect of Grove Park.
- 9.23 It is noted that FFL of the development shall be set at a minimum of 3.0m ODN albeit the scheme is silent as to whether any additional land raising is proposed. Given that any changes to levels within the site has potential to impact on the residential amenity of neighbouring properties a condition will be imposed to secure details of existing and proposed levels across the site.
- 9.24 To the west of the site is a densely wooded area and whilst the rear elevation of the care home will circa 7.5 metres at its closest point to this common boundary and will contain windows there are no residential amenity considerations to reconcile in this regard.
- 9.25 A scheme for external lighting accompanies the submission, the detail of which has been accepted by both the Designing out Crime team and the FDC Environmental Protection (EP) team. The guidance offered by the EP team indicates that the granting of planning consent does not 'does not indemnify against action by this service where a statutory nuisance is proven.'
- 9.26 Given the scale of the proposed development a construction management plan will be necessary to ensure that the construction phase does not impact upon any existing nearby dwellings.
- 9.27 With regard to the provision of the 5 market homes it is noted that each of these dwellings makes provision for private amenity space in accordance with the requirements of Policy LP16 (h) and have acceptable relationships with neighbouring properties.
- 9.28 It is considered that there are no significant issues arising from the scheme with regard to residential amenity, whilst the scheme will obviously alter the outlook for

residents, particularly those in Grove Park, it is not considered that there would be material grounds on which to withhold consent in respect of residential amenity impacts and it is concluded that the scheme aligns with the Policy aims of LP2 and LP6 of the FLP (2014) with regard to residential amenity.

## Highway safety, access and sustainability.

- 9.29 Matters originally raised by the LHA in respect of the scheme details have been addressed by the agents for the scheme and the proposal is now technically compliant in terms of its detail.
- 9.30 The 'missing' crossing point along Barton Road is now detailed as part of the scheme as per the recommendations of the LHA and whilst the chicane detail initially recommended by the LHA has not been incorporated into the design pedestrian guard rails are to be installed, this detail having been accepted by the LHA. In order to cover the associated costs of the public consultation exercise required for the speed limit and regulatory signage alterations proposed along Magazine Lane the LHA have recommended that the applicant enters into a unilateral agreement to secure the sum of £1000 and the applicants agent has indicated their acceptance of this via email.
- 9.31 Given the scale of the development the application is accompanied by a Transport Assessment which has been reviewed by the CCC Transport Assessment Team who have raised no objection to the proposal subject to a requirement that a travel plan for the site is secured by condition.
- 9.32 The comments of residents prompted by the re-consultation relating to the changes proposed to the Magazine Lane carriageway, specifically the introduction of traffic management which they consider will result in the blockages at either side of any give way system. They note that traffic already operates a voluntary one way system due to on-street parking and highlight issues with accessibility in the vicinity. Also raised are a number of issues relating to the current road environment which relate to the existing Grove Park development and are therefore outside the consideration of this scheme, i.e. vegetation obscuring access and lack of parking.
- 9.33 It is noted that the Highways Officer has raised no objection to the proposals, which will be subject to their own consenting arrangements. Accordingly there would be no highway safety grounds on which consent could reasonably be withheld.
- 9.34 The highway impacts of the scheme have been fully considered and there are no matters that represent any issues in terms of highway safety as such the scheme achieves compliance with Policy LP15 of the FLP.

## Flood risk

- 9.35 The application is accompanied by a detailed Drainage Strategy and Flood Risk assessment and given that the site comprises land both within a flood zone 1 (central section) and flood zone 3 location (remainder of site) it is necessary to consider the implications of development in terms of the sequential test.
- 9.36 It is acknowledged that the 'Draft approach to the sequential test for housing (DAST)', adopted by the Council in February 2018, specifically identifies that the Urban Extension Sites identified under Local Plan Policies LP8 to LP11 do not

have to go through sequential testing in terms of the principal of development as this was done at the time the sites were identified for inclusion in the adopted Local Plan. Although it is acknowledged that site specific flood risk assessments should be undertaken so that the higher risk areas within the sites are avoided as far as possible and these can be made safe from flooding and do not cause flooding elsewhere. This FRA which accompanies the submission has been accepted by the Environment Agency and accordingly there are no matters arising regarding the same.

- 9.37 In terms of the exceptions test the DAST highlights that the council will also accept that the first part of the Exception Test, relating to wider sustainability benefits, will be considered to have been passed if the re-development of an existing site within the urban area will be in accordance with the Council's sustainability objectives and be sufficient to outweigh flood risk where predevelopment flood hazards in the Level 2 SFRA do not represent danger to most or all.
- 9.38 Against this backdrop, and noting that the second part of the exception test is passed by virtue of an acceptable FRA, it is considered that this proposal which will provide an alternative accommodation which clearly aligns with Policy LP4 Part C in that it will meet the particular needs of the disabled and elderly through the provision of purpose built care home accommodation satisfies the first part of the exception test.
- 9.39 It is further noted that the scheme has gone through a number of iterations which have concluded in a proposal which has garnered the acceptance of both the Internal Drainage Board and the Lead Local Flood Authority subject to appropriate conditions.
- 9.40 Based on the above evaluation and mindful of the detailed evaluation of the scheme proposals undertaken by the relevant stakeholders it is considered that, subject to the recommended conditions, that the scheme achieves compliance with Policy LP14 of the FLP.

## S106 considerations:

9.41 In response to the observations of the Housing Strategy team which draws a distinction between an 'extra care facility and potentially class C3 and a 'care home'; and notes that the former would attract a requirement for an element of affordable housing provision to come forward as part of the scheme the agent has provided the following clarification:

'[It] remains the case- in that it is a single entity 'care home' being applied for not a multitude of unrelated flats with no significant element of care. The change in description was made by FDC in advance of consideration of the material facts of the case.

It is clear from the initial submission and analysis of the census data that there is a significant unmet need for this form of development within Wisbechit is noted that this analysis only covered the urban wards of Wisbech, and clearly, as the catchment for this facility would run much wider than this the need will be significantly more that as set out.

The care home will have an on-site 24 hour manager as well as an appropriate level of staffing to meet the care, medical and security needs of the residents - additional facilities such as hairdressers, chiropodists etc will be provided on site as part of the care packages - as will catering and laundry services. Additional services will be bought in by the care home management from local suppliers as needs dictate.'

- 9.42 Reference is also made within the submission to an appeal decision which the applicants consider relevant to the consideration of their submission. Noting that the appeal quoted takes a pragmatic view to the provision of care/extra care within an overall care home. This appeal decision is considered helpful in respect of this proposal as it has direct parallels with the case currently under consideration and fully explores the critical differences between a C2 (residential accommodation with care) and C3 (dwelling house).
- 9.43 It is noted that the Use Classes Order defines a C2 use as "use for the provision of residential accommodation and care to people in need of care (other than a use within class C3 (dwelling houses)). Use as a hospital or nursing home. Use as a residential school, college or training centre." Care is defined in the Order as "personal care for people in need of such care by reason of old age, disablement, past or present dependence on alcohol or drugs, or past or present mental disorder and treatment." In the appeal case quoted it was noted that both parties agreed 'that there [was] no definitive means by which to establish the use class of Extra Care housing units or [the] specific appeal scheme. Ultimately, this [was] a matter of fact and degree in each individual case.
- 9.44 The RTPI Good Practice Note 84 and Housing Learning and Improvement Network (LIN) Fact sheet 1 'Extra Care Housing What is it?' deal specifically with Extra Care Housing and offer some guidance on possible distinctions between C2 and C3 Extra Care accommodation. Key to the distinction is the extent to which communal services are provided and the extent to which care is available to meet the needs of residents. Both documents define Extra Care in line with the Department of Health's Extra Care Housing Toolkit, as "purpose built accommodation in which varying amounts or care and support can be offered and where some services are shared."
- 9.45 The submission clarifies that the properties are to be leasehold and the premises will be run as a single entity care home, with different areas of the care home catering for different degrees of care/specialist interventions with the potential for residents to move within the care homes as their personal needs for care change. The minimum age of residents will be 60, however it in practice it is likely that the residents will be 70+ and the agent is content for an age restriction (60+) to be applied, either by condition or S106. They further propose that to qualify for occupancy a resident must require at least 2-hours per week of personal care: this being in addition to the shared laundry facilities on site and the communal kitchen and eating area. It is not intended that the scheme will provide 24 hour nursing care. The submission notes that 'It is anticipated that most of the care and support services will be in house - however additional services will be bought in from local suppliers as necessary- it is noted however that the appeal decision focuses on what services are available rather than whether they are all in house or sub contracted in.'
- 9.46 Whilst provision is made for residents to cater for themselves within their accommodation it is anticipated that most will not be able to/want to cater for themselves and will receive their meals through the care package. The

submission further notes that the cookers shown in the first floor units will not be installed and at ground floor facilities will enable a level of independence at varying levels. The catering facilities and dining rooms are seen as essential to the operation of the care home as a whole, with the restaurant providing a meeting place for residents and visitors and forming part of the overall offer.

9.47 The scheme concept clearly aligns with the scenario demonstrated in the quoted appeal decision and as such it is accepted that this scheme falls outside general market housing as it is intended to operate as a care home. Against this backdrop it is accepted that it will not be necessary to secure an element of affordable housing in this instance however it will be necessary to secure occupancy by S106 to ensure that residents meet the qualifying criteria expounded in the submission; i.e. over 60 year of age and requiring at least 2-hours per week of personal care in addition to the shared laundry facilities on site and the communal kitchen and eating area.

#### Other matters

# Crime and design

- 9.48 The agent has largely addressed the observations of the Designing out Crime Officer by:
  - (i) Relocating the cycle parking provision and
  - (ii) Proposing a comprehensive lighting scheme
  - (iii) Indicating their acceptance to a condition requiring CCT coverage of the site.
- 9.49 Whilst the agent has not incorporated the suggested revisions relating to relocating the 9 overspill staff parking spaces, incorporating defensible planting along the common boundary with the park home site to the east it is clear that a comprehensive CCTV scheme together with the pedestrian guard rails at each end of the proposed footpath will serve to address the opportunities for anti-social behaviour highlighted by both the DOC and local residents.
- 9.50 Again it is noted that the re-consultation has prompted further comment from neighbouring occupiers in Grove Park who again challenge the need for a footpath between Barton Road and Magazine Lane. They highlight that there is already a footpath a few hundred yards away through the Barton Road Recreation Ground and express concern that the footpath will give access to the rear of their properties. They raise further concern relating to the use of defensible planting and the likely impact of such planting on existing fencing, both in terms of its integrity and future maintenance, and the plinths to their existing dwellings. It is further noted that a fence has been erected by the owner of the site which impinges on the ability of residents to maintain their fence; however this is a civil matter which falls outside the planning process.
- 9.51 With regard to the inclusion of defensible planting as indicated above there are no plans to undertake planting along this boundary and there is nothing to suggest that the CCTV scheme proposed could not serve as an adequate deterrent with regard to ensuring these boundaries are secure. Although neighbours have also raised concern regarding the use of CCTV and the impacts that this would have on existing residents with regard to privacy this is not a planning consideration and the operators of the scheme would have follow data protection law. As such it is contended that the privacy of residents will suitably safeguarded.

9.52 It is considered that the scheme proposals align with the requirement of Policy LP17 of the FLP (2014) and as such there are no matters to reconcile in this regard.

## **Archaeology**

9.53 The CCC Archaeology team have recommended that the site is the subject of an archaeological investigation in accordance with the requirements of the NPPF and Policy LP18 of the FLP; such investigation may be secured through the imposition of the condition as specified in their consultation response. Subject to the requirements of this condition being met the scheme is considered acceptable in the context of Policy LP18 of the FLP.

### **Refuse Collection**

- 9.54 As indicated in the consultation response from the FDC refuse team the care home operator will have to arrange a private waste collection and make provision for bin storage within the site, no more than 10 metres from the roadway. The storage area will need to be accessible by an 11.5 metre dust cart and the access will need to be constructed to accommodate a 26 tonne refuse vehicle. Whilst the current site layout does not identify an area for bin storage this aspect of the scheme may be conditioned to ensure such details are agreed prior to the occupation of any part of the care home.
- 9.55 Refuse collection arrangements for the private dwellings will follow standard operating procedures as all dwellings benefit from a road frontage from which kerbside collection will be possible and there is sufficient scope within each property boundary to accommodate the storage of bins.
- 9.56 It is considered that the scheme raises no issues with regard to refuse collection, subject to additional details being secured in respect of the specific care home collection regime; accordingly the scheme is acceptable in term of Policy LP16 (f) of the Fenland Local Plan (2014)

## Landscape and biodiversity

- 9.57 It is noted in the submitted Phase 1 Habitat survey (HS) that the site was completely cleared of vegetation prior to the survey being undertaken and that 'this [has] rendered the site almost entirely bare ground and ephemeral vegetation, with a large pile of rubble and other detritus in the north of the site. The clearance of the site before the completion of an Ecological Appraisal means that any impacts to ecological receptors as a result of the clearance can only be estimated retrospectively, and on a precautionary basis'.
- 9.58 The comprehensive Ecology Report, informed by site inspection and aerial photographs (pre-clearance), indicates that:
  - Nesting habitat has been lost
  - Site may have provided a suitable habitat for slow worms
  - A probable badger excavation was recorded
  - The only remaining building on site has negligible bat roost potential but birds could feasibly use the structure to nest in.

9.59 The HS goes on to recommend a range of measures, both safeguarding and enhancement, necessitating the production of a Construction Ecological Management Plan (CEMP) and supporting Landscape and Ecology Management Plan (LEMP); in summary these being:

Biodiversity enhancements, to include

- (a) the provision of bat boxes (5 within new dwellings and 3 within the care home building)
- (b) the provision of compensatory habitat
- (c) creation of a wildlife pond

## Safeguarding to include:

- (i) pre-commencement walk over of the site and immediate adjacent habitat to west (30 metres) to establish whether badgers are present and appropriate mitigation as required
- (ii) timing of further clearance works to avoid breeding season, if this is unavoidable a check for active nests must first be carried out by a suitably qualified ecologist (both land and building)
- (iii) avoidance of night lighting or using a sensitive approach
- (iv) precautionary working methods relating to Great Crested Newts as records returned in the data search results indicate their presence locally
- (v) compliance with the 'Best Practice Measures' outlined under 7.7 of the HS report
- 9.60 In addition to the specific ecological matters raised above it will also be necessary in parallel to provide a comprehensive landscaping strategy for the site as per the recommendations of the FDC Arboricultural Officer.
- 9.61 Subject to the inclusion of suitable conditions which secure the production of a Construction Ecological Management Plan and Landscape and Ecology Management Plan and ongoing adherence to the same, together with an appropriate landscaping strategy the scheme is considered to meet the requirements of LP19 of the Fenland Local Plan and the National Planning Policy Framework.

## **Economy and Job creation**

- 9.62 The submitted design and access statement indicates that 'It is projected that the care home will ultimately require up to approx. 50 full-time equivalent staff employed in a range of roles including care, management, administration, maintenance, catering and medical services.
- 9.63 Such employment opportunities clearly align with the Fenland Local Plan vision to increase such provision across the district.

#### **NHS Provision and services**

9.64 It is noted, in response to the comments made by residents relating to health provision that the NHS have been formally consulted with regard to these proposals however no response has been forthcoming.

### **Pre-commencement conditions**

9.65 Section 100ZA(5) of the Town and Country Planning Act 1990 provides that planning permission for the development of land may not be granted subject to a pre-commencement condition without the written agreement of the applicant to the terms of the condition (except in the circumstances set out in the Town and Country Planning (Pre-commencement Conditions) Regulations 2018).

The applicant has been consulted on the proposed conditions and their written confirmation is awaited that they are in agreement with the same is awaited, and will be reported to committee

The proposed conditions are as follows;

- (12) Site levels
- (13) Archaeological investigation
- (17) Intrusive ground investigation contaminated land
- (18) Construction Management Plan
- (19) Construction Environmental Management Plan and Landscape and Ecology Management Plan

Full text is included in the condition section below.

## 10 CONCLUSIONS

- 10.1 This scheme will see the delivery of a bespoke care home establishment which will specifically deliver housing to meet the needs of the elderly, as promoted in Policy LP5 of the FLP. Whilst market housing also comes forward as part of the proposal the amount and location of this when viewed in the context of the overall scheme is considered acceptable.
- 10.2 Although this development proposal comes forward in advance of a wider Broad Concept Plan for this strategic allocation it is considered that in this instance, due weight must be given to the contribution that the development will make to the district in terms of housing opportunities and job creation. Mindful of these positive, and significant, attributes and acknowledging that the scheme will not compromise the overall aims of the BCP there are no reasonable grounds to withhold consent in this regard.
- 10.3 Due regard has been given to the matters raised by neighbouring occupiers with regard to character and amenity concerns, however whilst the outlook and character of the area may change as a result of the proposal such change is not considered so significant as to render the scheme unacceptable in terms of Policies LP2 and LP16, especially when due weight is given to the matters expressed at 10.1.
- 10.4 It is most regrettable that the site was cleared prior to the submission of this proposal. However the site was not afforded any statutory protection in terms of planning legislation, notwithstanding any implications in terms of wildlife legislation. Securing the recommendations of the Ecology Report through the imposition of relevant conditions will ensure that the scheme delivers appropriate mitigation and enhancements in this respect going forward.
- 10.5 Matters of flood risk and highway safety have been duly considered and have achieved a positive recommendation from the relevant statutory undertakers, subject to appropriate conditions.

# 11 RECOMMENDATION: Grant subject to:

- (i) Prior completion of a S106 agreement relating to occupation and a financial contribution towards the public consultation exercise required for the speed limit and regulatory signage alterations proposed
- (ii) Conditions; OR

Refuse the application in the event that the S.106 agreement referred to above has not been completed within 3 months and that the applicant is unwilling to agree to an extended period of determination to accommodate this, or on the grounds that the applicant is unwilling to complete the obligation necessary to make the development acceptable.

# **Conditions**

1	The development permitted shall be begun before the expiration of 3 years from the date of this permission.
	Reason - To ensure compliance with Section 51 of the Planning and Compulsory Purchase Act 2004.
2	The care home shall not be occupied prior to its related vehicular access and footways (along Barton Road) being laid out in accordance with submitted plan 2412-04 Rev D - Proposed Site Access layout. The access should be sealed and drained in accordance with details to be submitted and approved by the Local Planning Authority and constructed in strict accordance with the approved plans.  Reason: In the interest of satisfactory vehicular access and to ensure compliance
	with Policy LP15 of the Fenland Local Plan (2014).
3	No occupation of the care home and dwellings shall be permitted until the footpath link between Barton Road and Magazine Lane has been laid out in accordance with submitted plan 2412-04 Rev D - Proposed Site Access layout and constructed and street lit in accordance with the approved details.
	Reason: In the interest of satisfactory pedestrian access and to ensure compliance with Policy LP15 of the Fenland Local Plan (2014).
4	None of the dwellings hereby approved fronting Magazine Lane shall be permitted to be occupied until the Magazine Lane carriageway, traffic island and footways have been laid out in accordance with submitted plan 2412-04 Rev D.
	Reason: In the interest of satisfactory vehicular access and to ensure compliance with Policy LP15 of the Fenland Local Plan (2014).
5	Prior to the first occupation of any part of the care home its related access road and footway shall be constructed to at least binder course surfacing level in accordance with the details approved in writing by the Local Planning Authority in consultation with the Highway Authority.
	Reason: To ensure satisfactory development of the site and a satisfactory standard of highway design and construction and to ensure compliance with Policy LP15 of the Fenland Local Plan (2014).

Before any of the dwellings hereby permitted are occupied, their related vehicular accesses shall be hard surfaced, sealed and drained away from the highway for a minimum length of 5m from the back edge of the existing footway, in accordance with a detailed scheme to be submitted to and approved in writing by the LPA.

Reason: In the interests of highway safety and to ensure compliance with Policy LP15 of the Fenland Local Plan (2014).

The vehicle turning and parking spaces shown on the approved plans shall be provided before the relevant parts of the development are brought into use and shall be retained thereafter.

Reason - To ensure the permanent availability of the parking / manoeuvring area, in the interests of highway safety and to ensure compliance with Policy LP15 of the Fenland Local Plan (2014).

Prior to first occupation of any part of the development hereby approved, the related visibility splays shall be provided as shown on the approved plan and shall be maintained thereafter free from any obstruction exceeding 0.6m above the level of the adjacent highway carriageway.

Reason - In the interests of highway safety and to ensure compliance with Policy LP15 of the Fenland Local Plan (2014).

Prior to first occupation of the care home, the developer shall be responsible for the provision and implementation of a Travel Plan to be agreed in writing with the Local Planning Authority. The Travel Plan is to be monitored annually over a 5 year period, with all measures reviewed to ensure targets are met

Reason - In the interests of highway safety and sustainable travel in accordance with Policy LP15 of the Fenland Local Plan (2014).

No above ground works shall commence until a surface water drainage scheme for the site, based on sustainable drainage principles, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in full accordance with the approved details prior to occupation any part of the development hereby approved.

The scheme shall be based upon the principles within the agreed Flood Risk Assessment & Sustainable Drainage Strategy prepared by MTC Engineering (Cambridge) Limited (ref: 2412 – FRA & DS – Rev C) dated April 2020 and shall also include:

- a) Full results of the proposed drainage system modelling in the 1 in 1, 1 in 30 and 1 in 100 year (plus climate change) storm events, inclusive of all collection, conveyance, storage, flow control and disposal elements and including an allowance for urban creep, together with an assessment of system performance;
- b) Detailed drawings of the entire proposed surface water drainage system, including levels, gradients, dimensions and pipe reference numbers;
- c) Full details of the proposed attenuation and flow control measures;
- d) Measures taken to prevent pollution of the receiving surface water The drainage scheme must adhere to the hierarchy of drainage options as outlined in the NPPF PPG

Reason - To ensure that the proposed development can be adequately drained and to ensure that there is no increased flood risk on or off site resulting from the proposed development

The mitigation measures detailed in the submitted flood risk assessment ref: MTC Engineering (dated Oct 2019, ref: 2412 - FRA & DS) shall be adhered to in perpetuity.

### The FRA states:

- Finished floor levels set at a minimum of 3.0m ODN
- Flood resilient construction to a height of 600mm above the finished floor level

Reason - To mitigate against flood risk and ensure compliance with Policy LP14 of the Fenland Local Plan (adopted May 2014)

Prior to commencement of development/construction/any works, details of existing ground levels (in relation to an existing datum point), proposed finished floor levels and floor slab levels, and cross sections, of the development shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in strict accordance with the levels shown on the approved drawing(s).

Reason - To ensure that the precise height of the development can be considered in relation to adjoining dwellings to protect and safeguard the amenities of the adjoining occupiers in accordance with Policies LP2 and LP16 of the Fenland Local Plan 2014.

- No demolition/development shall commence until the applicant, or their agents or successors in title, has implemented a programme of archaeological work which has been secured in accordance with a written scheme of investigation (WSI) which has been submitted to and approved by the Local Planning Authority in writing. For land that is included within the WSI, no demolition/development sh all take place other than under the provisions of the agreed WSI, which shall include:
  - a) the statement of significance and research objectives:
  - b) The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works:
  - c) The timetable for the field investigation as part of the development programme;
  - d) The programme and timetable for the analysis, publication & dissemination, and deposition of resulting material

Partial discharge of the condition can be applied for once the fieldwork at Part c) has been completed to enable the commencement of development. Part d) of the condition shall not be discharged until all elements have been fulfilled in accordance with the programme set out in the WSI.

Reason - To ensure that the significance of historic environment assets is conserved in line with NPPF section 16 and to achieve compliance with Policy LP18 of the Fenland Local Plan (2014)

The external lighting scheme detailed in the Exterior Lighting and Electrical Distribution Design report supplied by L & E Consultancy (Project No: LE1961) dated 28.01.2020 shall be installed prior to commencement of use/occupation of any part of the care home and retained thereafter in perpetuity.

Reason: In order to ensure adequate safety and security on site in accordance with Policies LP16 and LP17 of the Fenland Local Plan, adopted May 2014.

Within 6-months of the commencement of development, a scheme for the provision of CCTV shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be installed prior to commencement of use/occupation of the care home and retained thereafter in perpetuity.

Reason: In order to ensure adequate safety and security on site in accordance with Policies LP16 and LP17 of the Fenland Local Plan, adopted May 2014.

The development shall be constructed in accordance with the details contained within the application, i.e.

## Care home:

Redland Richmond 10 interlocking concrete slates - slate grey TBS Audley Antique
Timber feather edge boarding - colour dark oak
Resin based thin render system colour cream
UPV double glazed windows - cream

# Barton Road and Magazine Lane dwellings Marley Modern Smooth Grey roof tile TBS Audley Antique

and retained in perpetuity thereafter.

Reason - To safeguard the visual amenities of the area in accordance with Policy LP16 of the Fenland Local Plan, adopted May 2014.

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

Reason: To ensure a satisfactory form of development.

- Prior to the commencement of development on site an intrusive ground investigation shall be undertaken in accordance with the recommendations of the Phase 1 Geo-Environmental Desk Study undertaken by EPS, Ref: UK19.4535 (dated 19.07.19) is required to determine the extent of any potential contamination in areas where communal/domestic gardens are proposed, and also that the installation of standpipes would be prudent near the historically infilled marshland, to assess potential for onsite migration of ground gas.
  - (1) The site investigation and recognised risk assessment shall carried out by a competent person, to fully and effectively characterise the nature and extent of any land and/or groundwater contamination, and its implications. The site investigation shall not be commenced until:

- (i) The requirements of the Local Planning Authority for site investigations have been fully established, and
- (ii) The extent and methodology have been submitted to and approved in writing by the Local Planning Authority. Two full copies of a report on the completed site investigation shall be submitted to and approved in writing by the Local Planning Authority.

IF during development any previously unsuspected contamination is discovered then the LPA must be informed immediately. A contingency plan for this situation must be in place and submitted with the desk study. If a desk study indicates that further information will be required to grant permission then the applicant must provide, to the LPA:

Following written LPA approval of the Site Investigation the LPA will require:

- (2) A written method statement for the remediation of land and/or groundwater contamination affecting the site. This shall be based upon the findings of the site investigation and results of the risk assessment. No deviation shall be made from this scheme without the express written agreement of the Local Planning Authority.
- (3) The provision of two full copies of a full completion report confirming the objectives, methods, results and conclusions of all remediation works, together with any requirements for longer-term monitoring and pollutant linkages, maintenance and arrangements for contingency action shall be submitted and approved in writing by the Local Planning Authority.

Reason: To control pollution of land or water in the interests of the environment and public safety in accordance with the National Planning Policy Framework, in particular paragraphs 178 and 179, and Policy LP16 of the Fenland Local Plan 2014.

- No development shall take place, including any works of demolition, until a Construction Management Plan or Construction Method Statement has been submitted to and been approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the construction period. The statement shall provide for:
  - An appropriate construction access;
  - Adequate turning and off loading facilities for delivery/construction vehicles;
  - An adequate parking area clear of the highway for those employed in developing the site;
  - Method of prevention of mud being carried onto the highway;
  - Hours of operation
  - Delivery times

Reason: In the interests of safe operation of the highway in accordance with Policy LP15 of the Fenland Local Plan 2014.

Prior to the commencement of any works on site or any further clearance activities a Construction Environmental Management Plan and Landscape and Ecology Management Plan shall be submitted to and approved in writing by the Local Planning Authority; these documents shall fully adhere to the recommendations of the Ecology Report produced by Wild Frontier dated July 2019. The development shall then be undertaken fully in accordance with the

agreed CEMP and thereafter maintained in accordance with the LEMP for the site in perpetuity.

Reason - In the interests of on-site biodiversity in accordance with Policies LP16 and LP19 of the Fenland Local Plan, 2014.

- No works shall proceed beyond slab level until such time as full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority. Subsequently these works shall be carried out as approved. The landscaping details to be submitted shall include:
  - i. Existing trees, hedges or other soft features to be retained
  - ii. Planting plans, including specifications of species, sizes, planting centres number and percentage mix
  - iii. Details of planting or features to be provided to enhance the value of the development for biodiversity and wildlife

Reason - The landscaping of this site is required in order to protect and enhance the existing visual character of the area and to reduce the visual and environmental impacts of the development hereby permitted.

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

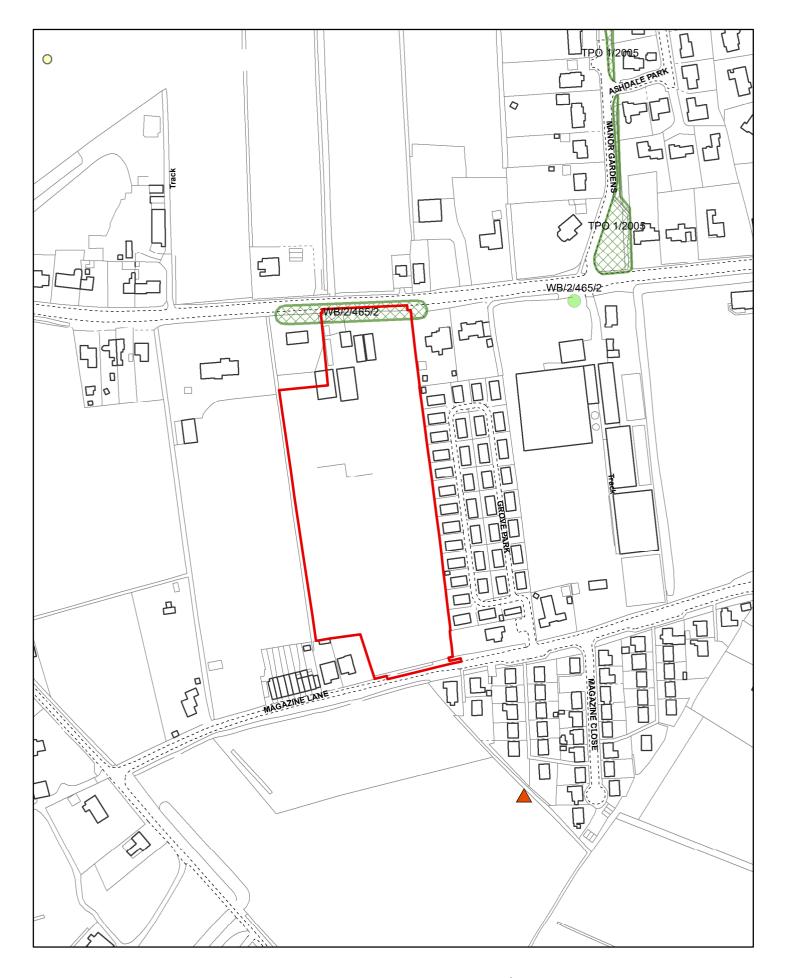
Prior to the first occupation of the care home hereby approved a refuse collection strategy shall be submitted to and approved in writing by the Local Planning Authority. The approved refuse collection strategy shall be implemented in accordance with the agreed details in full and thereafter be retained in perpetuity unless otherwise agreed in writing.

Reason: To ensure a satisfactory form of refuse collection and compliance with Policy LP16 of the Fenland Local Plan, adopted May 2014.

No dwelling shall be occupied on the site until development until the care home has been constructed to slab level.

Reason - To ensure the comprehensive development of the site.

25 Approved plans



Created on: 21/11/2019

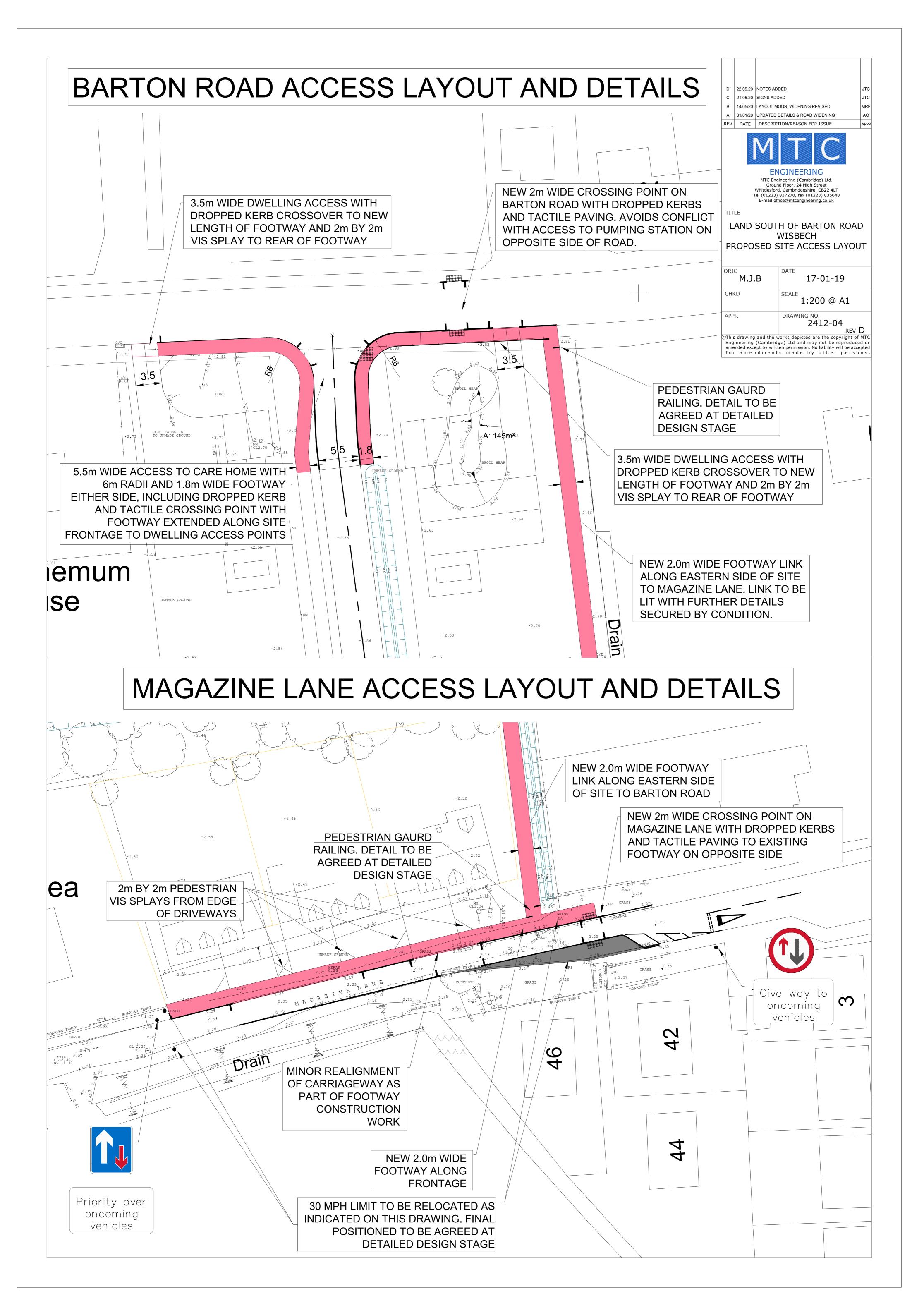
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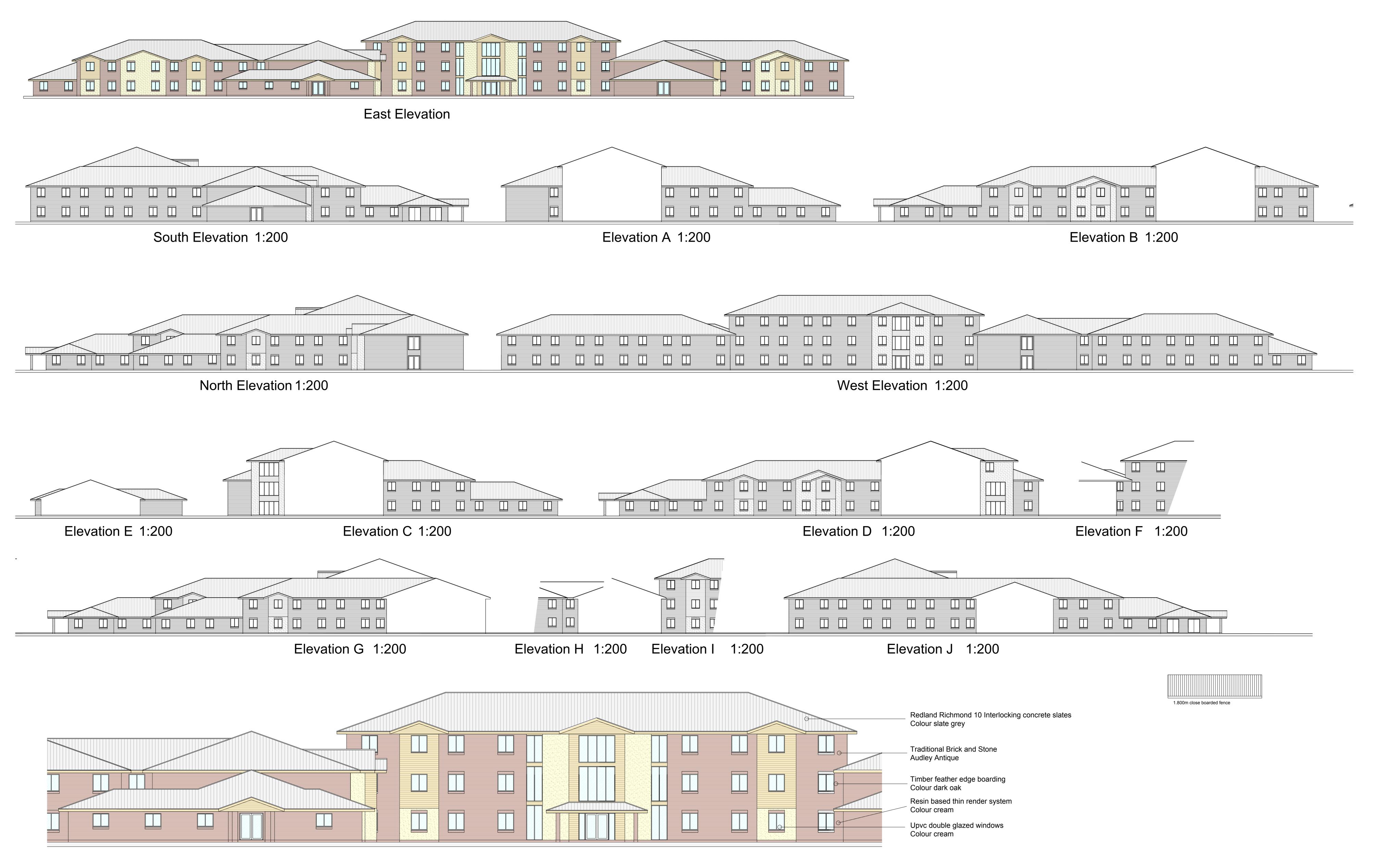
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Scale = 1:2,500







Materials 1:100

Deter-Humphrey Associates

ARCHITECTURAL DESIGN AND BUILDING

PROPOSED DEVELOPMENT

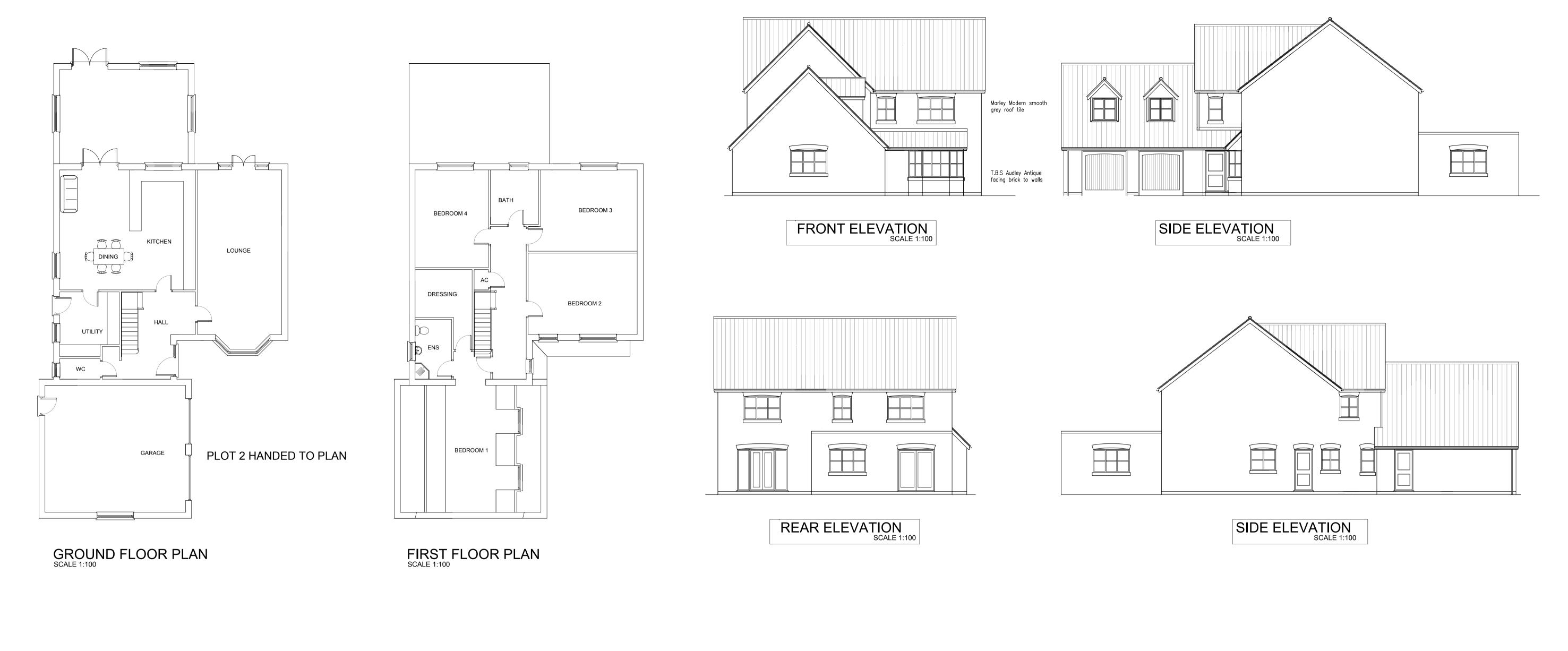
LAND AT CHRYSANTHEMUM HOUSE BARTON ROAD WISBECH CAMBS PE13 4TF

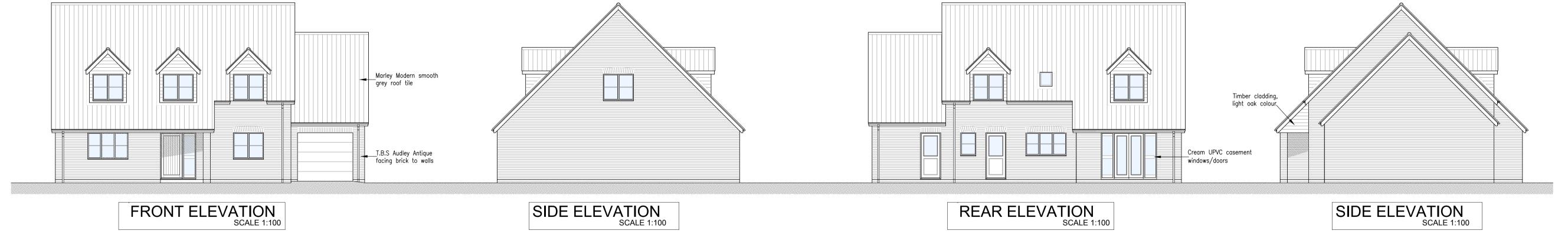
PLANNING DRAWING 2

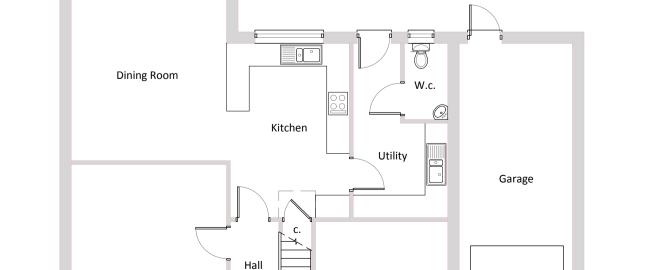
MR J PUNTON

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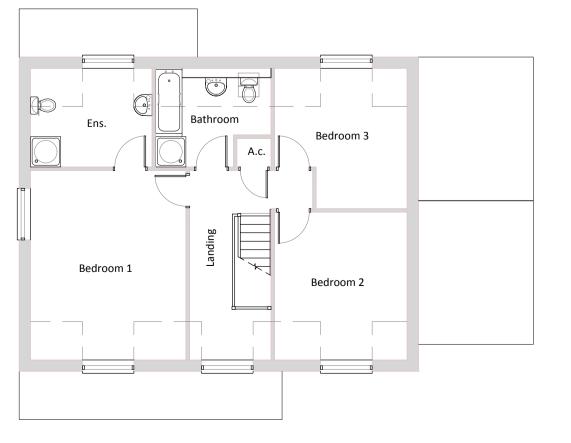




Living Room

GROUND FLOOR PLAN
SCALE 1:100

FIRST FLOOR PLAN
SCALE 1:100



PLOTS 4 AND 5 HANDED TO PLAN



ROJECT

PROPOSED DEVELOPMENT

SITE

LAND AT CHRYSANTHEMUM HOUSE BARTON ROAD

WISBECH CAMBS

PE13 4TF

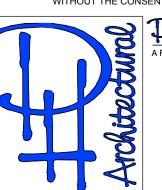
PLANNING DRAWING 4

PLANNING DRAWING 4

MR J PUNTON

DATE SEPT 2019 SCALE As Shown JOB No. 5992/PL04a

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