
F/YR19/1075/F

Applicant: Mr Steve Fradley

**Agent : Mr Chris Walford
Peter Humphrey Associates Ltd**

Land South Of 1, Otago Road, Whittlesey, Cambridgeshire

Erect 1no dwelling (2-storey, 3-bed) and boundary close boarded fence approx 1.8m high

Officer recommendation: Refuse

Reason for Committee: Number of representations contrary to officer recommendation

1 EXECUTIVE SUMMARY

- 1.0 The application seeks full planning permission for a detached, single-storey, 2 bed dwelling.
- 1.1 The area is characterised by substantial single-storey dwellings to the south, on large plots with the dwellings set back some distance from the highway, to the east are more modest semi-detached and detached single-storey dwellings on smaller plots.
- 1.2 The proposal is located on land to the front of the recently constructed properties of 27 and 27A Drybread Road and would create tandem development at odds with the character, form and scale of the properties to the south on Drybread Road, which it is considered have the closest relationship with the site. In addition the proposal would create an incongruous feature which would erode the spacious character of the area. It should be noted that development on this site has twice been refused and dismissed on appeal for this reason.
- 1.4 Whilst the principle of developing this site is supported by Policy LP3 and there are no issues in respect of residential amenity, parking/highways and flood risk, the scheme is overall considered to be unacceptable for the above reasons.

2 SITE DESCRIPTION

The application site is located on a prominent corner plot at the junction with Otago Road and Drybread Road, Whittlesey, sited in front of the recently constructed dwellings of 27 and 27A Drybread Road, the access being shared with these single-storey properties. The site comprises of a grassed area enclosed by a low level brick wall, low level close boarded fence to the west, 1.8m high fence to the north and Herras fencing to the roadside.

3 PROPOSAL

The application seeks full planning permission for a detached, single-storey, 2 bed dwelling. This measures 10m x 9m and 5.2m in height, with accommodation comprising of kitchen, lounge/diner, bathroom and 2 bedrooms.

Full plans and associated documents for this application can be found at:

<https://www.fenland.gov.uk/publicaccess/applicationDetails.do?activeTab=documents&keyVal=Q2G50PHE0D800>

4 SITE PLANNING HISTORY

F/YR18/0463/F	Erection of a 2-storey 3-bed dwelling	Refused 12/07/2018
		Dismissed on Appeal 12/04/2019
F/YR17/0255/F	Variation of condition 9 to enable amendment to approved plans of planning permission F/YR16/1022/F (Erection of 2 x single-storey 3-bed dwellings involving the demolition of existing dwelling (part retrospective)) relating to landscaping changes	Granted 15/05/2017
F/YR17/3007/COND	Details reserved by condition 6 of planning permission F/YR16/1022/F (Erection of 2 x single-storey 3-bed dwellings involving the demolition of existing dwelling (part retrospective))	Approved 15/02/2017
F/YR16/1022/F	Erection of 2 x single-storey 3-bed dwellings involving the demolition of existing dwelling (part retrospective)	Granted 04/01/2017
F/YR15/0899/F	Erection of a single-storey 3-bed and a single-storey 4-bed dwelling with detached garages involving the demolition of existing dwelling	Refused 02/12/2015
		Dismissed on appeal: 13/06/2016

5 CONSULTATIONS

5.1 North Level Internal Drainage Board

North Level District IDB have no comment to make with regard to this application.

5.2 Cambridgeshire County Council Highways Authority (06/01/2020)

I note Cllr Mayor's objection to the proposal. She mentions highway safety concerns but does not provide any details of the nature of her highway safety concerns.

The proposal provides a safe turning area so vehicles can enter and exit in a forward gear. Drybread and Otago Road are both low speed roads. The access is located on the outside of a 90 degree bend on Drybread Road with low vehicle speeds observed along the application site frontage. I can see no reason why this

application should be refused on highway safety grounds. The proposal will not result in any material harm caused to the highway network.

I have no highway objections subject to conditions;

1.) The building shall not be occupied until the means of vehicular access has been laid out and constructed in accordance with the approved plans.

Reason: In the interests of highway safety and to ensure satisfactory access into the site.

2.) The vehicle turning and parking spaces shown on the approved plans shall be provided before the development is brought into use and shall be retained thereafter.

Reason - To ensure the permanent availability of the parking / manoeuvring area, in the interests of highway safety.

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

Reason - In the interests of highway safety.

5.3 Cambridgeshire County Council Highways Authority (11/3/2020)

It is not paramount for the visibility splay to be provided at 2.4mx43m north of the access into Otago Road. The 43m 'Y' distance is required to allow vehicles emerging from an access to safely merge with traffic on a major road with 85th%ile vehicle speeds of 30mph. The 43m distance is only applicable to the visibility splays on Drybread Road, of which are achievable within the public highway reserve width. Otago Road has a give way junction where it intersects with Drybread Road. Vehicles travelling south bound along Otago Road will therefore be travelling at significantly lower speeds as they approach the junction. They will then wait at the junction to give way to traffic travelling along Drybread Road. This will allow vehicles sat waiting at the development access road to safely emerge and join Drybread Road or turn into Otago Road.

It is beneficial to have some form of visibility of vehicles approaching the Otago Road/Drybread Road junction when sat at the development access waiting to join Drybread Road. It is for this reason the vision splay that has been previously detailed by the agent has been considered acceptable by HDM and a condition imposed to secure it.

MfS2 10.7 suggests in certain low speeds scenarios it is acceptable for parked vehicles to cause an obstruction to visibility splays (without a risk to highway safety). That said, given the possibility of their being a van or a high sided vehicle park in application site parking spaces, I would have raised an objection to the parking layout in the event it effected/obstructed a critical vision splay. This is not the case. The illustration attached demonstrates suitable inter-visibility is achieved between the development access and Otago Road when a vision splay is formed to the south of the parked vehicles proposed by this application. I am happy for the visibility splay condition to be amended to reflect this, if considered necessary from a condition compliance point of view.

5.4 Environment & Health Services (FDC) (2/1/2020)

The Environmental Health Team note and accept the submitted information and have '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.

5.5 Environment & Health Services (FDC) (25/2/2020)

I can confirm that I have no objections to make from an environmental health standpoint in respect of the recently submitted revised plans.

5.6 Cllr Mrs Mayor (2/1/2020)

As one of the ward councillors for Bassenhally Ward Whittlesey, in which this application sits, I wish to register my objections to the above application.

This site has history where applications have been refused and appeals dismissed and I would concur with the reasons for the dismissal of the appeal.

Whilst this application is slightly different to that of F/YR18/0463 - in some small way it is very much the same. However it is the location of the proposed development that concerns me.

The Inspector's reasons for refusal of that application includes -

- the Visual relationship with dwellings on Otago Road*
- Building line with nos. 27 and 27A Drybread Road*
- Tandem form of development out of keeping with the Building Line*
- Conflict of LP16*

The Inspector also mentioned the Highway Safety aspect, although did not go into detail as felt that the above gave sufficient reasons to dismiss the application without actually looking at the Highway Safety; although personally I would also object on highway safety grounds.

In my opinion none of the above reasons for dismissing the appeal have changed and it is for these reasons that I would register my objection to the application.

5.7 Cllr Mrs Mayor (19/2/2020)

My views have not changed so I should be pleased if you would accept this email as my response - I do object to the application.

5.8 Parish/Town Council (10/1/2020)

Cllr Mrs Mayor as district councillor has submitted a recommendation for refusal.

The Town Council recommend refusal as this application new premises will have a dominant effect on 27 and 27A. Even more out onto Otago than previous application, send response to Gary and Kay prior to sending to FDC

5.9 Parish/Town Council (09/03/2020)

The Town Council recommend refusal of this application as the new premise will have a dominant effect on 27 and 27A. To elaborate further it will also effect the visual relationship with dwellings on Otago Road, the Tandem form of development is out of keeping with the building line and conflict of LP16. There are also concerns over access and highway issues.

5.10 Local Residents/Interested Parties

One objection has been received in respect of overlooking and loss of privacy, overshadowing, highway safety, lack of parking/turning and the impact on character.

Six proforma responses have been received supporting the application, advising the following:

I am in full support of the planning application to erect 1 new dwelling at the land south of 1 Otago Road, Whittlesey, Peterborough, Cambs.

The new dwelling will significantly improve the appearance of the currently unused waste ground.

6 STATUTORY DUTY

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

7 POLICY FRAMEWORK

7.1 National Planning Policy Framework (NPPF)

7.2 National Planning Practice Guidance (NPPG)

7.3 National Design Guide (NDG) 2019

Context – C1

Identity – I1

Built Form – B2

Movement

Homes and Buildings

7.4 Fenland Local Plan 2014

LP1 – A Presumption in Favour of Sustainable Development

LP2 – Facilitating Health and Wellbeing of Fenland Residents

LP3 – Spatial Strategy, the Settlement Hierarchy and the Countryside

LP4 – Housing

LP5 – Meeting Housing Need

LP11 – Whittlesey

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

LP15 – Facilitating the Creation of a More Sustainable Transport Network in Fenland

LP16 – Delivering and Protecting High Quality Environments across the District

7.5 Delivering and Protecting High Quality Environments SPD 2014;

DM3 – Making a Positive Contribution to Local Distinctiveness and Character of the Area

8 KEY ISSUES

- **Principle of Development**

- **Design considerations and visual amenity of area**
- **Residential Amenity/Health and wellbeing**
- **Parking and Highways**
- **Flood Risk**

9 BACKGROUND

- 9.1 This site has been subject to recent redevelopment, with the single-storey dwellings to the rear (27 and 27A Drybread Road) having obtained planning permission in 2017 and been constructed.
- 9.2 A previous application (F/YR15/0899/F) was submitted for tandem development on the site (plot 2 being located partially on the application site) this was refused due to the tandem layout having an adverse impact on the streetscene and plot 2 being at odds with the pleasant open character of this part of Drybread Road. In addition the proposed layout resulted in a poor relationship between the dwellings and outlook for plot 1. This decision was subsequently appealed (APP/D0515/W/16/3144033) and dismissed, the inspector concluding that the development would cause harm to the character and appearance of the area.
- 9.3 Subsequently application F/YR18/0463/F was submitted for a 2-storey dwelling on this plot, which was refused due to the creation of tandem development at odds with the character, form and scale of the properties on Drybread Road. This was then dismissed on appeal, the inspector concurring with the view that the site's relationship is more closely related to Drybread Road and that the proposal would interrupt the spacious character of land to the front of dwellings, resulting in an incongruous form of development.

10 ASSESSMENT

Principle of Development

- 10.1 The application site is located within the settlement of Whittlesey which is identified within the Settlement Hierarchy as a Market Town; Market Towns are identified within Policy LP3 as the focus for housing growth, accordingly there is a presumption in favour of development within this location. This is however on the basis that the development is in keeping with and reflects the character of the area and that there are no significant issues in respect of residential or visual amenity, design, parking, highways and flood risk.

Design considerations and visual amenity of area

- 10.2 The area is characterised by substantial single-storey dwellings to the south, on large plots with the dwellings set back some distance from the highway, to the east are more modest semi-detached and detached single-storey dwellings on smaller plots. To the north of the site is the single-storey dwelling of 1a Otago Road which is considered to be backland development (granted in 1989 in different policy circumstances) and the 2-storey semi-detached dwellings of 1-3 Otago Road; on the eastern side of Otago Road are further single-storey dwellings.
- 10.3 The proposal is located on land to the front of the recently constructed properties of 27 and 27A Drybread Road on a constrained site capable of achieving only a modest dwelling and creating tandem development, at odds with the spacious

character, form and scale of the properties to the south on Drybread Road, which it is considered have the closest relationship with the site.

- 10.4 The Drybread Road properties are set back from the highway a considerable distance, featuring large front gardens which add to the open character of this area. The proposal is located on a prominent corner plot visible on the approach in either direction along Drybread Road and it is considered this would create an incongruous feature which erodes the spacious character of the area and is located considerably forward of the established building line to the south, to the significant detriment of the character of the area.
- 10.5 The Planning Inspector for the most recent appeal (18/3212048) concluded that *'The generous front gardens and low height of the row of Drybread Road dwellings, together with the green space at street corners, contribute a spacious quality to the area. The appeal site is currently laid to grass and consequently adds to the spacious character of corners in the vicinity.'*
- 10.6 It is acknowledged that the proposal has been re-orientated and re-designed in an attempt to provide a relationship with Drybread Road and appear less prominent, however this is not considered to resolve the fundamental issues of the creation of tandem development and erosion of the spacious and open nature and large plots, which form the prevailing character of the area.
- 10.7 The proposal is therefore considered to be contrary to paragraphs 127 and 130 of the NPPF 2019, LP16 of the Fenland Local Plan 2014, DM3 of the Delivering and Protecting High Quality Environments SPD 2014 and C1, I1 and B2 of NDG 2019.
- 10.8 It is recognised that the plot does look unsightly in its present state and does not appear to have any linkage with the surrounding area, however there is no reason the owner could not improve the visual amenity of the site or indeed potentially incorporate this land into garden to serve 27 and 27A Drybread Road. Whilst it is acknowledged that the site as existing does not necessarily have a positive impact on the area, the harm created by the proposal is considered to outweigh any benefit of the development.
- 10.9 There is a variety of materials in the vicinity and as such the proposed T.B.S Grantchester Blend brick and Sandtoft grey plain smooth concrete tiles are considered to be acceptable.

10.10 Residential Amenity/Health and wellbeing

To the rear of the site are the single-storey dwellings of 27 and 27A Drybread Road, it is acknowledged that the relationship with these dwellings and therefore outlook from these properties is not considered to be ideal. The front rooms of the existing dwellings are bedrooms and not main living areas and it should be noted that the previous appeal concluded that the tandem development then proposed would provide suitable living accommodation for occupiers and this scheme is of a more modest scale; overshadowing and loss of light is not considered to be significant due to the separation distance.

- 10.11 To the north of the site is the driveway to 1A Otago Road, it is noted that some additional overshadowing may occur as a result of the proposal, however this would affect the driveway only and not the dwelling itself. The proposal would be visible but at 32m away from the front of this property the occupant's outlook is not considered to be significantly detrimentally affected.

- 10.12 To the north of the driveway is the 2-storey, semi-detached dwelling of 1 Otago Road, there are no first-floor windows in the gable end of this dwelling facing towards the site, though there is potential for oblique views of the garden serving the proposal. In terms of impact on this existing property by the proposed development, overlooking and loss of outlook is not considered to be an issue due to the separation distance and single-storey nature of the proposal. Loss of light/overshadowing is not considered to be significant as there is 17m between buildings.
- 10.13 To the front of the site on the opposite side of the road are the single-storey dwellings of 2 and 4 Otago Road and 29 Drybread Road. No.s 2 and 4 front Otago Road and as such only the areas already visible from the streetscene would be impacted by the proposed development and due to the single-storey nature of the development overlooking of the garden serving No.29 is not considered to be an issue.
- 10.14 To the south east of the site on the opposite side of the road is a large corner of open space with utilities cabinets located to the rear; this is not considered to be affected by the proposed development.
- 10.15 The proposed development is able to accommodate in excess of a third of the plot for private amenity space subject to suitable boundary treatments being provided.

10.16 Parking and Highways

The proposal is for a 2-bed dwelling and as such LP15 and Appendix A of the Fenland Local Plan 2014 advise that 2 parking spaces are required to be provided; the site plan submitted details the required parking provision and tracking has been provided to evidence that it is possible to exit the site in forward gear.

- 10.17 The proposal utilises the shared access serving 27 and 27A Drybread Road approved under F/YR16/1022/F which proposed tarmac for the first 10m (though this has not yet implemented) and the block paved driveway would be in conflict with this permission, however given that this would be of a bound material this is considered acceptable. The parking spaces are located within the 2.4m x 43m visibility splays required by Condition 3 of this permission and parked cars would create an obstruction in excess of 0.6m, however the Local Highways Authority have advised that a satisfactory visibility splay could be achieved and as such this is considered acceptable.

10.18 Flood Risk

The application site falls within Flood Zone 1 (low risk) and as such the proposal is considered to be appropriate development and does not require the submission of a flood risk assessment or inclusion of mitigation measures. Issues of surface water will be considered under Building Regulations; accordingly there are no issues to address in respect of Policy LP14.

11 CONCLUSIONS

Whilst the principle of developing this site is supported by Policy LP3 and there are no issues in respect of residential amenity and flood risk, the scheme is overall considered to be unacceptable due to its failure to accord with paragraphs 127 and 130 of the NPPF 2019, LP16 of the Fenland Local Plan 2014, DM3 of the Delivering and Protecting High Quality Environments SPD 2014 and C1, I1

and B2 of NDG 2019 and Policy LP15 of the Fenland Local Plan 2014, para 108 (f) and 109 of the NPPF 2019.

The proposal would create tandem development at odds with the character, form and scale of the properties to the south on Drybread Road, which it is considered have the closest relationship with the site and is therefore considered to create an incongruous feature in the streetscene, to the significant detriment to character of the area. It should be noted that development on this site has twice been refused and dismissed on appeal for this reason.

12 RECOMMENDATION

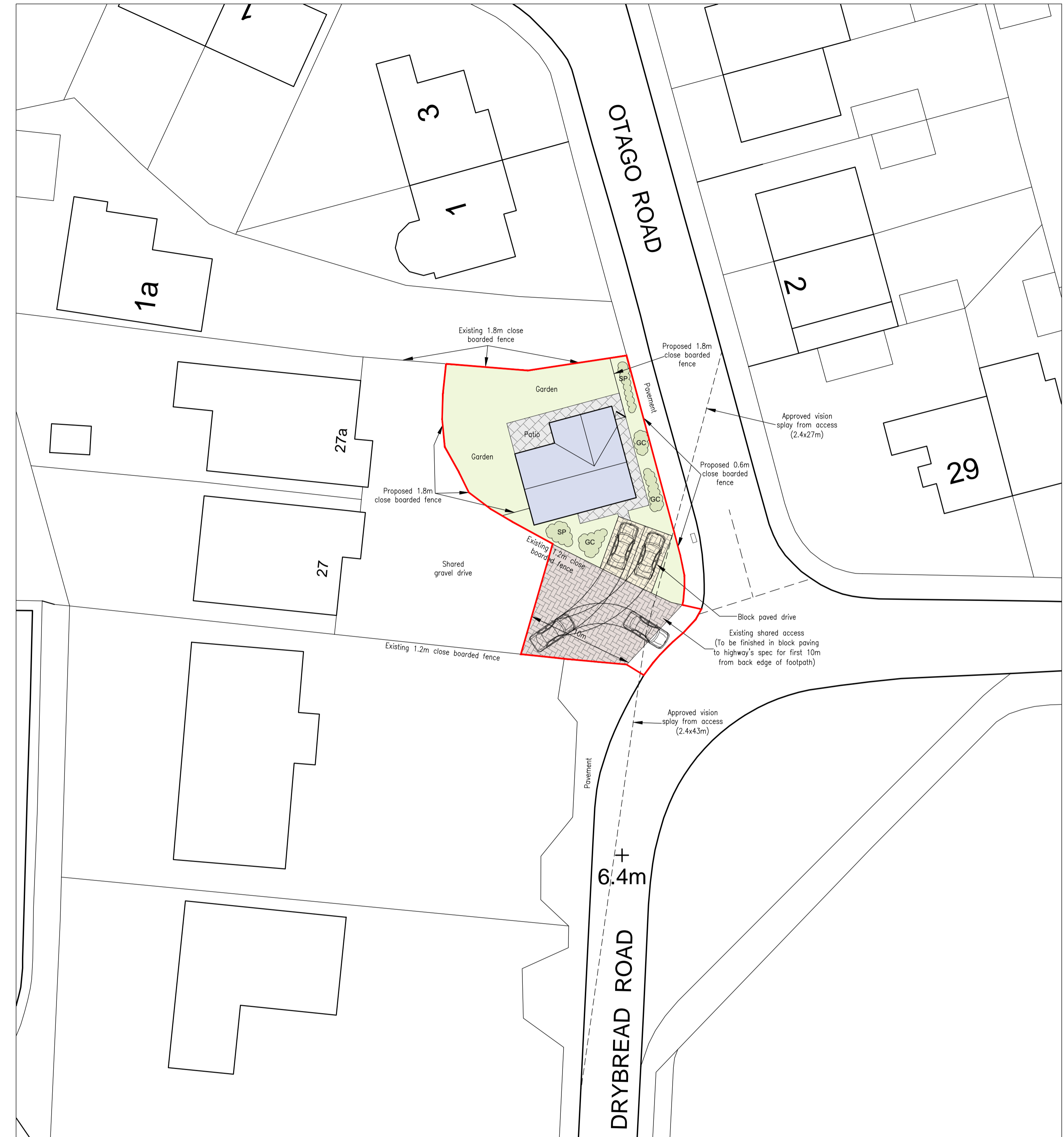
Refuse for the following reason:

- 1 Policy LP16 (d) of the Fenland Local Plan 2014, DM3 of the Delivering and Protecting High Quality Environments SPD 2014, paragraphs 127 and 130 of the NPPF 2019, and C1, I1 and B2 of NDG 2019 seek to ensure that developments make a positive contribution to the local distinctiveness and character of the area and that the local built environment and settlement pattern inform proposed development.

The proposal is located on land to the front of the recently constructed properties of 27 and 27A Drybread Road and would create tandem development at odds with the character, form and scale of the properties to the south on Drybread Road, which it is considered have the closest relationship with the site. The proposal is located on a prominent corner plot visible on the approach in either direction along Drybread Road and would create an incongruous feature, which would erode the spacious character of the area to its significant detriment. The proposal is therefore contrary to Policy LP16 (d) of the Fenland Local Plan 2014, DM3 of the Delivering and Protecting High Quality Environments SPD 2014, paragraphs 127 and 130 of the NPPF 2019, and C1, I1 and B2 of NDG 2019.



Existing Site Plan 1:250



Proposed Site Plan 1:250

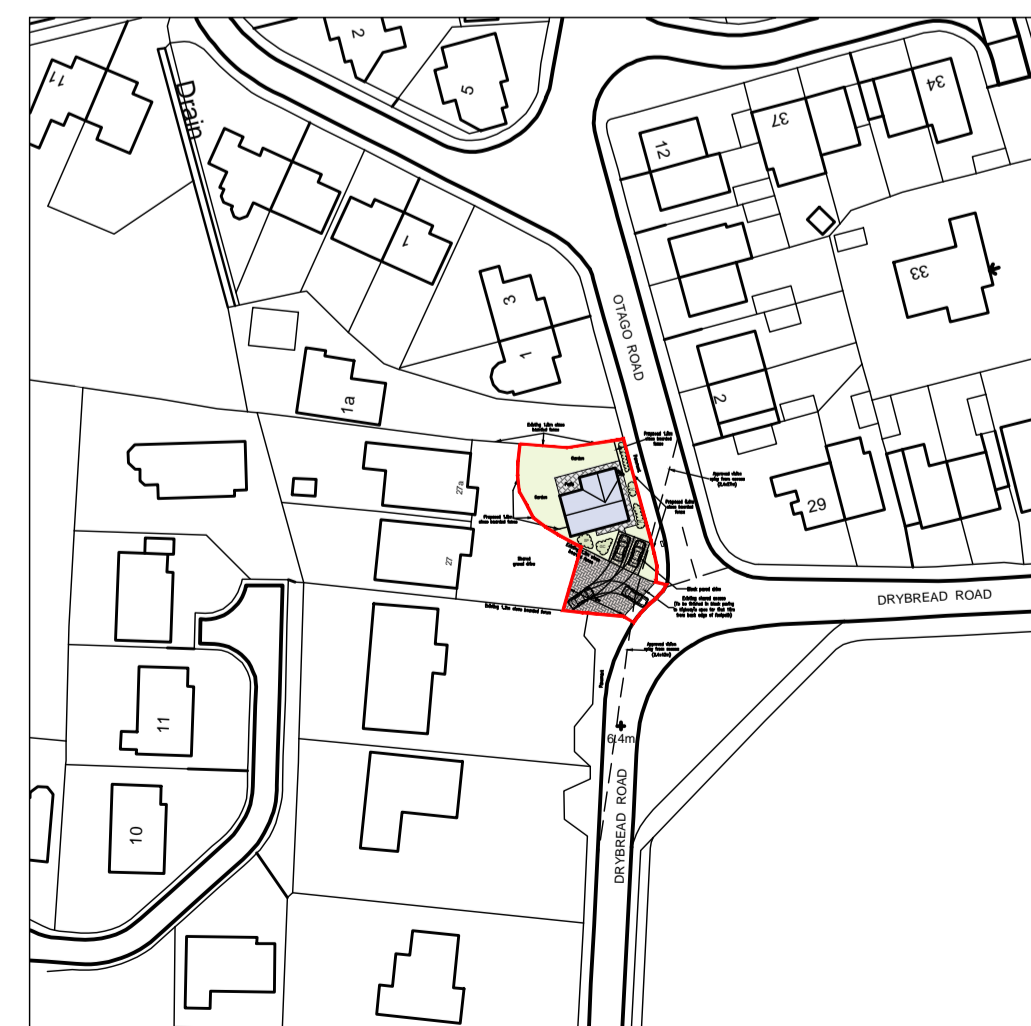
LANDSCAPING NOTES:

- SP SHRUB PLANTING TO INCLUDE
 BARBERRY(BERBERIS) GUELDER ROSE(VIBURNUM)
 BUDDLEIA DAVIDI/FORSYTHIA X INTERMEDIA LYNWOOD
 MOCK ORANGE(PHILADELPHUS)SNOWY MESPIUS(AMELANCHIER)
 C3 POT SIZE
 PLANTING SIZE 40-60cm
 PLANTED AT 750mm cts
- GC GROUND COVER PLANTS
 COTONEASTER HORIZONTALIS,
 HEDERA HELIX/LAVANDULA SPICA
 6 PLANTS PER METRE SQ.

Planting should be undertaken between November and March when the plants are dormant and planted at centres shown above. Plants should be set at the same root depth as they were at the nursery and should be well firmed in and guards fitted. Remove any damaged shoots during planting. A 75mm layer of bark mulch (Landscape Spec Madingley Mulch or equivalent) should be applied over the planting bed to reduce weed competition.

If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub, or any tree or shrub planted in replacement for it is removed, uprooted or destroyed or dies or becomes, in the opinion of the Local Authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted in the same place unless the Local Authority gives written consent to any variation.

NOTE:
 Undertake soft landscape works generally in open weather conditions. Typically mild, dull and moist. Do not undertake planting, seeding or turfing when the temperature is below 4°C and falling, when the ground is covered in snow, is frozen or waterlogged ground or in drought conditions.

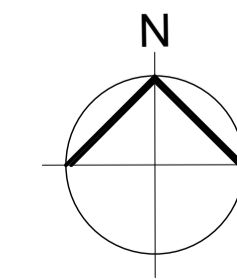


Location Plan 1:1250

Peter Humphrey Associates Ltd.
 ARCHITECTURAL DESIGN AND BUILDING

PROJECT
 PROPOSED BUNGALOW

SITE
 LAND ADJACENT TO No.1
 OTAGO ROAD
 WHITTLESEY
 PETERBOROUGH
 PE7 1YJ



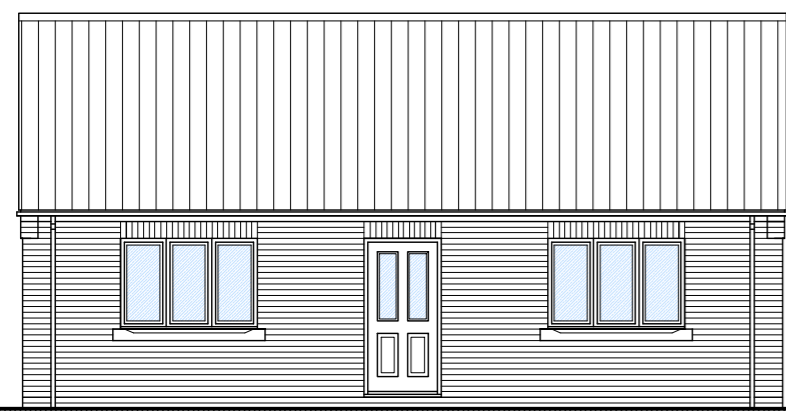
DRAWING
SITE / LOCATION PLAN

CLIENT
MR S FRADLEY

DATE April 2019 SCALE As Shown JOB No. **6003/01F**

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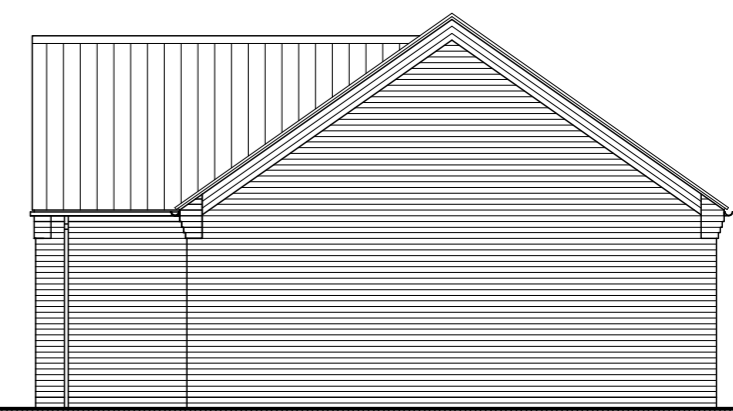
Proposed Front Elevation 1:100



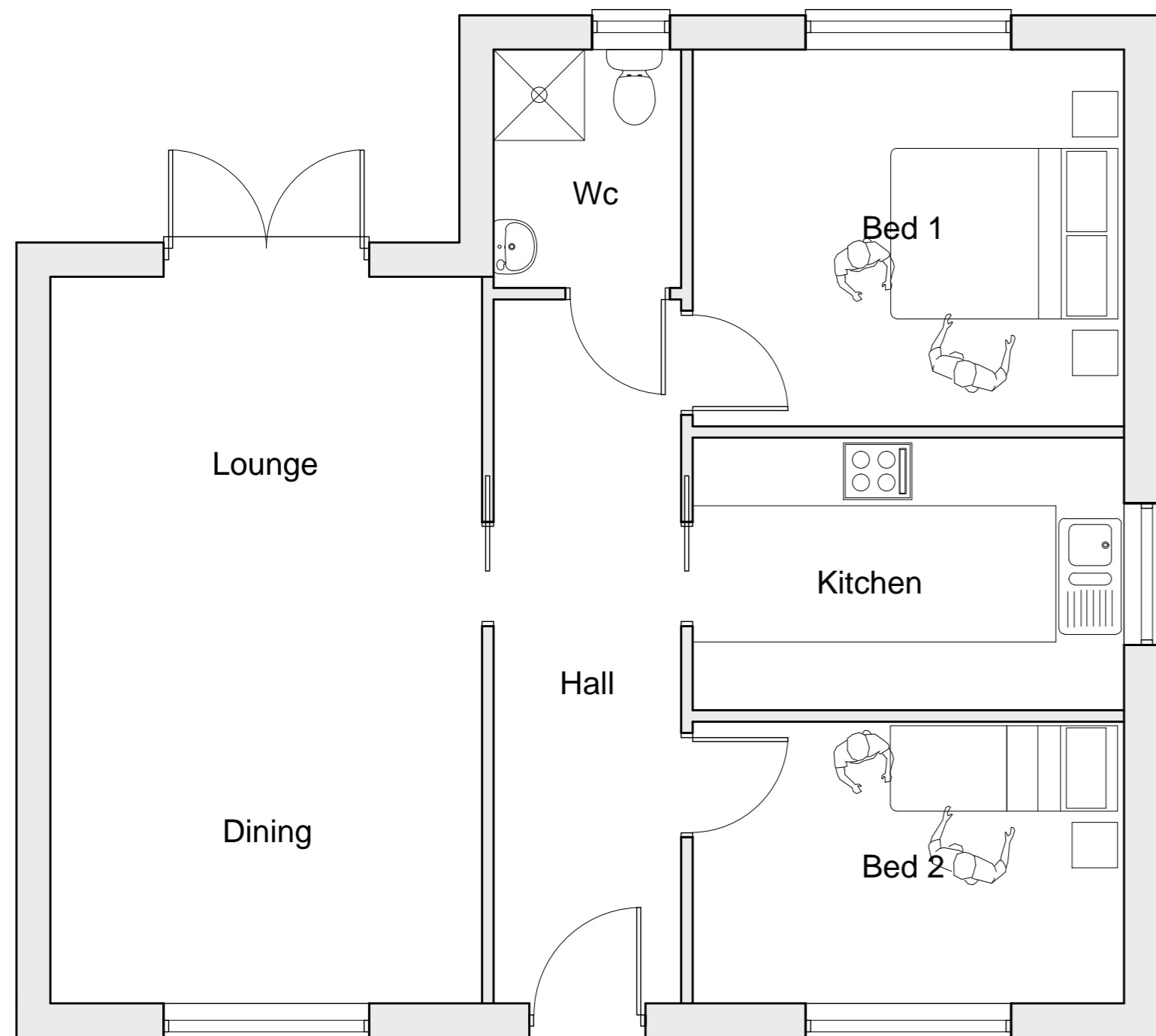
Proposed Side Elevation 1:100



Proposed Rear Elevation 1:100



Proposed Side Elevation 1:100



Proposed Floor Plan 1:50



PROJECT
 PROPOSED BUNGALOW
 SITE
 LAND ADJACENT TO No.1
 OTAGO ROAD
 WHITTLESEY
 PETERBOROUGH
 PE7 1YJ

DRAWING
 PROPOSED DWELLING

CLIENT
 MR S FRADLEY

DATE April 2019 SCALE As Shown JOB No. 6003/02A

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