F/YR23/0730/O

Applicant: Mr & Mrs Guy Agent: Mrs Angela Watson

Swann Edwards Architecture Ltd

Land South East Of Highfield Lodge, Doddington Road, Chatteris, Cambridgeshire

Erect up to 6 x dwellings and the formation of 2 x accesses (outline application with matters committed in respect of access)

Officer recommendation: Refuse

Reason for Committee: Number of representations contrary to officer

recommendation

1 EXECUTIVE SUMMARY

1.1. This application seeks outline planning approval, with matters committed in respect of access only, for the erection of up to 6 dwellings and the formation of two accesses on land south east of Highfield Lodge, Doddington Rd, Chatteris.

- 1.2. The site sits within the open countryside outside the existing built form of Chatteris, and is closely associated with the undeveloped rural landscape. Given the existing characteristics of the site, the proposal would change the overall character of the area. The introduction of 6 dwellings (illustrated in a linear orientation) with a new vehicular access from Doddington Road would diminish the openness and rural nature of the area. It would represent urban sprawl in this particular location. This would be contrary to Policy LP12 and LP16 (d) of the Fenland Local Plan 2014 and DM3 of the High Quality Environments SPD.
- 1.3. The proposal also includes a new vehicular access from a stretch of Doddington Road which is subject to the national speed limit along with a separate pedestrian access. Policy LP15 of the Fenland Local Plan 2014 seeks to ensure highways safety within the District. Owing to a lack of supporting information, the Highways Authority were unable to confirm that the proposed accesses would be suitable in respect of highway safety. This matter was highlighted to the agent, but revised details were not forthcoming. Accordingly, the proposal therefore raises concerns with regard to highway safety, which would be contrary to Policy LP15 of the Fenland Local Plan 2014.
- 1.4. Accordingly, the application is recommended for refusal.

2 SITE DESCRIPTION

- 2.1 The application site is part of an agricultural field located beyond the existing built up edge of the town of Chatteris, and comprises approximately two thirds of the frontage of the field along Doddington Road between Willey Terrace and Highfield Lodge. The first third of the field adjacent to Willey Terrace was granted outline permission for 3 dwellings at Committee (F/YR19/1031/O) in July 2020, and a related variation of condition application (F/YR22/1018/VOC) for the development approved by delegated powers in May 2023.
- 2.2 There is a ditch and a native species hedge running along the frontage of the site, with occasional trees located within the hedgerow.
- 2.3 The land is located within flood zone 1.

3 PROPOSAL

- 3.1 The proposal is in outline for 6 dwellings. The only matter committed at this stage is access with a new vehicular access proposed off Doddington Road, leading to a private road serving the dwellings, along with a separate pedestrian access. The vehicular access will be positioned outside the 40mph speed sign as you enter Chatteris. The illustrative layout shows 6 x detached dwellings each with detached double garage, in a linear format.
- 3.2 Full plans and associated documents for this application can be found at:

 F/YR23/0730/O | Erect up to 6 x dwellings and the formation of 2 x accesses

 (outline application with matters committed in respect of access) | Land South

 East Of Highfield Lodge Doddington Road Chatteris Cambridgeshire

 (fenland.gov.uk)

4 SITE PLANNING HISTORY

Relevant to the application site specifically: Land South East Of Highfield Lodge, Doddington Road, Chatteris, Cambridgeshire

F/YR22/1236/O	Erect up to 6 x dwellings and the formation of 6 x accesses (outline application with matters committed in respect of access)	Refused 23.12.2022
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Relevant to the adjacent site to the south-east: Land North West Of 24 Willey Terrace, Doddington Road, Chatteris

F/YR23/0660/RM	Reserved matters application relating to detailed matters of appearance, landscaping, layout and scale (Plot 1 only) pursuant to planning permission F/YR22/1018/VOC to erect 1 x dwelling (3-storey, 7-bed) including the temporary siting of a caravan, container and welfare unit during construction	Pending
F/YR23/3072/COND	Details reserved by Condition 04 (Foul & Surface Water Drainage) and 05 (Temp Facilities) of planning permission F/YR19/1031/O (Erect up to 3no dwellings (outline application with matters committed in respect of access)) relating to Plot 3 only	Pending

F/YR22/1183/RM	Reserved Matters application relating to detailed matters of appearance, landscaping, layout and scale (Plot 3 only) pursuant to outline permission F/YR19/1031/O to erect 1 x dwelling (2-storey, 3-bed)	Approved 19.05.2023
F/YR22/1018/VOC	Variation of conditions 4 (surface water drainage), 5 (temporary facilities), 10 (footpath) and 11 (list of approved drawings) relating to planning permission F/YR19/1031/O	Granted 17.05.2023
F/YR19/1031/O	Erect up to 3no dwellings (outline application with matters committed in respect of access)	Granted 10.07.2020

5 CONSULTATIONS

5.1 Chatteris Town Council

Recommend Refusal. Land outside the building line/boundary of Chatteris. Concerns about access on a bend on a busy road; number of access points may have been reduced to two but number of vehicles generated by houses has not reduced. Not in new 30mph speed limit area.

5.2 **CCC Archaeology**

Our records indicate that the development lies in an area of archaeological potential on the fen island of Chatteris. Cropmarks are known within the development area which show a yet undated series of linear features (Cambridge Historic Environment Record reference 09670). Although undated, find spots of Roman pottery have been recovered in the Doddington Road area, in particular an imitation Samian ware vessel dating to the 3rd to 4th centuries AD, indicating a Roman presence in the area. A possible medieval moated site has been identified through cropmarks to the north-west (CHER ref. 09671). Later activity is known from the route of the 18th century toll road which the site abuts to the east (CHER ref. MCB31386). Archaeological investigations have taken place along the route of the toll road to the south, medieval to post-medieval activity was recorded indicating gravel extraction took place within the area (CHER ref. CB15314).

We have commented on previous development (F/YR22/1236/O) within the same bounds and advise that the recommendations made previously still apply.

Due to the archaeological potential of the site a further programme of investigation and recording is required in order to provide more information regarding the presence or absence, and condition, of surviving archaeological remains within the development area, and to establish the need for archaeological mitigation of the development as necessary. Usage of the following condition is recommended:

Archaeology Condition

No demolition/development shall commence until the applicant, or their agents or successors in title, has implemented a programme of archaeological work, commencing with the evaluation of the application area, that has been secured in accordance with a Written Scheme of Investigation (WSI) that has been submitted to and approved by the Local Planning Authority in writing.

For land that is included within the WSI, no demolition/development shall 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 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 and digital archives.

REASON: To safeguard archaeological assets within the approved development boundary from impacts relating to any demolitions or groundworks associated with the development scheme and to ensure the proper and timely preservation and/or investigation, recording, reporting, archiving and presentation of archaeological assets affected by this development, in accordance with national policies contained in the National Planning Policy Framework (MHCLG 2021).

Informatives:

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.

5.3 **CCC Highways Authority**

The application is unacceptable to the Local Highway Authority for the following reasons:

The applicant has not demonstrated that suitable visibility can be achieved. Doddington Road at the location of the proposed access is subject to the national speed limit (60mph) with a correlating stopping sight distance of 215m. Therefore, the access must be capable of achieving an inter-vehicular visibility splay of 2.4m x 215m in both directions, contained within the application boundary and / or the highway boundary. A forward visibility splay of 215m to a vehicle stopped to turn right into the site is also required. I will accept a reduction in visibility splays but only based upon the observed 85th percentile speeds.

In context of the scale of development and the nature of Doddington Road, the access should be formed as a bellmouth style junction rather than a shared vehicular crossover.

The applicant has included a private footpath connection from the permitted site to the south-east. This approach is generally not endorsed by the LHA and instead recommend that such pedestrian infrastructure is placed within the highway / adjacent to the carriageway. Where the path crosses the site accesses, the vegetation will need to be suitably restricted along either side to provide vehicles turning into the site with advanced warning of crossing pedestrians.

A footpath link to Doddington Road is provided opposite Plot 6 but the rationale for this link is unclear as there is no connecting infrastructure along Doddington Road, nor has the applicant demonstrated that this is a safe location for a pedestrian crossing.

5.4 Environment & Health Services (FDC)

The Environmental Health Team note and accept the submitted information and have 'No Objections' to the proposal, as it is unlikely to have a detrimental effect on local air quality or be affected by ground contamination.

This service would however welcome a condition on working times due to the close proximity of existing noise sensitive receptors, with the following considered reasonable:

No construction work shall be carried out and no plant or power operated machinery operated other than between the following hours: 08:00 hours and 18:00 hours on Monday to Friday, 08:00 hours and 13:00 hours on Saturday and at no time on Sundays, Bank or Public Holidays, unless otherwise previously agreed in writing with the Local Planning Authority.

5.5 Local Residents/Interested Parties

The LPA received 8 letters of support for the scheme from 7 address points within Chatteris and Doddington. Two letters gave no reasons for supporting the application, just indicated support. Other reasons for support can be summarised as:

- Overlooking open fields, high quality development;
- Lovely area with open fields, would make an excelled addition to Chatteris;
- Set back in fields with lovely surroundings, and not far from Chatteris amenities;
- Would make Chatteris look nice when coming into town;
- More properties would benefit the ever growing town;
- Would be good for the town.

6 STATUTORY DUTY

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

7 POLICY FRAMEWORK

7.1 National Planning Policy Framework (NPPF) July 2021

Para 2: NPPF is a material consideration in planning decisions.

Para 7: Purpose of the planning system is to contribute to the achievement of sustainable development

Para 12: Conflict with an up-to-date plan should not usually be granted

Para 79: Housing should be located where it will enhance or maintain the vitality of rural communities.

Para 80: Planning policies and decisions should avoid the development of isolated homes in the countryside unless specific circumstances apply.

7.2 National Planning Practice Guidance (NPPG)

Determining planning applications

7.3 National Design Guide 2019

Context

Identity

Built Form

Homes and Buildings

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

LP10 - Chatteris

LP12 – Rural Areas Development Policy

LP14 – Responding to Climate Change and Managing the Risk of Flooding

LP15 – Facilitating the Creation of a More Sustainable Transport Network

LP16 - Delivering and Protecting High Quality Environments

Lp19 – The Natural Environment

7.5 Emerging Local Plan

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

LP1 – Settlement Hierarchy

LP2 – Spatial Strategy for the Location of Residential Development

LP7 – Design

LP8 – Amenity Provision

LP18 – Development in the Countryside

LP20 – Accessibility and Transport

LP22 – Parking Provision

LP24 – Natural Environment

LP32 – Flood and Water Management

7.6 Supplementary Planning Documents/ Guidance

Delivering & Protecting High Quality Environments in Fenland SPD (2014)

8 KEY ISSUES

- Principle of Development
- Impact on the Character and Appearance of the Area
- Access & Highway Safety
- Biodiversity

9 BACKGROUND

- 9.1 This application is similar to an earlier application on the same site, F/YR22/1236/O, that sought outline planning approval for the erection of up to 6 x dwellings and the formation of 6 x accesses (outline application with matters committed in respect of access). The previous application was refused under delegated powers (agreed by the Planning Chair) for the following reasons:
 - 1. Policy LP16 of the Fenland Local Plan, 2014 requires that proposals for new development should deliver and protect high quality environments which respond to and improve the character of the local built form and respond to the street scene and existing settlement patterns. The introduction of 6 dwellings (illustrated in a linear orientation) with 6 new vehicular accesses from Doddington Road along with the likely changes needed to the drainage of the highway in this location would diminish the openness and rural nature of the area. It would represent urban sprawl in this particular location. This would be contrary to Policy LP16 of the Fenland Local Plan 2014 and DM3 of the High Quality Environments SPD.
 - 2. The proposal includes 6 new accesses from a stretch of Doddington Road which is subject to the national speed limit. Policy LP15 of the Fenland Local Plan 2014 seeks to ensure highway safety within the District. The development will result in additional turning and stopping movements leading to an increased risk of high speed collisions. The site will also result in servicing and deliveries being potentially made from the roadside where the national speed limit applies. This would also lead to increased risk and inconvenience to users of the highway. The proposal therefore raises concerns with regard to highway safety, which would be contrary to Policy LP15 of the Fenland Local Plan 2014.
- 9.2 The current application also seeks outline approval for up to 6 dwellings, but this application submission differs from the earlier refused scheme in that it is only committing one vehicular access point (as opposed to 6) leading to a private roadway to serve the intended dwellings along with a separate pedestrian access. Accordingly, it seeks to reconcile the earlier reasons for refusal. The below assessment considers the material planning considerations in respect of the revised proposal for the site.

10 ASSESSMENT

Principle of Development

- 10.1 The locational circumstances of the site have not changed since the earlier refusal of F/YR22/1236/O.
- 10.2 The application site is located between 30 and 100m beyond the existing built-up edge of the town of Chatteris (Willey Terrace). Policy LP3 of the Fenland Local Plan 2014 defines Chatteris as a Market Town where (along with the other market towns) the majority of the district's new housing growth should take place. Although Policy LP3 identifies Chatteris as being a suitable location for housing growth, Policy LP10 states that new development should

- contribute to retaining its character. The site sits at the transition between the existing built form of Chatteris and the open countryside beyond.
- 10.3 The three plots to the south-east approved by Committee (F/YR19/1031/O) are regarded as being different in terms of their context and with regard to highway safety as the location of the plots mirrors the edge of the existing built form of Curf Terrace on the opposite side of Doddington Road and are positioned within the 40mph speed limit that clearly demarcates the approach into Chatteris. With this application, however, the proposed plots and the new access are within the national speed limit (60mph), and thus the site can be clearly regarded as being within the open countryside that forms the buffer to the Chatteris built form to the northeast of the town. This is all the more apparent given the lack of development opposite and the sporadic nature of very limited development as you travel north out of Chatteris along Doddington Road.
- 10.4 The application site is therefore considered to be more closely associated with the undeveloped rural landscape, a matter which has not changed since the earlier refusal. As such, given the existing characteristics of the site, the principle of development in this location is not considered to be acceptable.

Impact on the Character and Appearance of the Area

- 10.5 Policy LP12 of the Local Plan provides guidance as to the restriction of rural areas development to ensure that is has an acceptable impact on the settlement and its character.
- 10.6 Policy LP12 requires development to meet certain criteria in order to be supported. The site must not have an adverse impact on the character and appearance of the surrounding countryside and farmland. Similarly, the proposal must be in keeping with the core shape and form of the settlement, without resulting in the extension of linear features or create ribbon development, and must retain natural boundaries, respect ecological features, important spaces etc. Finally, the proposal must be served by sustainable infrastructure, and must not put people or property in danger from identified risks.
- 10.7 The development proposed would extend the existing linear feature of the developed footprint of the settlement, by adding a further six dwellings to a line of ribbon development along Doddington Road, into an area of agricultural grassland. This area of grassland at the site is mirrored by agricultural land opposite, and forms a distinct and natural demarcation between the developed built form of Chatteris and the countryside beyond; save for sporadic rural development to the northwest, such as Highfield Lodge and Carters Bridge Farm House that are not considered to be within the built form of Chatteris.
- 10.8 Development encroaching into this land would be to the detriment of the character and appearance of the area; a circumstance that has unfortunately been initiated by the approval of the 3 dwellings to the southeast (F/YR19/1031/O) within the same parcel of agricultural land. Additional development on this land would arguably perpetuate a damaging precedent of

- advancing ribbon development along Doddington Road, yet further eroding the rural character, contrary to the requirements of policy LP12.
- 10.9 Policy LP16 seeks to ensure that development makes a positive contribution to the local distinctiveness and character of the area. There are clear views across the site and to the countryside beyond it. This is due to the absence of any significant landscaping. Therefore, impact of the development of up to six dwellings on the character and appearance of the currently open area will be significant.
- 10.10 The site sits at the transition between the existing built form of Chatteris and the open countryside and is more closely associated with the undeveloped rural landscape. There is a well-defined character here consisting of wide green verges siting above the deep drainage channel which make an attractive entrance to the town. Given these existing characteristics, the proposal would change the overall character of the area. The introduction of 6 additional dwellings (illustrated in a linear orientation) with a new vehicular access from Doddington Road and private roadway, along with the hedge removal and likely changes needed to the drainage of the highway in this location would result in a significant urbanisation of the area, detrimentally eroding the countryside character. This would be contrary to Policy LP16 of the Fenland Local Plan 2014 and DM3 of the High Quality Environments SPD.
- 10.11 The locational circumstances of this site and proposal are very similar to that of a recent appeal decision received for a site at Sandbank, Wisbech St Mary (APP/D0515/W/23/3318565), in which development for up to 4 dwellings was proposed on an agricultural grassland field that formed a notable gap between a line of residential properties on Sandbank and Sandbank Farm. Similar here in that the application site is a grassland field forming part of a notable gap between dwellings along Willey Terrace and Highfield Lodge. Within the appeal decision, the inspector concluded that:

"The scheme would lead to the development of up to 4 dwellings beyond the built up edge of the settlement, extending ribbon development into the countryside. The impact would be exacerbated by the absence of built development on the opposite side of the road which distinguishes the proposal from the planning permission granted on neighbouring land. The scale of the development with up to 4 dwellings proposed also makes the scheme before me different from that which has been granted planning permission."

- 10.12 A direct correlation between the appeal site and the application site can be drawn, and as such it follows that the conclusion in respect of the unacceptability of the development of the site in terms of its impact on character would be relevant to the application site, as was determined by the Inspector at the appeal.
- 10.13 In addition, parallels can be drawn between the application site and the recent application for a similar scale of development refused by Committee for a site east of 137 Upwell Road, March (F/YR23/0491/O) in which up to 6 dwellings were proposed on grade 3 agricultural land, used for hay production. Members concluded that the proposal would amount to urban sprawl along

Upwell Road into open countryside. The application site is similar, as it is also categorised as grade 3 agricultural land (10-111h East Region 250k ALC.pdf) and would be tantamount to urban sprawl beyond the existing built form along Doddington Road.

10.14 Given the above, it is considered that the submitted application remains in clear conflict with policies LP12 and LP16 of the adopted Local Plan in terms of its impact on character.

Access & Highway Safety

- 10.15 Policy LP15 of the Fenland Local Plan 2014 seeks to ensure safe and convenient access for all within the district.
- 10.16 The indicative site plan suggests that there would be sufficient parking/turning room available to service the dwellings.
- 10.17 The Local Highway Authority have raised concern regarding the proposed footpath connection to the site to the south-east and the rationale behind the intended footpath connection to the Doddington Road carriageway, which, incidentally, has no footpath at this point along the highway to which this intended connection can link. Appropriate pedestrian access is a material consideration in respect of the suitability of the site in general sustainability terms.
- 10.18 Notwithstanding matters of sustainable development, the Highways Authority consider the proposed access to be unacceptable, as details of appropriate visibility splays were not provided. The Agent was invited to address these concerns, however such detail was not forthcoming. Accordingly, the application has not been provided to that safe and convenient vehicular or pedestrian access could be achieved to the satisfaction of the Highway Authority.
- 10.19 As such, in the absence of evidence to the contrary, and the outstanding technical objection from the Highways Authority, the principle of providing safe and convenient access for all may be unachievable at the site, and thus the application remains in conflict with Policy LP15 in respect of highway safety.

Biodiversity

- 10.20 Policy LP16 (b) requires proposals for new development to protect and enhance biodiversity on and surrounding the proposal site, taking into account locally designated sites and the special protection given to internationally and nationally designated sites in accordance with Policy LP19. Criteria (c) requires the retention and incorporation of natural and historic features of the site such as trees, hedgerows, field patterns, drains and water bodies.
- 10.21 The application site comprises an agricultural field bounded by a ditch and mature hedge with the proposed accesses to the development are confirmed as being across this ditch and through the hedge.
- 10.22 Ecological surveys and if necessary, species surveys, are required to be carried out pre-determination. Section 40 of the Natural Environment and Rural Communities Act 2006 places a public sector duty upon local planning

authorities to conserve biodiversity. Section 180 of the NPPF states that when determining planning applications local planning authorities should refuse planning permission if significant harm to biodiversity resulting from development cannot be avoided (through locating on an alternative site with less impact), adequately mitigated or as a last resort, compensated for. Such consideration requires sufficient ecological investigation to assess if there are any particular protected species present so that they can be taken into account in the consideration of the proposals.

- 10.23 Policy LP19 of the local plan states that planning permission should be refused for development that would cause a demonstrable harm to a protected species or habitat unless the need for and public benefits of the development clearly outweigh the harm and mitigation, or compensation measures can be secured to offset the harm.
- 10.24 An Ecological Impact Assessment (EIA) has been submitted; however, it should be noted that this has not been updated since the earlier refusal. Notwithstanding, it appears that the circumstances of the site have not significantly changed since the EIA was undertaken and accordingly is considered to accurately assess the site as it is today. Accordingly, if the application was acceptable in all other matters, it would be suggested that a planning condition be attached requiring development to be carried out in accordance with the EIA.

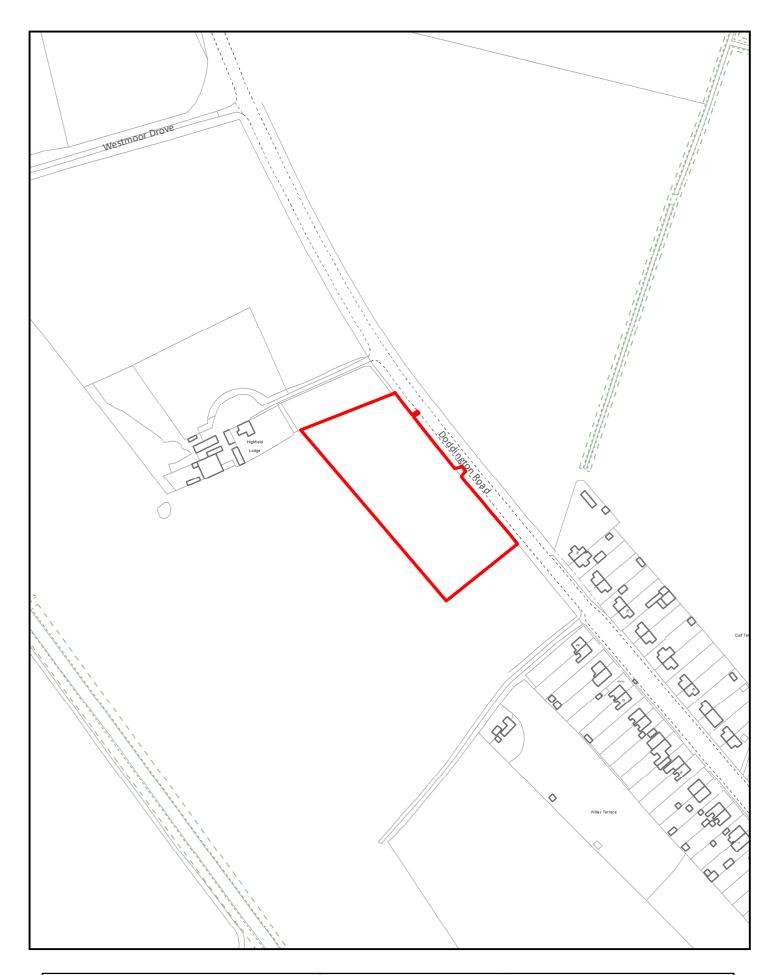
11 CONCLUSIONS

- 11.1 The site sits within the open countryside outside the existing built form of Chatteris. It is closely associated with the undeveloped rural landscape for the reasons given above. Given the existing characteristics of the site, the proposal would change the overall character of the area to its detriment. The introduction of 6 dwellings (illustrated in a linear orientation) with a new vehicular access from Doddington Road would diminish the openness and rural nature of the area and would set an unacceptable precedent within the area and would consequently represent urban sprawl in this particular location. This would be contrary to Policy LP12 and Policy LP16 (d) of the Fenland Local Plan 2014 and DM3 of the High Quality Environments SPD.
- 11.2 The proposal also includes a new vehicular access from a stretch of Doddington Road which is subject to the national speed limit along with a separate pedestrian access. Policy LP15 of the Fenland Local Plan 2014 seeks to ensure highway safety within the District. Given the lack of supporting information, the Highways Authority were unable to confirm that the proposed accesses would be suitable in respect of highway safety. This matter was highlighted to the agent, but revised details were never received. Accordingly, the proposal therefore raises concerns with regard to highway safety, which would be contrary to Policy LP15 of the Fenland Local Plan 2014.

12 RECOMMENDATION

Refuse, for the following reasons;

1	Policy LP12 seeks to support development that does not harm the character of the countryside. Policy LP16 of the Fenland Local Plan, 2014 requires that proposals for new development should deliver and protect high quality environments which respond to and improve the character of the local built form and respond to the street scene and existing settlement patterns. The proposal is for the construction of up to six new dwellings with a new access on currently undeveloped grassland with a close relationship to the wider open countryside. Development on this land would be to the detriment of the character and appearance of the rural area through increased urbanisation, representing urban sprawl in this location, directly contradicting the current settlement pattern and arguably creating a precedent for further development into the countryside, contrary to the requirements of Policy LP12 and Policy LP16(d) of the Fenland Local Plan 2014 and DM3 of the High-Quality Environments SPD.
2	Policy LP15 seeks to support proposals that provide safe and convenient access for all. In the absence of evidence to the contrary, it is unknown if this is achievable to provide the necessary visibility splays relative to the speed of the road within the highway boundary and / or application boundary, to ensure safe vehicular access to the site. Furthermore, the justification for the proposed pedestrian footpath links appears to be unclear. Therefore, the scheme is contrary to Policy LP15 as it has not been evidenced that a suitable and safe access to the development can be provided.



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