
F/YR25/0223/F

**Applicant: Mr David Wyatt
Construct Reason Ltd**

**Agent: Mr Lee Bevens
L Bevens Associates Ltd**

Land South Of 28 - 29, Juniper Close, Doddington, Cambridgeshire

Erect 9 x dwellings with associated estate road, garages, parking and landscaping, involving the demolition of existing garage/store, and change of use of land for domestic purposes for 9 Sutton Way

Officer recommendation: Refuse

Reason for Committee: Number of representations contrary to Officer Recommendation

1 EXECUTIVE SUMMARY

- 1.1. This application is a full application for 9 dwellings.
- 1.2. The application site is located within the village of Doddington, which is designated as Growth Village under Policy LP3 of the Fenland Local Plan. In these settlements, development and new service provision either within the existing urban area or as small village extensions will be appropriate albeit of a considerably more limited scale than that appropriate to the Market Towns.
- 1.3. The application site is situated to the north of the rear of the High Street and would be adjacent to the existing settlement. As such, the scheme is considered to be accord with Policy LP3 as a location for residential development. The area immediately surrounding the site to the north and east is typified by a mix of single and two storey twentieth and twenty-first century dwellings. To the south of the site is Doddington Conservation Area and the rear gardens of the dwellings along the High Street. To the west is a Grade II listed windmill, along with open fields to the west and northwest, which lead out into arable fields and open countryside.
- 1.4. The proposed development would substantially change the character of the meadow that provides the Grade II listed windmill to the west of the site with its historic agrarian setting. The level of harm which would be caused to the significance of the setting is considered to be less than substantial (medium on the spectrum) as outlined in Paragraph 212 of the National Planning Policy Framework as a result of the loss of setting and erosion of the 'spatial buffer'. It would also result in less than substantial harm upon the character and appearance of Doddington Conservation Area.
- 1.5. The public benefits of the development amount to 9 private market dwellings and a small area of open space that has dual use as an attenuation pond and trim trail from where views of the Grade II listed windmill would be visible. It is acknowledged that these are benefits, but not so significant as to outweigh the harm to both the setting of the listed building and Doddington Conservation Area.

1.6. Consequently, the recommendation is to refuse this application.

2 SITE DESCRIPTION

- 2.1. The application site is located close to the centre of the village of Doddington, to the north of the High Street, which is approximately 4 miles to the southwest of the market town of March. The site can be accessed from the north from Juniper Close. The site measures approximately 1.07 hectares.
- 2.2. The site is an undeveloped greenfield site, covered in scrub and a number of trees at varying levels of maturity. To the north is Juniper Close, a recently constructed residential development of bungalows, to the east is The Larches, a modern development of two storey dwellings, to the south is the existing dwellings along the High Street and to the west is open countryside, Mill House and the Grade II listed Doddington Windmill.
- 2.3. In addition to the Grade II listed windmill that is located to the west of the application site, Doddington Conservation Area lies to the immediate south of the proposed development site.
- 2.4. There are a number of mature trees on site. However, none of these trees are covered by Tree Protection Orders (TPOs) or are protected by virtue of being located within Doddington Conservation Area.
- 2.5. The site is located in Flood Zone 1.

3 PROPOSAL

- 3.1. The application proposes the development of 9 bungalows at land south of Juniper Close.
- 3.2. It is proposed to construct 7 three-bedroom bungalows and 2 two-bedroom bungalows, all with associated garages and car parking.
- 3.3. The site will be accessed from the north via Juniper Close, which will provide both vehicular and pedestrian access to the site by linking with the existing carriageway and footpath to the north. An additional pedestrian link will be provided to the east to connect with Sutton Way.
- 3.4. In addition to the above a small area to the northeast of the site is proposed to be changed from agricultural use to residential land to increase the existing rear garden for no. 9 Sutton Way.
- 3.5. Full plans and associated documents for this application can be found at:
<https://www.publicaccess.fenland.gov.uk/publicaccess/>

4 SITE PLANNING HISTORY

- 4.1. The site has a long planning history, the most pertinent applications relevant to this proposal being as follows:

F/90/0015/O	Residential Development 0.67 ha. (1.7 acres) comprising of 17 dwellings, ancillary and additional car parking with associated highway improvements.	Refused	12.09.1990
F/YR17/0406/F	Erection of 28 x single-storey dwellings with associated garages and parking, comprising of: 11 x 2-bed and 17 x 3-bed, and landscaping and surface water drainage reservoir. (Note: This application concerns the site to the immediate north of the application site.)	Granted	26.10.2018
F/YR21/0065/F	Erect 16 x dwellings (5 x single-storey, 2- bed and 11 x single-storey, 3-bed) with associated garages, parking and landscaping.	Withdrawn	10.05.2021
F/YR21/1386/F	Erect 16 x dwellings (4 x single-storey, 2- bed and 12 x single-storey, 3-bed) with associated garages, parking and landscaping.	Refused	08.11.2022
F/YR23/0500/F	Erect 14 x dwellings (2 x single-storey, 2- bed and 12 x single-storey, 3-bed) with associated garages, parking and landscaping, involving demolition of existing outbuildings.	Refused	26.07.2024

5 CONSULTATIONS

5.1. Doddington Parish Council

Object to this application for the following reasons:

- The risk of surface water flooding on the site.
- Increased parking on Sutton Way.
- The housing is not required; Fenland has a 5 year Housing Land Supply and Doddington has already exceeded its village housing threshold.
- Development will result in the loss of an open meadow from the centre of the village.
- Impact upon the Conservation Area and setting of the Grade II listed windmill.

5.2. CCC Highways

No objection.

5.3. FDC Ecology

No objection, subject to proposed conditions covering the need for a Construction Ecological Management Plan (CEMP: Biodiversity) to be submitted, a Lighting

Design Strategy for Biodiversity and a Habitat Management and Monitoring Plan (HMMP).

5.4. Anglian Water

No objection.

5.5. FDC Conservation

12th May 2025: Objection for the following reasons:

“Whilst the applicant has sought to make amendments to the layout of the proposal by moving the proposed dwellings further away from the mill, these are considered to be token, with the proposals still substantially changing the character of the meadow that provides the GII listed mill its essential historic agrarian setting. There is a clear disagreement with the findings of the heritage statement in relation to the level of harm identified, which is considered by the LPA conservation officer to be less than substantial (medium on the spectrum).”

In conclusion, given the level of detrimental impact on the setting of the grade II listed mill and the character and appearance of the conservation area, this development remains unsupported in principle. Furthermore, given the very close proximity of the proposal to the identified designated heritage assets and the design of the development, it is not considered that the development would make a positive contribution to local character and distinctiveness in accordance with paragraph 203 of the NPPF.

The development would amount to less than substantial harm (medium on the spectrum) as outlined in paragraph 212 of the NPPF, as a result of the loss of setting and erosion of the ‘spatial buffer’. It therefore results in considerable and cumulative less than substantial harm on the significance of the mill and the character and appearance of the conservation area.

Furthermore, paragraph 212 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation and thus any harm, irrespective of whether the harm amounts to substantial harm or less than substantial harm to its significance should result in a strong presumption to refuse.

Finally, paragraph 213 of the NPPF states that any harm to the significance of a designated heritage asset should require clear and convincing justification. From the submitted information, no convincing justification is considered to have been offered in this case and so no assessment of public benefit outweighing that harm can be made. Local Plan Policies LP16(a) and (d) and LP18 of the local plan are also relevant.”

2nd July 2025: Response to applicant’s heritage rebuttal:

Objection maintained. A number of corrections were confirmed, before the following advice was offered:

Whilst attempts have been made to overcome the objections to the proposals, as outlined by myself and previous Conservation Officers assessing the proposal in respect of this site, there remains an in-principle objection to the proposal.

The development would amount to less than substantial harm (medium on the spectrum) as outlined in paragraph 212 of the NPPF, as a result of the loss of setting and erosion of the 'spatial buffer'. It therefore results in considerable and cumulative less than substantial harm on the significance of the mill and its setting.

Furthermore, paragraph 212 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation and thus any harm, irrespective of whether the harm amounts to substantial harm or less than substantial harm to its significance should result in a strong presumption to refuse.

Finally, paragraph 213 of the NPPF states that any harm to the significance of a designated heritage asset should require clear and convincing justification. From the submitted report, justifications have indeed been put forward, however, there remains a divergence of professional opinion on this matter.

5.6. FDC Environmental Health

No objection subject to a number of proposed conditions including the requirements for a Construction Environmental Management Plan (CEMP), a condition covering unsuspected land contamination, details of piling and a working hours condition.

5.7. CCC Archaeology

No objection to development from proceeding in this location provided that the permission is subject to a programme of archaeological investigation secured through the inclusion of a negative condition.

5.8. Local Residents/Interested Parties

A total of 25 objections have been received from a total of 17 addresses in Doddington, with some from addresses in Wimblington and Manea. The objections concern the following:

- Lack of existing and proposed infrastructure
- No proposed affordable housing
- Overdevelopment of the site/poor layout
- Disruption during construction period
- Flood risk
- Noise disturbance
- Overlooking, loss of privacy and light to existing properties
- Highway safety
- Impact on ecology and biodiversity
- Impact on Grade II listed building
- No community benefit (lack of s106 agreement)

5.9. A total of 11 letters of support from 8 different addresses in Doddington, along with responses from Wimblington and March, have been received which refer to the following:

- Improvement to an overgrown field
- New housing will visually improve the area
- Well-designed layout
- Will help to tidy up the area

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

7 POLICY FRAMEWORK

National Planning Policy Framework (NPPF) 2024

Chapter 2 - Achieving sustainable development
Chapter 4 – Decision-making
Chapter 5 – Delivering a sufficient supply of homes
Chapter 8 – Promoting healthy and safe communities
Chapter 9 – Promoting sustainable transport
Chapter 11 – Making effective use of land
Chapter 12 – Achieving well-designed places
Chapter 14 – Meeting the challenge of climate change, flooding and coastal change
Chapter 15 – Conserving and enhancing the natural environment
Chapter 16 - Conserving and enhancing the historic environment

National Planning Practice Guidance (NPPG)

Determining a Planning Application

National Design Guide 2021

Context
Identity
Built Form
Movement
Nature
Homes and Buildings

Fenland Local Plan 2014

LP1 – A Presumption in Favour of Sustainable Development
LP2 – Facilitating Health and Wellbeing of Fenland Residents
LP3 – Spatial Strategy, the Settlement Hierarchy and the Countryside
LP4 – Housing
LP5 – Meeting Housing Need
LP12 – Rural Areas Development Policy
LP13 – Supporting and Managing the Impact of a Growing District
LP14 – Responding to Climate Change and Managing the Risk of Flooding in Fenland
LP16 – Delivering and Protecting High Quality Environments across the District
LP17 – Community Safety
LP18 – The Historic Environment
LP19 – The Natural Environment

Delivering and Protecting High Quality Environments in Fenland SPD 2014
DM3 – Making a Positive Contribution to Local Distinctiveness and character of the Area

Developer Contributions SPD 2015

Cambridgeshire Flood and Water SPD 2016

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 49 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
- LP11: Community Safety
- LP12: Meeting Housing Needs
- LP18: Development in the Countryside
- LP20: Accessibility and Transport
- LP22: Parking Provision
- LP23: Historic Environment
- LP24: Natural Environment
- LP25: Biodiversity Net Gain
- LP27: Trees and Planting
- LP28: Landscape
- LP30: Local Green Spaces and Other Existing Open Spaces
- LP32: Flood and Water Management
- LP48: Residential site allocations in Doddington

8 KEY ISSUES

- **Principle of Development**
- **Heritage Impact**
- **Design, Character and Appearance**
- **Highway Safety**
- **Residential Amenity**
- **Flood Risk and Drainage**
- **Landscape and Open Space**
- **Ecology**
- **Arboriculture**
- **Contamination**
- **Biodiversity Net Gain (BNG)**

9 BACKGROUND

- 9.1. Planning permission was granted for 28 dwellings to the immediate north of the application site, now known as Juniper Close, on 26th October 2018 under reference F/YR17/0406/F. This development has now been constructed and as stated in the applicants' Design and Access Statement this application seeks to extend that permission as a 'second phase' of development. The submitted application proposes access to the site from Juniper Close.
- 9.2. A planning application was submitted in 2021 for this site which proposed a total of 16 dwellings under reference F/YR21/0065/F. The application was withdrawn.
- 9.3. Application F/YR21/1386/F was submitted subsequently for a very similar proposal of 16 dwellings and this was refused on the 8th of November 2022.
- 9.4. On the 26th of July 2024 application F/YR23/0500/F planning permission was refused at Planning Committee for a total of 14 dwellings on this site. The reason for the application being refused was that the loss of the open character of the site, and its proximity to the adjacent Grade II listed mill and Doddington Conservation Area, would fail to preserve the significance of the settings of the heritage assets. The reason given was as follows:

The proposed development by reason of the loss of the open character of the site and its proximity to the adjacent Grade II Listed mill and the conservation area, fails to preserve the significance of the settings of these heritage assets. The proposal causes less than substantial harm to the setting of the heritage assets and there are insufficient public benefits to the scheme which would outweigh the harm caused. As such the proposal is contrary to policies LP16 (a) and LP18 of the Fenland Local Plan which require the preservation of heritage assets and their settings; and Section 16 of the NPPF.

- 9.5. In the previous application the proposal was considered to cause less than substantial harm to the setting of the heritage assets and there were insufficient public benefits to the scheme to outweigh the harm caused, contrary to policies LP16(a) and LP18 of the Fenland Local Plan.

10 ASSESSMENT

Principle of Development

- 10.1. Doddington is identified as a Growth Village as set out in the spatial strategy and settlement hierarchy within Policy LP3 of the Fenland District Local Plan. For these settlements development and new service provision within the existing urban area or as small village extensions will be appropriate, albeit of a considerably more limited scale than that at the Market Towns.
- 10.2. The application site is not within the existing urban area as such, although to the immediate north, east and south of the site would be adjacent to existing residential development. It is only the west boundary of the site that gives way to sporadic development and then open countryside to the northwest of the site. Notwithstanding the existing residential development in three directions, the site is still considered to be located in open countryside. Paragraph 187(b) of the National Planning Policy Framework (NPPF) refers to the need for 'planning decisions to

contribute to the natural and local environment by recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services...'

- 10.3. Whilst the site is considered to be open countryside its setting, surrounded by development in three directions, means that the principle of developing this site for housing would comply with Policy LP3 of the Local Plan as it adjoins the existing urban area to the north, east and south.
- 10.4. The proposal to change the use of a small area of land in the northeast corner of the site to residential land to form an extended rear garden for no. 9 Sutton Way is small scale when assessed against the proposed development as a whole and therefore is considered to be acceptable in principle.
- 10.5. The application site is included as one of the proposed residential allocations in the emerging Local Plan. At present, as previously detailed in the policy section of this report, the emerging Local Plan can be given little weight. Additionally, the consideration given to including this site for residential purposes during the Local Plan process would not be as in depth as the considerations undertaken as part of the assessment of this planning application.
- 10.6. The two previously refused planning applications for this site did not state that development of this site for housing was unacceptable in principle. Whilst the NPPF has been updated since, there are no other significant planning policy changes since these previous applications which would indicate that development of this site for housing is unacceptable in principle.
- 10.7. The proposal is for nine private market dwellings, all of which will be bungalows and seven will be three bed and two will be two beds. There are no specific requirements for bungalows in the Local Plan and anecdotal information suggests that Fenland has a relatively large supply of bungalows. Due to the scale of the proposal no affordable housing is proposed. However, for market housing the most up-to-date Strategic Housing Market Appraisal identifies the greatest need for 3 bed dwellings, followed equally by 2 and 4 bed dwellings. This proposal is for primarily 3 bed, with some 2 bed dwellings, thereby proposing dwelling sizes for which there is greater need for within the district.
- 10.8. Fenland District Council can currently demonstrate in excess of a 5 Year Housing Land Supply and therefore whilst the principle of developing this site for is considered to be acceptable, the tilted balance of Paragraph 11(d) of the National Planning Policy Framework is not engaged.

Heritage Impact

- 10.9. To the west of the site is the Grade II listed Doddington Mill and to the south of the site is the Doddington Conservation Area. Consideration therefore needs to be given to the impact of the proposal on the architectural and historic interests of the 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 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 10.10. In respect to the impact upon Doddington Conservation Area consideration must be given to the impact of this proposal on its character and appearance, 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 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

- 10.11. Paragraph 208 of the NPPF states that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
- 10.12. Paragraph 215 then states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.
- 10.13. Policy LP18 sets out that the Council will protect, conserve and seek opportunities to enhance the historic environment throughout Fenland. This will be achieved by consideration of planning applications amongst other things. The policy states that all proposals that would affect any designated or undesignated heritage asset will be required to:
- Describe and assess the significance of the asset and/or its setting to determine its architectural, historic or archaeological interest; and
 - Identify the impact of proposed works on the special character of the asset; and
 - Provide clear justification for the works, especially if these would harm the asset or its setting, so that the harm can be weighed against public benefits.
- 10.14. The two heritage assets that will be impacted by the proposal are Doddington Windmill and Doddington Conservation Area. Doddington Windmill is a Grade II listed building located to the immediate west of the site. The application site is not within Doddington Conservation Area. However, the southern site boundary borders it. Due to the constraints of the site the layout includes a central spine road running north-south around which the dwellings are located. There is a proposed surface water attenuation basin and open space in the northwest of the site, which would be in close proximity to the listed windmill.
- 10.15. The submitted Heritage Statement concludes that the proposed development will have no physical impact on either designated heritage asset as the development will be located wholly outside of the Conservation Area and there are no works proposed to the mill structure itself, or any structure within its curtilage. The statutory test at Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 therefore does not apply. The duty at Section 66 regarding development that affects a listed building or its setting is however engaged.
- 10.16. The statement adds that the proposed development has to be assessed against the current situation which has significantly changed as a result of the ongoing expansion of the village, including the recent development of Juniper Close (Paragraph 6.3). The effect of this development has been to isolate the site from the wider landscape setting to the north such that it no longer connects either the mill or the Conservation Area to the wider agricultural Fenland setting. Paragraph 6.5 then concludes that the proposed development has therefore been found to result in only a low level of substantial harm.

- 10.17. Fenland District Council's Conservation Officer has assessed the impact of the proposal on both the setting of the listed windmill and Doddington Conservation Area, with specific reference to the submitted Heritage Statement. Doddington Conservation Area itself focuses on the High Street, Benwick Road and curtilages associated with properties on these streets. It is advised that when considering the application for the site to the north (the 2017 development) it was understood that the site, which is the focus of this proposal, would act as a buffer between the 2017 development and Doddington Conservation Area.
- 10.18. The 2017 development relates predominately to the existing mid-late 20th Wood Street residential area to the north of this site. However, the current proposed development, which would be hard up against the Conservation Area boundary, would wholly erode the buffer effect of the meadow and close off the remaining views into or out of the Conservation Area to the open countryside beyond, which is so much part of its setting and agricultural past, and which contributes to the character and appearance of the Conservation Area.
- 10.19. In respect of the impact upon the setting of the listed building the Conservation Officer's assessment states that the windmill sits on the settlement edge to the north side of High Street and it maintains an important isolated position in views looking towards the windmill from surrounding fields despite recent residential development nearby. The assessment adds:
- The tower mill is best appreciated from its immediate setting in close range where it can be appreciated in full view sitting in the immediate context of a couple of modern agricultural buildings and when viewing the mill close up you do not immediately take in views of the countryside beyond as these are blocked by a 6ft vertically boarded fence and trees forming the boundary on the windmills north side immediately adjacent to the windmill. However, it is clearly evident that the mill sits at the edge of the settlement and that open countryside lies beyond. This open setting contributes to the significance of the mill, in that it reflects the historic character of the area, the agricultural surroundings and the practical necessity for open land around the mill for wind.*
- 10.20. The assessment adds that Historic England guidance on setting states that where the significance of a heritage asset has been compromised in the past by unsympathetic development affecting its setting, such as is the case with Juniper Close, that in order to accord with NPPF policies consideration still needs to be given to whether additional change will further detract from the significance of the asset. Negative change could include severing the last link between an asset and its original setting, as would be the case here.
- 10.21. It is advised that the development would amount to less than substantial harm (medium) in accordance with Paragraph 215 of the NPPF, but this loss of setting and 'buffer' is a considerable and cumulative impact on the significance of the mill and the character and appearance of the conservation area. Paragraph 213 of the NPPF states that any harm to the significance of a designated heritage asset should require clear and convincing justification. There is considered to be no clear and convincing justification as to how the public benefits of this scheme outweigh the harm.
- 10.22. It is considered that the proposal substantially changes the character of the meadow that provides the Grade II listed mill its essential historic agrarian setting. It is considered there will be less than substantial harm (medium on the spectrum)

to the heritage assets, whereas the applicant's Heritage Statement states that it will be, at most, only a low level of substantial harm.

- 10.23. The applicant has provided a Heritage Statement Update, which has sought to clarify a number of points raised by the Conservation Officer. The Conservation Officer has been consulted on this update and confirms that the advice given continues to be correct, namely that there is an in-principle objection to the proposal on heritage grounds. The development would amount to less than substantial harm (medium on the spectrum) as outlined in Paragraph 212 of the NPPF, as a result of the loss of setting and erosion of the 'spatial buffer'. In addition, Paragraph 213 of the NPPF states that any harm to the significance of a designated heritage asset should require clear and convincing justification. From the submitted report, justifications have indeed been put forward. However, the justification provided, as the public benefits of the scheme, does not outweigh the harm to the significance of the heritage asset (Paragraph 212 of the NPPF).
- 10.24. Paragraph 215 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. The following sections of this report will assess whether the proposal will provide public benefits which would outweigh the less than substantial harm to the designated heritage assets.

Design, Character and Appearance

- 10.25. The proposed layout for the nine dwellings is based on a single access road from the existing residential development to the north, Juniper Close. The proposed road runs in a north-south direction, culminating at the southern end of the site with a turning head. The northwest corner of the site will feature an attenuation basin and open space surrounding it. Four dwellings will be located on the western side of the proposed road, with five on the eastern side along with a proposal pond, which will be located to the west of no. 8 The Larches.
- 10.26. The nine dwellings proposed are all bungalows and are a variety of four designs. The bungalows are 'true' bungalows, consisting of single storey dwellings with no accommodation proposed within the roofs of the dwellings. As such, with the exception of the chimneys, the overall height of the proposed dwellings is set relatively low, with the Waveney house type for example, having a ridge height of 5.6 metres and total height when adding the chimney of 6.9 metres.
- 10.27. The development is therefore considered to be relatively low-rise and, given its position behind existing development along the High Street, The Larches and Juniper Close, it will be relatively screened from view from the surrounding area, although it will be visible in views from the northwest back towards the site including from the Public Right of Way to the west, from where the listed mill is visible and the proposed development will form its setting. However, the proposed layout has a large area in the northwest of the site that is for the attenuation pond and open space only. The nearest dwelling to the listed mill, which is Plot 1, will be 31 metres from the mill and this will largely be screened by existing vegetation along the western boundary of the site.
- 10.28. The layout is based around the road through the development, which will have a 5.5-metre-wide carriageway and 1.8-metre-wide footpath either side. This footpath will also link to Sutton Way. The proposed dwellings all front onto the access road and feature parking and landscaping at the front or side of the dwelling, ensuring

that all plots positively address the access road. As such, the design, character and appearance of the proposal, including the proposed dwellings, is considered to accord with Policy LP16 of the Fenland District Local Plan.

Highway Safety

- 10.29. The proposed development would be accessed from Juniper Close which itself is accessed from Wood Street. There will also be a pedestrian access from Sutton Way. Paragraph 116 of the NPPF states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 10.30. Policy LP15 (c) of the Local Plan requires that all development proposals provide safe, well designed and convenient access for all including promotion of non-car modes of transport.
- 10.31. The proposal is for 7 x 3 bed bungalows and 2 x 2 bed bungalows. Appendix A of the Local Plan requires at least 2 no. parking spaces per dwelling, which may include a garage. The proposal provides for either a double or single garage per dwelling and a driveway with two parking spaces for each 3 bed and one space for each 2 bed. The proposed garage sizes are 7.3 metres by 3.4 metres for a single garage and 6.5 metres by 6.5 metres for a double garage. Whilst the double garages cannot be counted towards the parking spaces only the 3 bed dwellings have double garages; all proposed 3 bed dwellings have two parking spaces clear of the highway in addition to the double garages and therefore the proposal accords with Policy LP15 of the Local Plan in respect of parking.
- 10.32. Objections to the proposal have been received from residents based on the access to the site from Juniper Close. However, Cambridgeshire County Council Highways have been consulted on the proposal and have raised no objections to the access to the proposed development, nor the development itself. Given the lack of objection from the Local Highway Authority there are insufficient grounds to recommend refusal for these reasons. It is therefore considered that the proposal will meet the requirements of the NPPF and Policy LP15 of the Local Plan.

Residential Amenity

- 10.33. The proposed development comprises all bungalows, with residential development primarily located in the south of the site, although two dwellings are located on the east of the site bordering no. 7 Sutton Way. Plot 7 will be located near the boundary of no. 9 The Larches, with the gable end of Plot 7 being located 9.7 metres from the boundary with no. 9 The Larches. A proposed double garage will be located, at its closest, 1 metre from the boundary with no. 9 The Larches. Objections have been received from neighbouring residents that the proposed dwellings, Plots 7, 8 and 9 specifically, will have a detrimental impact upon the amenity of the residents of these dwellings by virtue of loss of privacy, loss of daylight, overbearing impact and general disturbance due to proximity.
- 10.34. It is considered that due to the single storey nature of the proposed dwellings, the various separation distances from rear and side elevations to the existing dwellings on the eastern boundary to provide rear gardens for the proposed dwellings, and the inclusion of a pond between Plots 7 and 8 and an area of planting to the east of Plot 7, that the development will not result in a detrimental impact upon the amenity of existing residents by virtue of loss of privacy, loss of daylight,

overbearing impact and general disturbance. The existing dwellings to the south are located a significant distance from the proposed dwellings, at an average of 30 metres when combining the existing rear gardens with the proposed rear gardens, ensuring that there will be no detrimental impact upon the amenity of existing residents to the south of the development.

- 10.35. Nos. 8 and 9 The Larches are two storey dwellings which both have primary elevations facing the application site, situated only approximately 2 metres from the boundary which contains existing 1.8m high fencing belonging to the occupiers of nos. 8 and 9. Both properties contain several habitable room windows in the elevation facing the site with no. 9 also benefitting from a conservatory along its southern elevation. It is to be noted that the application site is set at a slightly lower level than the neighbouring properties with the height of the existing fencing allowing for sufficient daylight and sunlight to enter the principal windows at ground floor level to both neighbouring properties as well as enabling a reasonable outlook.
- 10.36. The proposed layout of the site means that the dwellings will all sit either side-by-side or fronting onto each other, ensuring that there is no overlooking or overbearing impact upon neighbouring dwellings. Plots 6 and 7 have slightly more awkward arrangements, with their rear gardens visible from two directions. However, due to the single storey nature of the proposed development neither of the rear gardens of these dwellings will be overlooked by neighbours.
- 10.37. All plots have private rear gardens, and the overall amenity space provided for each of the plots is at least one third of the overall plot. That said, some of the rear gardens are not particularly deep; Plots 1, 2, 3 and 6 all have rear gardens that are 8 metres deep. Fenland does not have prescriptive policies on garden depths, but it is considered that 8-metre-deep gardens would not usually provide sufficient private amenity space. However, in this case, due to all of the proposed dwellings being single storey and the site not being overlooked from elsewhere, the 8 metre rear garden depths of these particular plots would not result in a detrimental impact on the amenity of future occupants of the proposed development.
- 10.38. The small area of land in the northeast of the site, the use of which is proposed to be changed from agricultural to residential to enable the land to form part of the residential curtilage of no. 9 Sutton Way would be beneficial in terms of the amenity of the occupants of no. 9 Sutton Way, reducing the likelihood of overlooking, loss of privacy or overbearing impact as a result of the proposed development and therefore is considered to be a positive attempt at mitigation of the impact of the proposed development on an existing neighbouring dwelling.
- 10.39. Additional traffic and construction traffic will (temporarily for the latter) travel past existing residences in Juniper Close and beyond in order to access the site. The proposed site is for 9 dwellings. Given the nature and scale of the proposed development, concern has been raised from the Council's EHO surrounding noise, dust and possible vibration during the construction phase. Therefore, should the application be approved, a condition is to be imposed requesting submission of a robust Construction Environmental Management Plan (CEMP).
- 10.40. In conclusion, it is considered that the proposed site layout and scale of dwellings sufficiently addresses the concerns raised by neighbouring residents in respect of impact upon amenity. Through the provision of a pond and added landscape buffering to the eastern boundary the layout ensures there will be no perceived detrimental impact upon the neighbouring properties to the east and therefore the

application is considered to accord with Policy LP16(e) of the Local Plan regarding residential amenity.

Flood Risk and Drainage

- 10.41. Policy LP14 of the Local Plan covers flood risk and requires that development sites are adequately drained by Sustainable Drainage Systems (SuDS) to ensure that run off from sites is to greenfield run off rates for all previously undeveloped sites, such as this. The site lies within Flood Zone 1 which is the area at least risk of flooding and at a low risk from surface water flooding.
- 10.42. The application is accompanied by a Flood Risk Assessment/Sustainable Drainage Strategy which demonstrate that the surface water from the proposed development can be managed through the use of permeable paving on all private parking and shared access areas which will then be drained to an attenuation basin proposed in the northwest section of the site.
- 10.43. Surface water from the adoptable highway, private access/parking and roof areas will be to the basin prior to discharge to the adjacent drain at the discharge rate of 2.0l/s. Any storm water will be retained to limit the discharge into the watercourse.
- 10.44. A number of objections to the proposal have been received from neighbouring residents who have raised concerns with waterlogging of the site and water logging and flooding of adjacent gardens during periods of bad weather.
- 10.45. The applicant's Flood Risk Assessment confirms that a Phase 1 Ground Conditions Survey has been undertaken, which identifies that the ground consists of underlying clay, which would adversely affect the infiltration of water on site. For this reason, infiltration is not proposed as a drainage solution. This also explains how the proper working of any soakaways at neighbouring properties would have been affected.
- 10.46. Therefore, the proposal to intercept surface water through permeable paving and direct it towards the attenuation pond in the northwest of the site at a controlled discharge rate is considered to address this issue. It is therefore considered that the site is acceptable in terms of flood risk and surface drainage and could not be refused for this reason as the development will comply with policy LP14 of the Local Plan.

Landscape and Open Space

- 10.47. In addition to the on-plot landscaping, the proposed development includes a number of areas of open space. These include the area surrounding the attenuation pond in the northwest corner of the site, the pond on the eastern boundary and the area of planting to the east of Plot 7. Whilst the Design and Access Statement identifies these areas as open space there is no clarification whether this would be public open space and if it were, whether it would be useable. The only area that could be useable, if it were for public use, is the trail which surrounds the attenuation pond. This could potentially be secured by a planning condition for public use, were permission to be granted.
- 10.48. Pedestrian access to the site will be from Juniper Close and Sutton Way. As such, routes to the site from the existing village are somewhat convoluted and were the open space intended to be for public benefit it is debateable as to how many people from outside of the development would use it. In addition, there is no

mechanism proposed as to how this open space would be secured for public use or benefit and therefore it is likely to be primarily used by residents of the development only and potentially those in the immediate vicinity, such as residents of Juniper Close. Whilst it can be considered that the open space will be a positive for the residents of the development it cannot be considered that this is a public benefit for the wider community.

- 10.49. It is concluded that whilst the proposed landscaping and open space would contribute to a green and pleasant environment in accordance with Policy LP16 of the Local Plan, this would primarily be for the benefit of the residents of the proposed development and would have little benefit for the wider community.

Ecology

- 10.50. The application is supported by a Preliminary Ecological Appraisal, a Biodiversity Checklist and a Biodiversity Net Gain Supporting Statement, along with a number of detailed landscaping plans.
- 10.51. FDC's Ecologist has been consulted on this application and raises no objections to the proposal provided that conditions are imposed requiring a Construction Ecological Management Plan (CEMP: Biodiversity), a Lighting Design Strategy for Biodiversity and a Habitat Management and Monitoring Plan (HMMP) to be submitted, should permission for this proposal be granted.

Arboriculture

- 10.52. A Tree Survey and Arboricultural Impact Assessment accompanies this application. It identifies that several hedges and bramble will need to be removed, as will trees T4, T5 and T7-T10 to facilitate development in the south of the site. A number of existing trees are proposed to be retained.
- 10.53. Those trees and hedges to be removed are classified as Category B and C trees and their removal will not result in the removal of the best quality specimen trees from site. As such, the proposal is considered to accord with Policy LP16 of the Local Plan as a number of natural features of the site are to be retained.

Contamination

- 10.54. Environmental Health has been consulted on this application and raises no objection to the proposal in relation to contamination provided a condition is imposed, should permission be granted, requiring all work to pause should unexpected contamination be found until an appropriate remediation scheme has been submitted to and approved by the Local Planning Authority. It is considered that with the imposition of this condition the proposal complies with Policy LP16 in respect of contamination.

Biodiversity Net Gain (BNG)

- 10.55. The Environment Act 2021 requires development proposals to deliver a net gain in biodiversity following a mitigation hierarchy which is focused on avoiding ecological harm over minimising, rectifying, reducing and then off-setting. This approach accords with Local Plan policies LP16 and LP19 which outlines a primary objective for biodiversity to be conserved or enhanced and provides for the protection of Protected Species, Priority Species and Priority Habitat.

10.56. In this instance a Biodiversity Gain Condition is required to be approved before development is begun, should permission be granted.

Other Considerations

10.57. Other matters raised including impact on house prices and electricity demand are not material planning considerations.

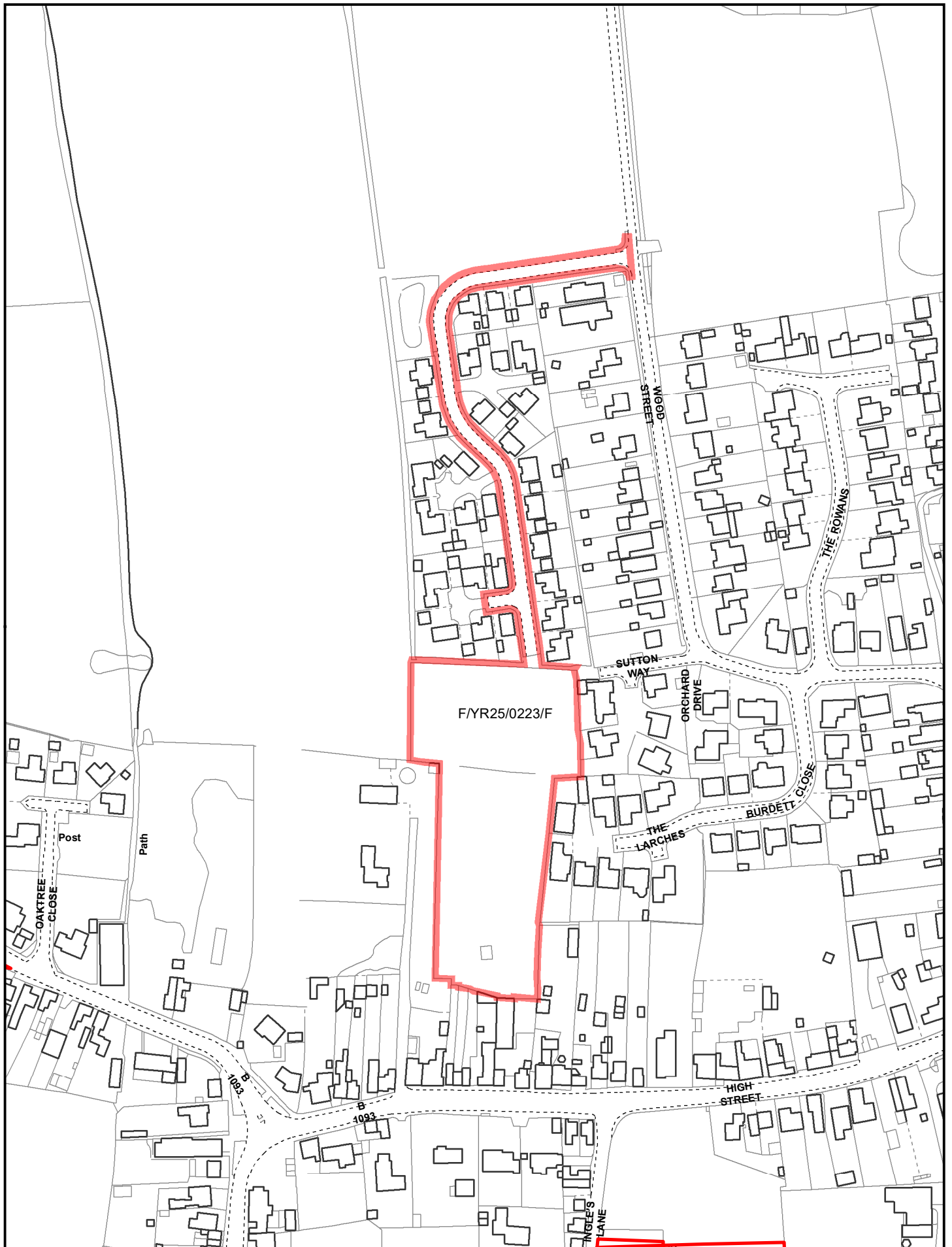
11 CONCLUSIONS

- 11.1. The proposed development would substantially change the character of the meadow that provides the Grade II listed windmill with its historic agrarian setting. The level of harm which would be caused to the significance of the setting is considered to be less than substantial (medium on the spectrum) as outlined in Paragraph 212 of the National Planning Policy Framework as a result of the loss of setting and erosion of the 'spatial buffer. It would also result in less than substantial harm upon the character and appearance of Doddington Conservation Area.
- 11.2. Planning permission was previously refused by planning committee at this site under reference F/YR23/0500/F for the same reason, namely that the proposal would have an unacceptable impact upon the setting of the Grade II listed windmill.
- 11.3. Paragraph 213 of the National Planning Policy Framework states that any harm to the significance of a designated heritage asset should require clear and convincing justification. From the submitted information, no convincing justification is considered to have been offered in this case.
- 11.4. In terms of the planning balance the positives of the scheme amount to 9 private market dwellings and a small area of open space that has dual use as an attenuation pond with small trim trail around it from where views of the Grade II listed windmill would be visible. It is acknowledged that these are benefits, but are not considered so significant as to outweigh the harm to both the setting of the listed building and Doddington Conservation Area that would result from the proposal.
- 11.5. Paragraph 215 of the National Planning Policy Framework states that 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use'. The proposal fails to demonstrate that the public benefits of the proposal outweigh the harm to the significance of the asset.
- 11.6. In addition, under Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) the Local Planning Authority has a duty, in considering whether to grant planning permission for development that affects a listed building or its setting, to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

RECOMMENDATION

12.1. **Refuse;** for the following reasons

1	<p>The development would amount to less than substantial harm (medium on the spectrum) as outlined in Paragraph 212 of the National Planning Policy Framework, as a result of the loss of setting of the Grade II listed windmill and erosion of the 'spatial buffer' around it. It therefore results in considerable and cumulative 'less than substantial harm' on the significance of the windmill and the character and appearance of Doddington Conservation Area.</p> <p>Paragraph 213 of the National Planning Policy Framework states that any harm to the significance of a designated heritage asset should require clear and convincing justification. No convincing justification is considered to have been offered in this case. The public benefit of the proposal would not outweigh the harm to the significance of the setting of the Grade II listed windmill and character and appearance of Doddington Conservation Area.</p> <p>The proposal therefore conflicts with Paragraphs 212, 213 and 215 of the National Planning Policy Framework and Local Plan Policies LP16 a) and d) and LP18.</p>
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Created on: 21/03/2025

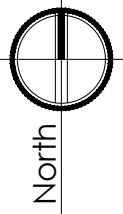
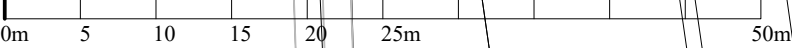
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F/YR25/0223/F

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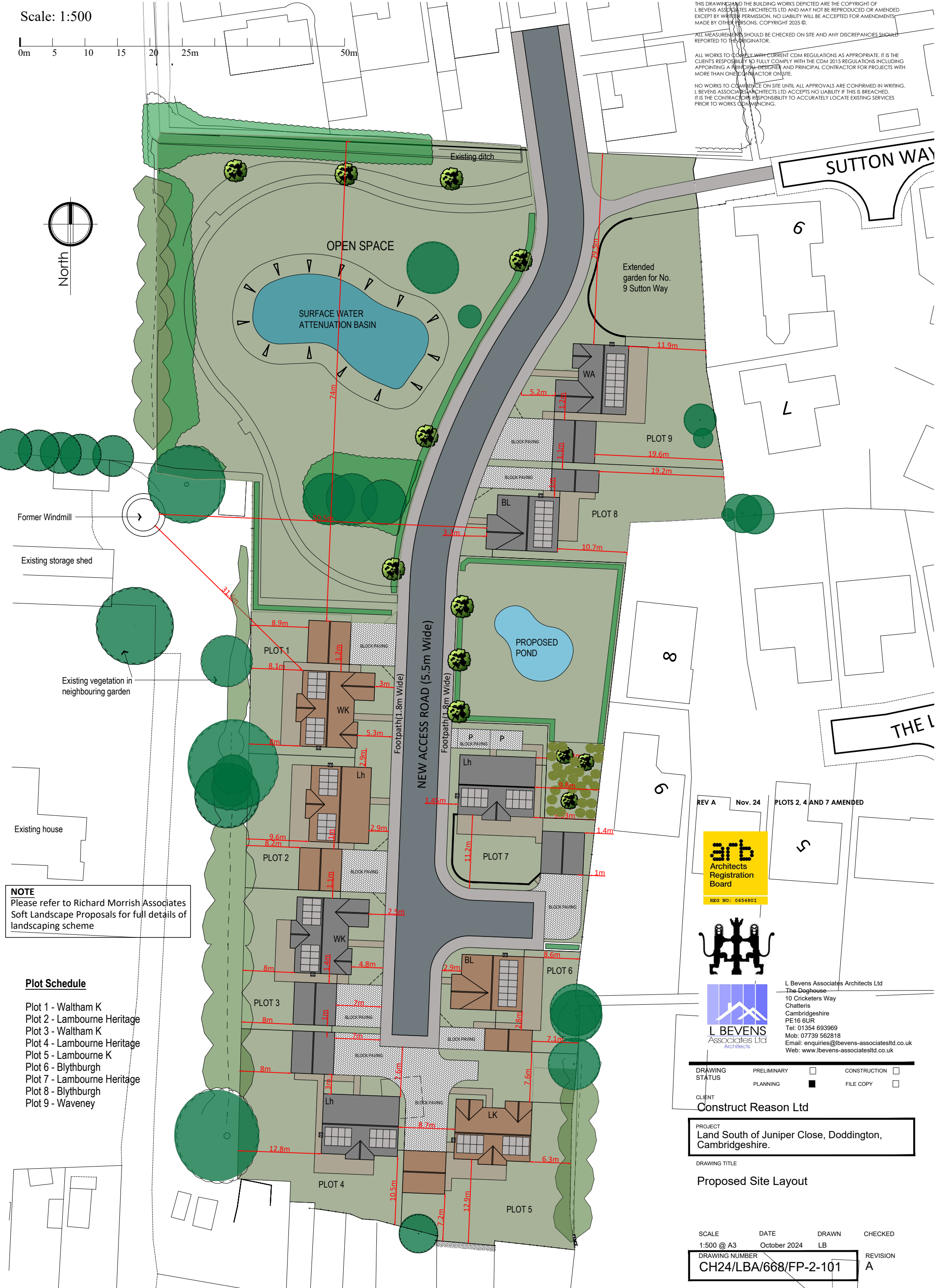


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Former Windmill

Existing storage shed

Existing vegetation in neighbouring garden

Existing house

NOTE
Please refer to Richard Morrish Associates Soft Landscape Proposals for full details of landscaping scheme

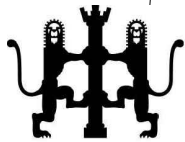
Plot Schedule

- Plot 1 - Waltham K
- Plot 2 - Lambourne Heritage
- Plot 3 - Waltham K
- Plot 4 - Lambourne Heritage
- Plot 5 - Lambourne K
- Plot 6 - Blythburgh
- Plot 7 - Lambourne Heritage
- Plot 8 - Blythburgh
- Plot 9 - Waveney

REV A

Nov. 24

PLOTS 2, 4 AND 7 AMENDED



L BEVENS
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Architects

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Tel: 01354 693969
Mob: 07739 562818
Email: enquiries@lbevens-associatesltd.co.uk
Web: www.lbevens-associatesltd.co.uk

DRAWING STATUS	PRELIMINARY	<input type="checkbox"/>	CONSTRUCTION	<input type="checkbox"/>
	PLANNING	<input checked="" type="checkbox"/>	FILE COPY	<input type="checkbox"/>

CLIENT

Construct Reason Ltd

PROJECT
Land South of Juniper Close, Doddington,
Cambridgeshire.

DRAWING TITLE

Proposed Site Layout

SCALE: 1:500 @ A3 DATE: October 2024 DRAWN: LB CHECKED:

DRAWING NUMBER
CH24/LBA/668/FP-2-101

REVISION
A



CONSTRUCT REASON LIMITED

DRAWING TITLE

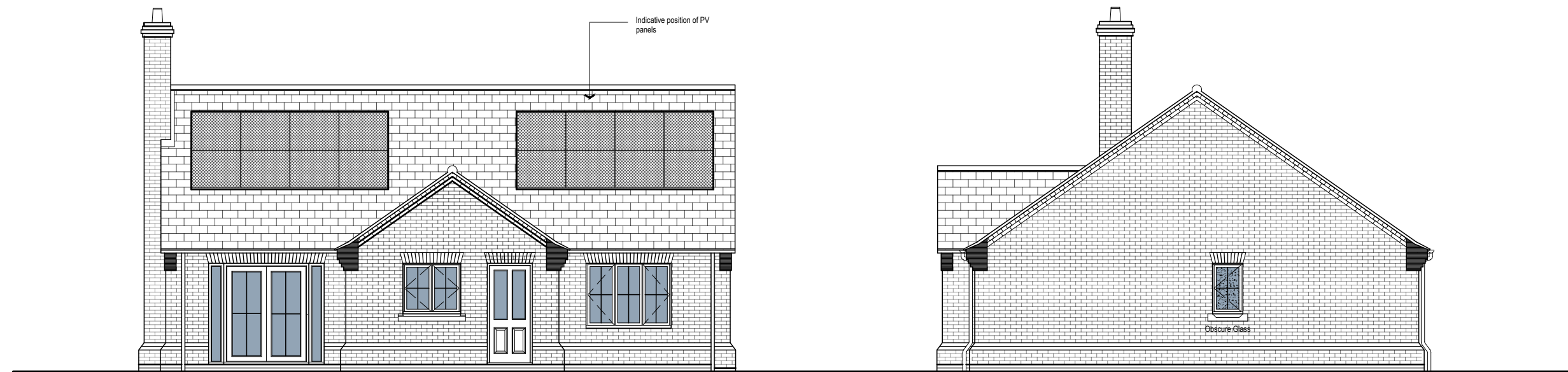
Blythburgh - Planning Drawing
Plots 6 and 8

[illegible]



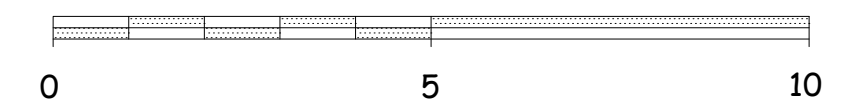
FRONT

SIDE

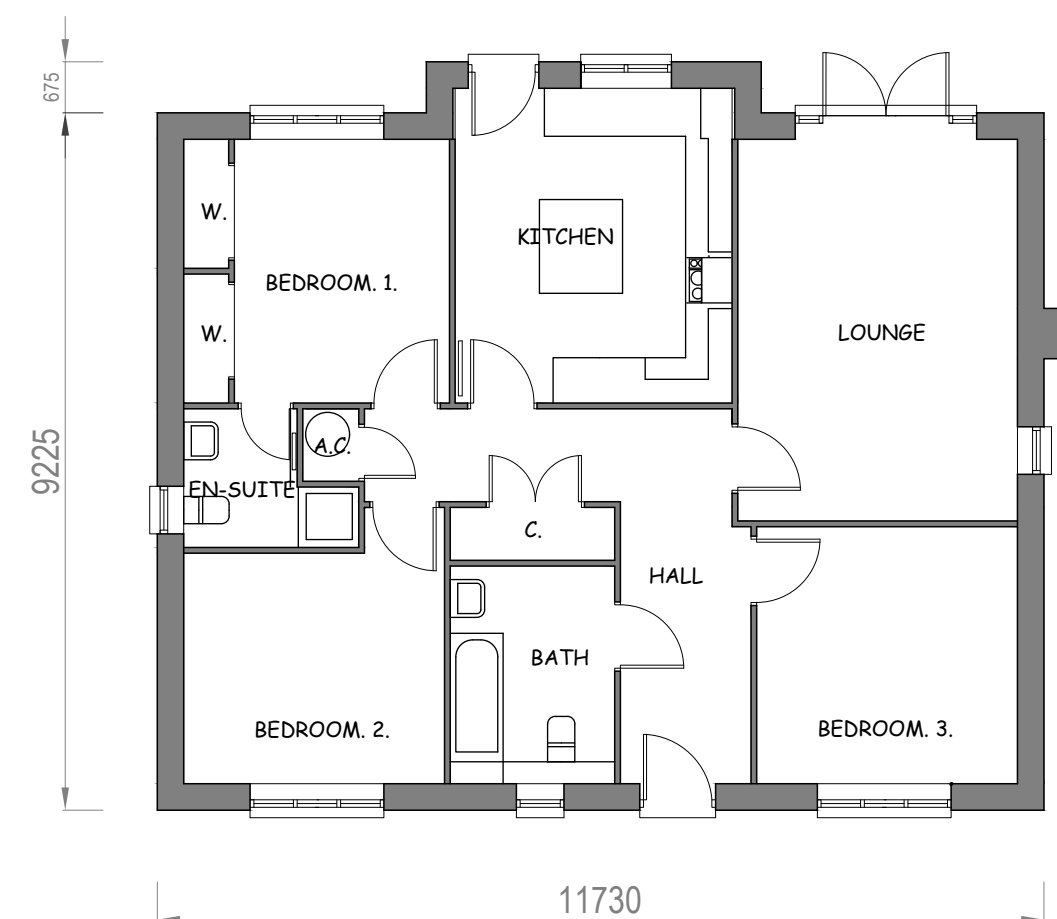


REAR

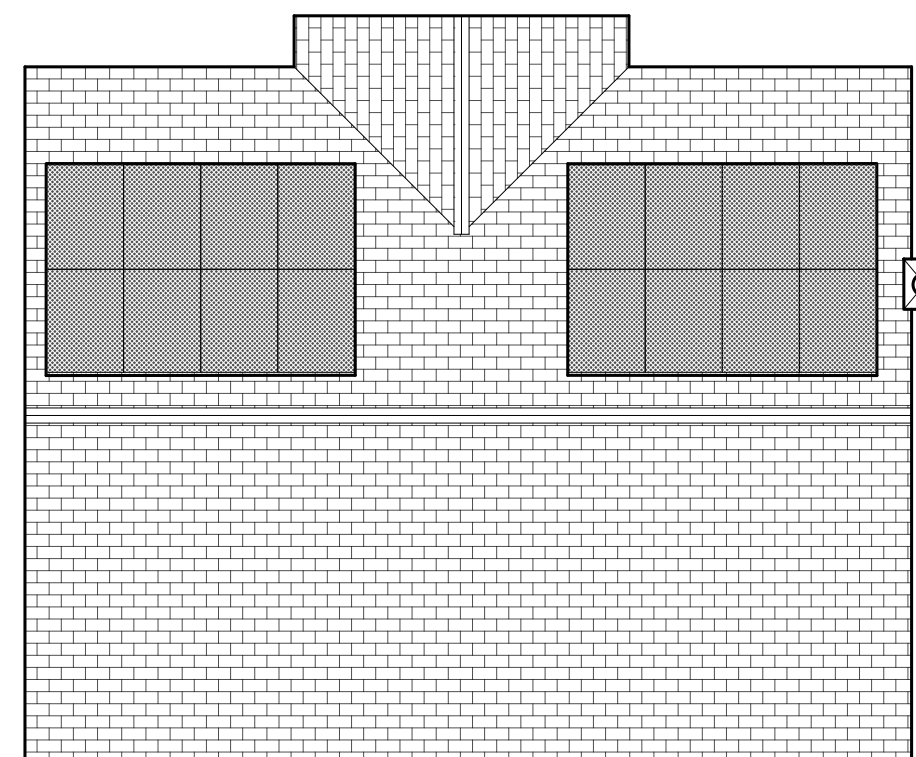
SIDE



BUNGALOW TYPE 'LAMBOURNE K'
floor area 96.5m²(1039ft²)



FLOOR PLAN



ROOF PLAN

Beaver House
Northern Road
Sudbury
Suffolk CO10 6XQ

Sudbury 01787 376241

CONSTRUCT REASON LIMITED

JOB TITLE Land South of Juniper Close,
Doddington,
Cambridgeshire.

DRAWING TITLE

Lambourne Heritage - Planning Drawing
Plots 2, 4 and 7

[illegible]