
F/YR21/0985/F

**Applicant: Mr Jamie McGarvie
Ashewell Developments**

**Agent : Mr Ian Gowler
Gowler Architectural**

Land East Of 2, Ingles Lane, Doddington, Cambridgeshire

Erect 3no dwellings (single-storey, 1-bed)

Officer recommendation: Refuse

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

1 EXECUTIVE SUMMARY

- 1.1. The submitted application seeks full planning permission to erect a short terrace of 3 no. single storey, 1 bed dwellings. The proposed development would afford a 'converted stable' style arrangement of the 3 terraced units.
- 1.2. In February 2020 pre-application advice was sought in respect of a proposal at the site which involved the erection of 5 dwellings (2 x 2-storey, 3-bed and 3 x single storey 1-bed). Indication was given at the time that the primary concerns of the proposed development related to the harm to the historic environment as the proposal would fail to preserve the setting of the listed building and would result in unacceptable harm to the character and appearance of the Conservation Area due to its general scale and massing. Further concerns were also outlined in relation to biodiversity impacts given the trees which surround the land and how the development may affect nesting birds and potentially roosting and foraging bats. The applicant was also advised that given the historic land use, any application should be supported as a minimum by a contaminated land desk study.
- 1.3. The application site lies within the Doddington Conservation Area and primarily comprises an area of paddock land associated with and located to the east of 2 Ingles Lane, Doddington, a Grade II Listed Building constructed in a gault brick with a plain roof tile. The site is highly visible from the streetscene through a belt of trees and hedgerow.
- 1.4. Policies LP18 of the Fenland Local Plan 2014 and DM2 and DM3 of Delivering and Protecting High Quality Environments in Fenland SPD 2014 seek to protect and conserve the historic environment, protect open spaces where they are an important part of the character of a settlement and ensure that any existing views, vistas and focal points are incorporated within developments. Policy LP16 and DM3 also seek to ensure developments have a positive contribution to the local distinctiveness and character of the area and do not adversely impact on the streetscene or landscape character.

1.5. The historic pastureland on which the proposal is situated is considered to contribute significantly to the setting of the associated listed building (2 Ingles Lane) and the historic integrity, character and appearance of the wider conservation area. The proposed development by virtue of its location would intrude on the open pastureland and would, as a consequence of this, appear unduly prominent in its setting and be significantly detrimental to the setting of the listed building and character and appearance of the conservation area. The proposals would result in less than substantial level of harm. However, this harm would not be outweighed by the public benefit of the provision of 3 additional houses. Overall, it is therefore considered that the proposed development would be contrary to Policies LP16 and LP18 of the Fenland Local Plan 2014, DM2 and DM3 of Delivering and Protecting High Quality Environments in Fenland SPD 2014, Sections 66 and 72 Planning (Listed Buildings and Conservation Areas) Act 1990 and Section 16 of the NPPF.

1.6. Overall, the proposed development is considered to be unacceptable, and the recommendation is one of refusal.

2 SITE DESCRIPTION

- 2.1. The application site primarily comprises an area of paddock land associated with and located to the east of 2 Ingles Lane, Doddington, a Grade II Listed Building constructed in a gault brick with a plain roof tile.
- 2.2. The site is highly visible from the streetscene through a belt of trees and hedgerow. The site is an area of open green space located within the existing built up area of the settlement of Doddington.
- 2.3. The site lies in the Doddington Conservation Area.
- 2.4. The site is situated within Flood Zone 1.

3 PROPOSAL

- 3.1. The submitted application seeks full planning permission to erect a short terrace of 3 no. single storey, 1 bed dwellings. The proposed development would afford a 'converted stable' style arrangement of the 3 terraced units.
- 3.2. The proposed terraced dwellings would run east to west across the site and collectively measure approximately 6.2m in depth, 24.5m in width and have a maximum roof ridge height of 4.5m with eaves at 2.5m. Each dwelling would contain a lounge/kitchen/diner, one bedroom and one bathroom.
- 3.3. The proposed materials would include Cambridge buff brick limited to the plinth and elevations above formed by meaningfully proportioned horizontal feather edge timber weatherboarding and natural slate roof tiles. Grey vertical boarding has also been outlined within the submission.
- 3.4. The proposal would utilise an existing access track to the application site off Ingles Lane with the introduction of a new gravel driveway, sealed entrance and gravel path to the north of the existing frontage of 2 Ingles Lane. The proposed gravel driveway would lead to the parking area for the 3 no. proposed dwellings at the southwest corner of the application site.

- 3.5. The existing trees within and bordering the site are to be retained, new hedges are proposed at the north and east sides of application site and various 1.8m high boarded fences with hedgehog holes are proposed within the site, alongside a sparrow terrace and bat box.

Full plans and associated documents for this application can be found at:
[F/YR21/0985/F | Erect 3no dwellings \(single-storey, 1-bed\) | Land East Of 2 Ingles Lane Doddington Cambridgeshire \(fenland.gov.uk\)](https://fenland.gov.uk/F/YR21/0985/F)

4 SITE PLANNING HISTORY

Reference	Description	Decision	Date
F/YR17/0910/F	Erection of stable block/stores	Refuse	22/11/2017

5 CONSULTATIONS

5.1. Doddington Parish Council (15/10/2021)

Doddington Parish Council considered the above planning application at it meeting last Wednesday evening and voted to oppose the application on the following grounds:

1. The location of the proposed dwellings is within the Doddington conservation area and is, in addition, adjacent to 2 Ingles Lane which is a listed building. The open green area and listed buildings should be protected from allowing developments to take place in their vicinity.

2. Traffic movements during construction and cars from the residents of the three proposed dwellings will have a detrimental impact on the area. Access into and from Ingles Lane would be via a very narrow entrance. There is no footway in Ingles Lane and this increase in vehicle movement would add to the already congested area with its associated safety issues to other vehicles and pedestrians especially children making their way along Ingles Lane to the primary school.

5.2. FDC Conservation (11/10/2021)

1. This application concerns an application concerns a proposal to erect a short terrace of 3 single storey, 1 bed dwellings to the east of 2 Ingles Lane, Doddington, which is a grade II listed building (listed 16th May 1991) located within the Doddington Conservation Area. The proposed development would afford a 'converted stable' style arrangement of 3 terraced units.

2. Consideration is given to the impact of the proposal on the architectural and historic interests of a listed building with special regard paid to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses according to the duty in law under S66 Planning (Listed Buildings and Conservation Areas) Act 1990.

3. Consideration is given to the impact of this proposal on the character and appearance of Doddington Conservation Area with special attention paid to the desirability of preserving or enhancing the character or appearance of that area according to the duty in law under S72 Planning (Listed Buildings and Conservation Areas) Act 1990.

4. Comments are made with due regard to Section 16 of the National Planning Policy Framework, 2021, specifically, paragraphs 8 195, 197,199, 200, and 202. The following comments are made:

5. Due regard is given to relevant planning history. In 2019 a preapplication enquiry was submitted under 19/0173/PREAPP for the erection of 5 dwellings on the site designed in an 'L-shaped' configuration comprising of a single storey 'stable style' range affording 2 dwelling units and a two storey 'threshing barn style' affording 3 dwelling units. The scheme was not supported due to the intensity of the development, as it was not felt that 5 units could be sensitively achieved on the site, given the scale of the proposed development and the necessary consequential impact of parking and driveway which would run in front of the grade II listed building. In 2017 a planning application under F/YR17/0910/F concerning the development of a stable block to the north of the listed building, was refused. The reason cited for refusal in this instance was that the stable block would be "significantly detrimental to the setting of the listed building and character and appearance of the conservation area". Whilst there was strong objection to the location of the proposed stable it was advised that "In this instance it is felt that there is scope to have stabling on this land to serve the paddock but not in the location currently proposed. It is evident that in the past ancillary outbuildings have existed on the site to the east side of the house, approx. 15-20m east of the listed building. The remains of these collapsed outbuildings can still be seen among an area of overgrown brambles to the east of the house. In principle no objection is raised to stabling being positioned where these previous outbuildings have existed. Their positioning in a location approximately 15- 20m east of the house ensures that they would not intrude into the undeveloped paddock on the north side of the house and wouldn't intrude into views from the listed building or of its principal north elevation looking across the paddock/grazing land. Stabling 15 – 20m east of the listed building would sit more subtly in the composition of the house and its land". Reference is made to such comments for the purpose of consistency in conservation perspective.

6. It would seem that a stable style scheme is being developed here in light of this advice, but for a residential development rather than a genuine stable in ancillary use to the listed building.

7. The list description for 2 Ingles Lane refers to it as a "house, probably 18th century, remodeled in the 19th century". Its principal front elevation faces north looking over open grazing/paddock land on its north side which is associated with the dwelling. The grazing/paddock land also extends round to the east side of the house. The listed building appears to have been orientated when it was built to benefit from views afforded from and of the property across the grazing/paddock land on its north side. The setting of the house is an intrinsic element of the significance of this listed building as it gives status to this building within the village context. From High Street the listed building is noted within the streetscene and draws the eye across the natural green open space. Despite the fact hedging around the paddock/gazing land has grown higher in recent years there remains the appreciation of this listed building and the space afforded around it from High Street and views through sections of the boundary hedging. From Ingles Lane the building sits gable end onto the lane, but the open nature of the access affords views of the full extent of the building's frontage and views through across the grazing/paddock land so the surrounds which the listed building experiences are wholly appreciated. The presence of the natural green space the paddock/grazing land affords contributes not only to the setting of the listed building but also the character and appearance of the conservation area (as noted in the Conservation

Area Character Appraisal) and it is a significant area of open green space within the heart of the historic core of Doddington. Historic map evidence (OS maps 1887, 1902, 1927) reinforces the fact that the listed building sits in its historic setting associated with a parcel of land that's footprint has not changed in over 140 years. Due regard is given to this understanding of the listed building and its setting and the interests the paddock/grazing land affords to the conservation area when considering this proposal.

8. A heritage statement has been submitted with the application. The information is sufficient to comply with paragraph 194 of the NPPF and policy LP18 of the 2014 local plan.

9. There are ongoing concerns with regards to this application. The following comments are made:

i. The proposal seeks to introduce a new gravel driveway (with sealed surface entrance – presumably tarmac) to the north of the existing frontage to 2 Ingles Lane thereby formally increasing the hard-standing to the frontage, leading to designated car parking for the three proposed units, which further impinges on and formalises the character of the paddock. Previous pre-application advice suggested that any parking ought to be to the side rather than the front.

ii. The proposed terrace runs east-west, in alignment with no. 2 Ingles drive. There is a concern that this alignment would be extremely visible from views across the High Street, and although the modern housing development to the rear on Harvest Close is also partially visible, this is not prominent, even in winter, as they are set well back, and are end on to the meadow rather than front facing. The proposed development by contrast, although single storey, would be correspondingly more visible due to its positioning and alignment, and any screening provided by hedges or shrubs is variable in its effect according to the seasons, and must never be relied on as permanent mitigation.

iii. Though the design is of a 'stable style' and effort has been made to develop those characteristics and keep scale and massing to a minimum, it is difficult to portray the characteristic of a 'converted stable', in a new build, especially given the materials proposed. Furthermore, it is felt that approval of a terrace on this alignment could set an uncomfortable precedent for development along that remaining margin of land to the east and that therefore the principle of development in this location and on this alignment is a difficult one.

10. It is therefore felt that the principle of development here of a stand-alone residential development could give rise to harm to the setting and therefore the significance of the adjacent listed building, and to the character and appearance of the conservation area. This harm would be occasioned by the east-west alignment resulting in a façade fronting the paddock and being highly visible from across the meadow both from the High Street and Ingles Lane, and therefore within the setting of the listed building. Harm would be occasioned by the architectural design of the building, replicating a converted stable, yet in no way bearing a subservient, ancillary or previously connected relationship to the listed buildings. Harm would also be occasioned by the parking to the frontage, all associated hard standing, and turning areas, which would further formalise/domesticate this rural setting.

11. This harm would amount to being less than substantial in the terms of the NPPF and would therefore have to be weighed against the public benefits arising from the proposal. It has not been demonstrated that there is a requirement for

housing in this location, as opposed to any other in Doddington and it is not apparent that there is sufficient public benefit of 3 small apartments to outweigh that harm.

12. Previous concerns raised regarding the boundary created for the development plot (and previously an unauthorised static caravan) have left the listed building with a limited area of private garden. The area of garden afforded to the listed building could be considered limited in comparison to the size of this house. In this respect any development that comes forward on this site must also account for providing the listed farmhouse with a reasonable size of garden to adequately compliment the listed building. It should also account for the potential to provide a proper garage/cartshed style building to serve the listed building. It will be fundamental to ensure that any development does not preclude adequate provision of ancillary buildings being provided for the farmhouse now or in the future.

13. As stated before, given the impact of the associated hard standing to the frontage, the principle of development may be difficult to justify here. However, should the application be recommended for approval, amendments to the scheme could result in some mitigation of that harm identified above.

14. A development on a north-south alignment would present a gable end to the meadow and High Street and therefore have reduced impact on the characteristics of that setting and visibility from Ingles Lane; a weather_boarded and pan- or plain-tiled structure would be more characteristic of a stable than the current proposal.

15. Consideration would still need to be given to private amenity, parking, bins and access to such a development.

RECCOMENDATION: REFUSE in current form

5.3. FDC Conservation (01/06/2023)

Due regard is given to the impact of this proposal on the architectural and historic interests of the listed building, setting of and the character and appearance of the conservation area with due regard to the duty in law under S66 and S72 Planning (Listed Buildings and Conservation Areas) Act 1990.

The following comments are made: The following should be read in conjunction with the previous comments by the former Conservation Officer on this application.

Much like the previous comments, there remains a strong concern as to the principle of development within the curtilage of this listed building, owing to the harm to its setting on what is a prominent and open site. However, much like the previous comments, there is a will to make improvements to the proposal, prior to it being heard at Planning Committee.

The proposed material finish has been improved over earlier iterations. The material finish of the proposal has been revised from brick to Cambridge buff brick limited to the plinth and elevations above formed by meaningfully proportioned horizontal feather edge timber weatherboarding. Despite the misgivings of this proposal, the material finish will allow for a degree of hierarchical subservience to the host listed building. A good quality clay pantile (William Blythe or similar) would be preferable to slate, however, a natural slate would not be a reason for refusal.

The material images provided of the grey vertical boarding looks suspiciously like composite (plastic). Composite is a particularly inferior material in comparison to

natural timber and within the curtilage and setting of a listed building, it would never be appropriate.

A main and overriding concern is the proposed use of 1.8m high close board fencing within the site, which is a harsh and unsympathetic form of enclosure at a dominant height within the curtilage of a listed building and is wholly unacceptable. The proposal could be improved immeasurably with a softer form of boundary treatment. The boundary between the listed building and the proposed development should absolutely be native hedging to soften any development and provide a verdant backdrop to the listed building.

In the same vein, the proposed parking for the new development will be particularly visible from Ingles Lane and should be bounded again by soft landscaping in the form of native hedging, not crude close board fencing of suburban appearance.

The plans are not particularly clear as to how the gravel driveway to the new development in front of the listed building will be delineated. Is this proposed to be open, or is the timber fence proposed to run in front of the listed building to the back of the highway? If the latter is proposed, this would be absolutely deleterious to the setting of the listed building and its historic relationship with the paddock to the north and therefore wholly unacceptable. Firstly, the plans should clearly denote where boundary treatments are proposed and any delineation of this space should again be done with native hedging.

Recommendation: REFUSE

5.4. FDC Conservation (02/11/2023)

Due regard is given to the impact of this proposal on the architectural and historic interests of the listed building, setting of and the character and appearance of the conservation area with due regard to the duty in law under S66 and S72 Planning (Listed Buildings and Conservation Areas) Act 1990. The following comments are made:

The following should be read in conjunction with the previous comments by the former Conservation Officer on this application.

Much like the previous comments, there remains a strong concern as to the principle of development within the curtilage of this listed building, owing to the harm to its setting on what is a prominent and open site. However, much like the previous comments, there is a will to make improvements to the proposal, prior to it being heard at Planning Committee.

The proposed material finish has been improved over earlier iterations. The material finish of the proposal has been revised from brick to Cambridge buff brick limited to the plinth and elevations above formed by meaningfully proportioned horizontal feather edge timber weatherboarding. Despite the misgivings of this proposal, the material finish will allow for a degree of hierarchical subservience to the host listed building. The material images provided of the grey vertical boarding looks suspiciously like composite (plastic). Composite is a particularly inferior material in comparison to natural timber and within the curtilage and setting of a listed building, it would never be appropriate. This can be picked up by way of submission of a detailed material schedule through condition discharge.

The plans are not particularly clear as to how the gravel driveway to the new development in front of the listed building will be delineated. The correspondence

from the agent has cleared up the confusion as to any potential physical boundary delineation along the access past the listed building and that no boundary is proposed.

The amendments to the scheme have in some ways improved things in relation to material finish and boundary treatments. However, as stated from the outset, there remains an in-principle objection to such a development within the curtilage of a listed building and the impact on the setting of the listed building within its curtilage. The works clearly amount to less than substantial harm to the setting of the listed building (medium on the spectrum). As outlined in paragraphs 199 -201 of the NPPF, any harm to the significance of a heritage asset, whether substantial or less than substantial are strong grounds for refusal of the application unless the public benefit outweighs the harm. In this instance, there has been no evidence submitted that the proposals will lead to a public benefit that outweighs the less than substantial harm identified.

Conditions if committee choose to approve the application:

- i. The works shall be carried out in accordance with the approved plans, elevation and section drawings.*
- ii. A full and detailed material schedule shall be submitted to and approved detailing exact materials to be used inclusive of manufacturer and item specification. This extends to windows, doors, roofing and walling material, rainwater goods and boundary treatments.*
- iii. Prior to first occupation, the boundary hedge to screen the car parking area shall be instated and retained in perpetuity.*

Recommendation: REFUSE

5.5. FDC Environmental Health (23/09/2021)

'No Objections' to the proposed development as it is unlikely to have a detrimental effect on local air quality and the noise climate or be affected by ground contamination.

Local Residents/Interested Parties

- 5.6. 1 letter neither objecting to or supporting the application from an address within March has been received, it is summarised as follows:

- Will tidy up the area

5.7. Objectors

28 letters of objection have been received from 27 addresses within Doddington (x23), March (x3), Chatteris (x1) which raised the following summarised concerns:

- Ingles lane is a very narrow street without any paving for footpaths. It's also poorly lit too. The entrance to the above property would be dangerous due to the road being very narrow for turning.
- Any new properties built would not be in keeping and would look very unsightly
- This land is really the only piece of greenery left in the village
- Damage to the local environment and to wildlife
- Unsightly being next to a grade 11 listed building
- Proposed will exacerbate current traffic issues
- This is a development for only part of the field and is likely to set a precedent for further development on the rest of the field

- All Vehicles exiting the access road will be directly facing our front window, so at nighttime we will have headlamps shining directly into our house and during daylight they will look straight in
- This site is located within a conservation area within the village boundary. Building on this location would most likely set precedence on other green field or conserved areas being built upon
- The field is in the heart of the village, it would be a shame to lose this part of Doddington's history
- Effect of more development on already stretched facilities such as the Doctors surgery and drainage network
- Noise pollution
- The lane is not able for 2 way traffic, and access to proposed application will make it even more dangerous, especially as lots of people walk children to and from school
- Ingles Lane needs to be monitored and have some form of traffic flow installed (such as speed bumps or restricted access gates) before even considering building more dwellings
- Do not need anymore homes in the village
- Ingles lane is already full to capacity with properties, it has poor access and no pavements or adequate street lighting
- In the middle of the village conservation area and would have a detrimental impact on the environment and wildlife
- The infrastructure in Doddington cannot cope with the current number of houses - the sewage system regularly overflows and / or gets blocked
- This area is mentioned several times in the Conservation Area Appraisal report of 2011. It specifically reports that it is 1 of only 2 surviving undeveloped enclosed pastureland surviving in Doddington. It contributes significantly to the setting of the associated listed building and the historic integrity, character and appearance of the wider conservation area and should be protected
- This field is the last open space left in the village and should really be turned into a public park or similar
- Concerned that built as planned the bungalows would probably be far too expensive for first-time buyers
- Adverse impacts on view across currently uninterrupted meadow
- Trees would have to be felled that are in the garden to make way for the properties. Bats and the occasional owls do perch in the trees
- This new development would require a crossover with adequate visibility splays for access and egress for the 30mph road that is Ingles Lane
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5.8. Supporters

58 letters of support have been received from 55 addresses within Doddington (x15), March (x30), Chatteris (x6), Wisbech (x2), Tydd St Giles (x1) and Murrow (x1) which made the following summarised comments:

- The dwellings are positioned in such a way to have little impact on neighbours or the surrounding environment
- The properties will be much needed single story one bed dwellings, affordable to first time buyers / renters, or elderly in the village
- Unused part of the field and will add some nice character to this part with some in keeping cottages
- It appears out of the way causing no harm to anyone
- Will provide much needed homes within the area

- Lack of bungalows within the village, this site is ideal for elderly people
- Close to all amenities and will house a maximum of six people so will not impact on any services
- Will clean the waste land up and brighten the village
- It will be good to have additional properties in the village and will hopefully encourage further infrastructure in the area
- Would be beneficial to the community to have more affordable housing for the younger generation
- Small developments such as this one need to be recognised and supported by authorities to aid the younger generations
- Not a massive estate being developed and I support more small developments like this instead of an estate
- This would be a great and beneficial development
- These 3 dwellings will be an ideal addition to the village of Doddington. They will help to improve an area that is run down and neglected
- Good use of a small area of land, with property design in keeping with the area
- Better choice than selling the land to a big company who would want a block of flats
- Currently overgrown, 3 dwellings would be a more pleasurable view
- The land is an eyesore for such a beautiful village
- Refreshing to see plans for potential first homes in my area that are not unsightly blocks of flats; primarily in the centre of March
- This development sits in the middle of a fenland village which has been highlighted for development by local planning officers
- Will bring more income into the local area
- The application is in keeping with the area and will offer suitable housing for local people
- The village has a shortage of small properties

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

7 POLICY FRAMEWORK

7.1. National Planning Policy Framework (NPPF)

Para 2: Applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise.

Para 126: Good design is a key aspect of sustainable development.

Para 130: Planning policies and decision should ensure developments are sympathetic to local character and history.

Para 184: Heritage assets should be conserved in a manner appropriate to their significance.

Para 189: Applicants should describe the significance of any heritage assets affected.

Para 194: Harm to or loss of significance of a heritage asset should require clear and convincing justification.

Para 195: Substantial harm should result in refusal unless substantial public benefits outweigh it.

Para 196: Less than substantial harm should be weighed against public benefits.

7.2. National Planning Practice Guidance (NPPG)

Determining a planning application

7.3. National Design Guide 2021

Context

Identity

Built Form

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

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

LP16 – Delivering and Protecting High Quality Environments across the District

LP18 – The Historic Environment

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

LP5 – Health and Wellbeing

LP7 – Design

LP8 – Amenity Provision

LP20 – Accessibility and Transport

LP22 – Parking Provision

LP23 – Historic Environment

LP27 – Trees and Planting

LP32 – Flood and Water Management

7.6. Supplementary Planning Documents/Guidance

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

Cambridgeshire Flood & Water SPD (2016)

8 KEY ISSUES

- **Principle of Development**
- **Heritage, design considerations and visual amenity of area**

- **Residential Amenity**
- **Parking and Highways**
- **Flood Risk and Drainage**

9 BACKGROUND

- 9.1. In February 2020 pre-application advice was sought in respect of a proposal at the site which involved the erection of 5 dwellings (2 x 2-storey, 3-bed and 3 x single storey 1-bed). Indication was given at the time that the primary concerns of the proposed development related to the harm to the historic environment as the proposed would fail to preserve the setting of the listed building and would result in unacceptable harm to the character and appearance of the Conservation area due to its general scale and massing. The officer at the time did however indicate that 'it is possible that a significantly more modest and sympathetic style of development could be achieved without such detriment to the setting of 2 Ingles Lane and the area.' Further concerns were also outlined in relation to biodiversity impacts given the trees which surround the land and how the development may affect nesting birds and potentially roosting and foraging bats. The applicant was also advised that given the historic land use, any application should be supported as a minimum by a contaminated land desk study.
- 9.2. No subsequent pre-application contact has been made in respect of the current application.

10 ASSESSMENT

Principle of Development

- 10.1. Policy LP3 and the settlement hierarchy of the Fenland Local Plan 2014 advise that Doddington is a 'Growth Village' and that development within the existing urban area will be appropriate; the site is considered to be located within the existing developed footprint of the settlement hence the principle of development is considered acceptable in respect of Policy LP3 and LP12 in this regard.
- 10.2. This is however subject to the proposal according with the aims of LP14, LP15, LP16 and LP18 of the Fenland Local Plan 2014 which seek to ensure that the proposal is acceptable in location, character or visual amenity of the area, design and parking/highways and represents no issues in terms of flood risk or the historic environment.

Heritage, design considerations and visual amenity of area

- 10.3. Policies LP18 of the Fenland Local Plan 2014 and DM2 and DM3 of Delivering and Protecting High Quality Environments in Fenland SPD 2014 seek to protect and conserve historic environment, protect open spaces where they are an important part of the character of a settlement and ensure that any existing views, vistas and focal points are incorporated within developments. Policy LP16 of the Fenland Local Plan 2014 and DM3 of Delivering and Protecting High Quality Environments in Fenland SPD 2014 also seek to ensure developments have a positive contribution to the local distinctiveness and character of the area and do not adversely impact on the streetscene or landscape character.
- 10.4. The applicant has submitted a Heritage Statement to accompany the proposed development.
- 10.5. The Doddington Conservation Area Appraisal advises that prior to the great expansion of the village housing stock between 1770 and 1910 the presence of enclosed pastureland within the village was an intrinsic characteristic of

Doddington. Only 2 important surviving areas of undeveloped enclosed historic pastureland survive in the village today; these surviving spaces linked with 2 Ingles Lane and 2 Church Lane should be protected in their current form as they contribute significantly to the settings of the associated listed buildings and the historic integrity, character and appearance of the wider conservation area.

- 10.6. There are views across this land from both High Street and Ingles Lane towards the Grade II Listed Building of 2 Ingles Lane, which has been constructed to face onto the pastureland rather than Ingles Lane itself, to benefit from views afforded from and of the property across the pasture land, it is noted that there is boundary hedging surrounding this land which results in interrupted views but nevertheless there remains the appreciation of the listed building and the space afforded around it and contributes to the character and appearance of the conservation area.
- 10.7. Whilst it is acknowledged that the proposed 3 no. single storey dwellings would not be positioned directly in front of the listed building their location would detract from views of 2 Ingles Lane looking over the pastureland from High Street as they would clearly be seen.
- 10.8. The Conservation Officer has commented on the submitted application, acknowledging that the series of amendments and iterations to the proposed development including revisions to materials and boundary treatments, have improved the initially proposed development. However, the Conservation officer has maintained a recommendation for the refusal of the application as to the principle of development within the curtilage of this listed building, owing to the harm to its setting on what is a prominent and open site.
- 10.9. The Conservation Officer has concluded within their comments that ‘the amendments to the scheme have in some ways improved things in relation to material finish and boundary treatments. However, as stated from the outset, there remains an in-principle objection to such a development within the curtilage of a listed building and the impact on the setting of the listed building within its curtilage. The works clearly amount to less than substantial harm to the setting of the listed building (medium on the spectrum). As outlined in paragraphs 199 - 201 of the NPPF, any harm to the significance of a heritage asset, whether substantial or less than substantial are strong grounds for refusal of the application unless the public benefit outweighs the harm. In this instance, there has been no evidence submitted that the proposals will lead to a public benefit that outweighs the less than substantial harm identified. The provision of three one-bedroom dwellings bring some limited benefit in terms of housing delivery, but is not considered sufficient to outweigh the harm of the proposed development.
- 10.10. Additionally, it is noted, the site has several substantial trees, which are be protected by virtue of their location within the conservation area or via TPO 4/1968 which covers the boundary of the site, these trees are important to the character and amenity of the area and no information has been provided in respect of how they may be protected during construction.
- 10.11. It is therefore considered that the proposed development would have an adverse impact on the Conservation area and the setting of a Grade II Listed building. The proposals would result in less than substantial level of harm. However this harm would not be outweighed by the public benefit of the provision of 3 additional houses. Overall, it is therefore considered that the proposed development would be contrary to Policies LP16 and LP18 of the Fenland Local Plan 2014, DM2 and DM3 of Delivering and Protecting High Quality Environments in Fenland SPD

2014, Sections 66 and 72 Planning (Listed Buildings and Conservation Areas) Act 1990 and Section 16 of the NPPF.

Residential Amenity

- 10.12. Policy LP2 of the Fenland Local Plan 2014 requires development proposals to promote high levels of residential amenity, and Policy LP16 requires development proposals to demonstrate that they do not adversely impact on the amenity of neighbouring users whilst providing sufficient amenity space for the proposal.
- 10.13. The proposed dwellings would be located approximately 24m from the nearest neighbouring dwelling. Due to the location of the proposed development, scale and intervening boundary treatments it is considered there would be no adverse impacts on neighbouring dwellings in terms of overlooking, overshadowing or loss of privacy.
- 10.14. The proposed dwellings are considered to provide an acceptable amount of amenity space for occupiers providing amenity space that is at least a third of each plot.

Parking and Highways

- 10.15. Policy LP15 of the Fenland Local Plan 2014 states that development schemes should provide well designed, safe and convenient access for all and well-designed car parking appropriate to the amount of development proposed, ensuring that all new development meets the councils defined parking standards as set out in Appendix A. Appendix A states that dwellings with up to 3-bedrooms should have a minimum of 2 appropriately sized parking spaces.
- 10.16. The proposal includes an area of hardstanding that would incorporate a total of 6 no. parking spaces, 2 no. parking spaces to serve each of the plots, therefore providing adequate parking spaces for the development in line with the requirements of the Fenland Local Plan 2014.
- 10.17. The proposal would utilise an existing access track to the application site off Ingles Lane with the introduction of a new gravel driveway, sealed entrance and gravel path to the north of the existing frontage of 2 Ingles Lane. The proposed gravel driveway would lead to the parking area for the 3 no. proposed dwellings at the southwest corner of the application site.

Flood Risk and Drainage

- 10.18. The application site lies within Flood Zone 1 and issues of surface water will be considered under Building Regulations; accordingly there are no issues to address in respect of Policy LP14 of the Fenland Local Plan 2014.

11 CONCLUSIONS

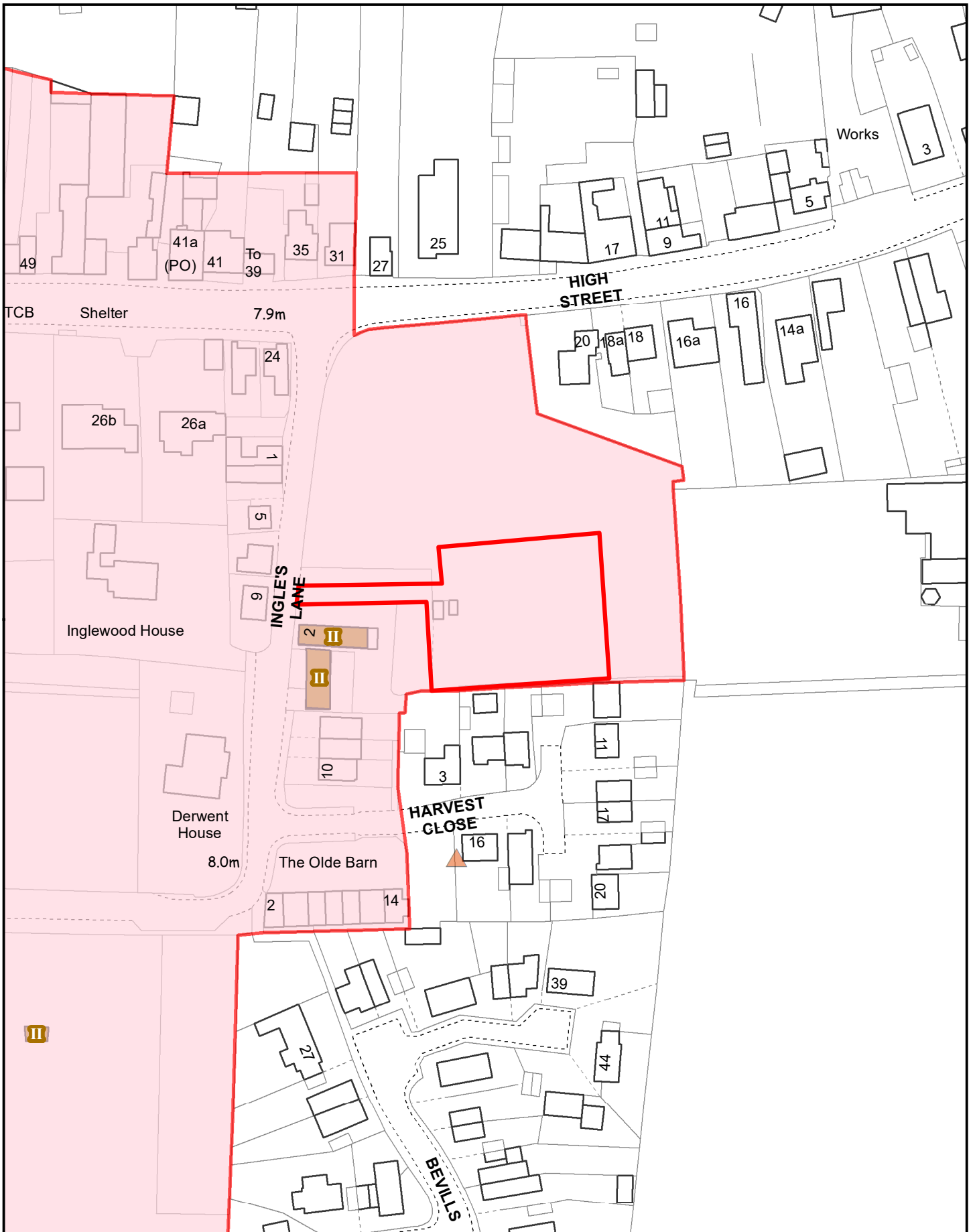
- 11.1. The proposed development by virtue of its sitting would intrude on the open pastureland and appear unduly prominent in its setting, thereby being significantly detrimental to the setting of the listed building and character and appearance of the conservation area. The proposals would result in less than substantial level of harm. However this harm would not be outweighed by the public benefit of the provision of 3 additional houses. Overall, it is considered that the proposed development would be contrary to Policies LP16 and LP18 of the Fenland Local Plan 2014, DM2 and DM3 of Delivering and Protecting High Quality Environments

in Fenland SPD 2014, Sections 66 and 72 Planning (Listed Buildings and Conservation Areas) Act 1990 and Section 16 of the NPPF.

12 RECOMMENDATION

Refuse for the following reasons:

1.	<p>Policies LP18 of the Fenland Local Plan 2014 and DM2 and DM3 of Delivering and Protecting High Quality Environments in Fenland SPD 2014 seek to protect and conserve the historic environment, protect open spaces where they are an important part of the character of a settlement and ensure that any existing views, vistas and focal points are incorporated within developments. Policy LP16 and DM3 also seek to ensure developments have a positive contribution to the local distinctiveness and character of the area and do not adversely impact on the streetscene or landscape character.</p> <p>The historic pastureland on which the proposal is situated is considered to be an important feature, contributing significantly to the setting of the associated listed building (2 Ingles Lane) and the historic integrity, character and appearance of the wider conservation area. The proposed development by virtue of its siting would intrude into the open pasture land and would appear unduly prominent in its setting, thereby being significantly detrimental to the setting of the listed building and character and appearance of the conservation area. The proposals would result in less than substantial level of harm, however this harm would not be outweighed by the public benefit of the provision of 3 additional houses. Overall, it is therefore considered that the proposed development would be contrary to Policies LP16 and LP18 of the Fenland Local Plan 2014, DM2 and DM3 of Delivering and Protecting High Quality Environments in Fenland SPD 2014, Sections 66 and 72 Planning (Listed Buildings and Conservation Areas) Act 1990 and Section 16 of the NPPF.</p>
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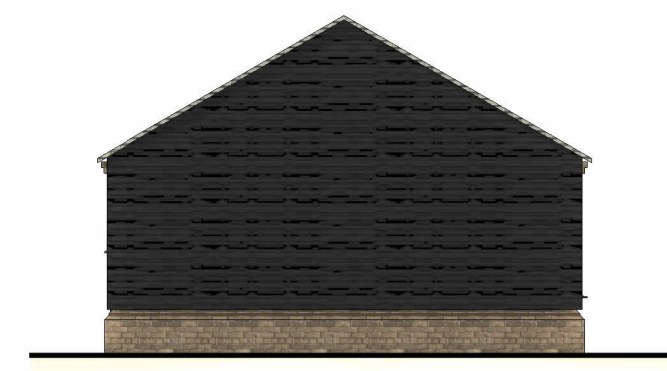
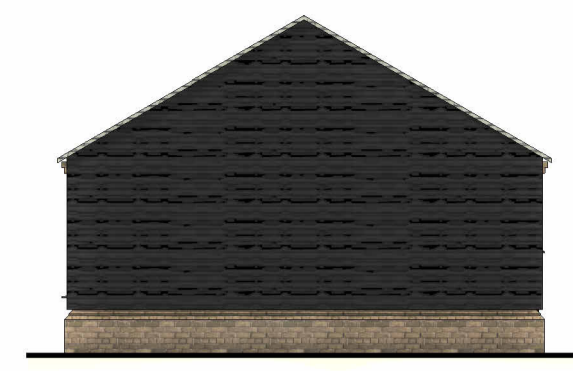
Created on: 10/09/2021

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Scale = 1:1,250



Notes
 Any discrepancies to be brought to attention of Author as soon as possible.
 All dimensions shown in "mm" unless otherwise shown.
 Unless stated otherwise, this drawing has been assessed for risks and nothing is deemed to be outside of normal good safe working practice that would be covered by a contractors Construction Phase Health and Safety Plan.
 Do not scale from this drawing.

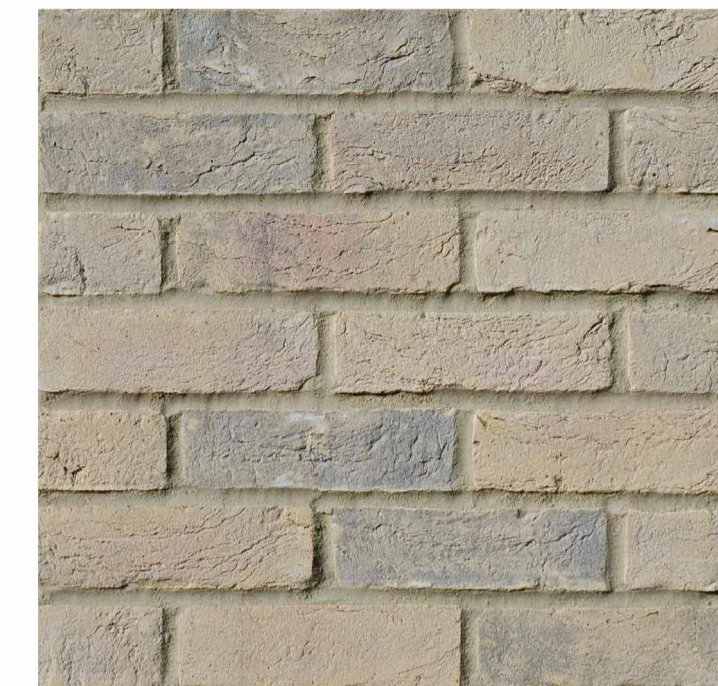
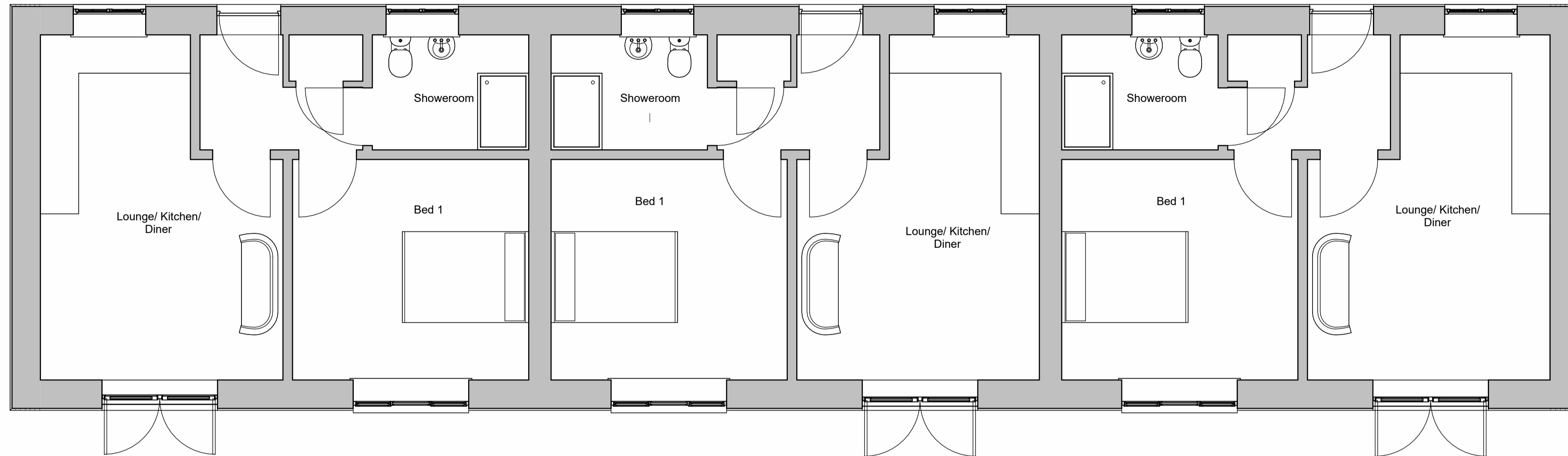


Bungalow Front
1 : 100

Bungalow Rear
1 : 100

Bungalow Side (east)
1 : 100

Bungalow Side (west)
1 : 100



Cambridge Light Weathered Brick
Mortar - Sand, Cement, Lime (6:1:1)



Natural Slate



Horizontal Timber Weatherboarding



Flush Casement Window

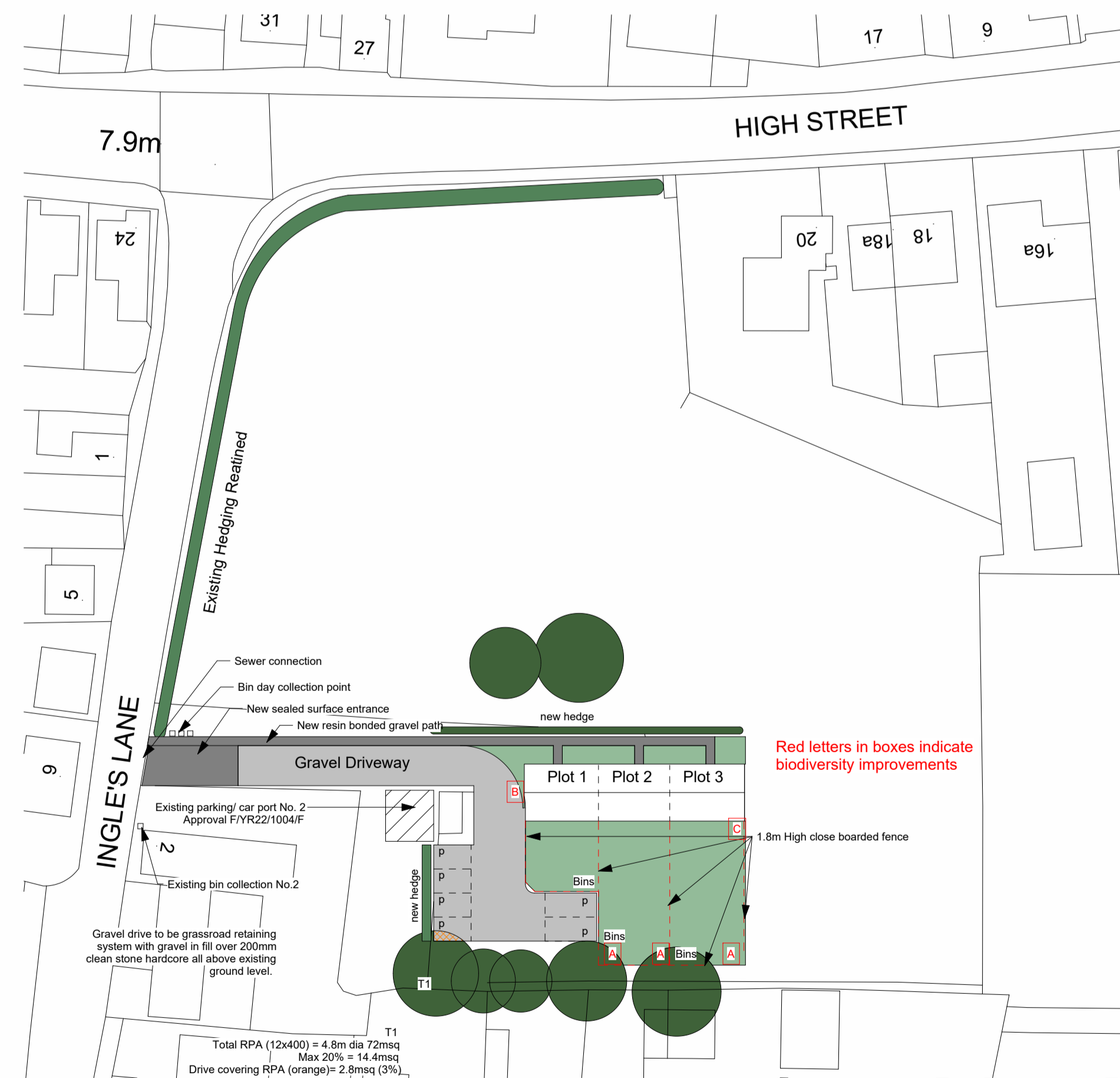


Grey Vertical Boarding

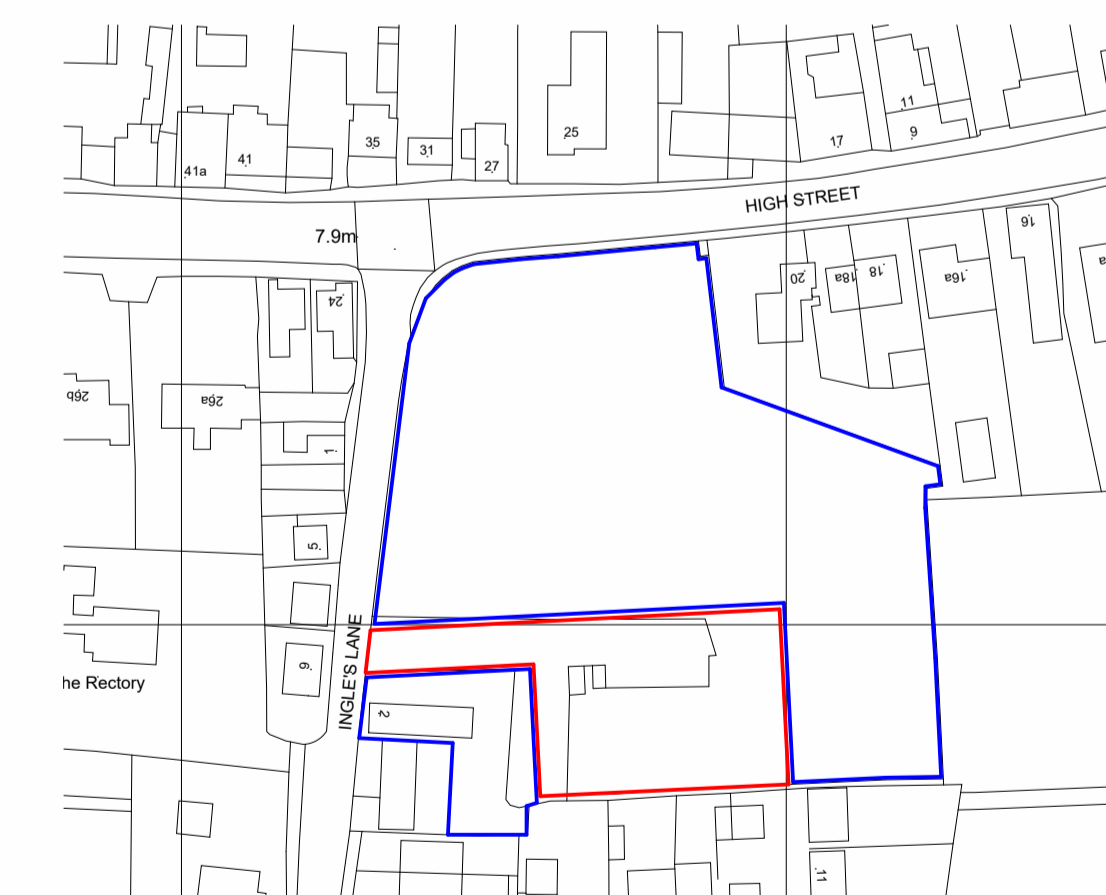
Floor Plan
1 : 50



Existing Site Plan
1 : 500



Proposed Site Plan
1 : 500



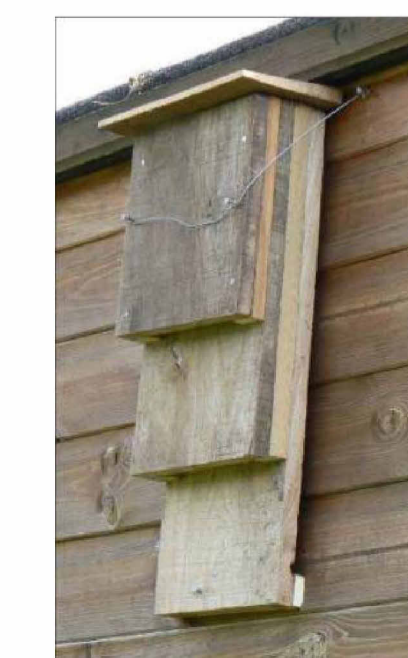
Location Plan
1 : 1250



A - Hedgehog Hole in Fence



B - Sparrow Terrace



C - Bat Box

C	Notes Amended	02-02-23
B	Layout amended	23-01-23
A	Layout redesigned and Biodiversity Amended	01-12-22

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Proposed Development Land East of 2 Ingles Lane, Duddington for Ashwell Developments

Planning Drawing

date created	scale	drawing no.	rev.
Issue Date	As Indicated @ A1	177 - P03	C