
F/YR20/0182/O

Applicant: Mr & Mrs Cutteridge

**Agent : Mr Ian Gowler
Gowler Architectural**

Land South Of Norbrown, Hospital Road, Doddington, Cambridgeshire

Erect up to 2 x dwellings (outline application with matters committed in respect of access)

Officer recommendation: Refuse

Reason for Committee: Number of representations contrary to officer recommendation

1 EXECUTIVE SUMMARY

- 1.1 This application is a resubmission of application F/YR19/0667/O which was refused on 23/9/2019. No attempt has been made to address the reasons for refusal which are further strengthened by the publication of the National Design Guide 2019.
- 1.2 The site is considered to be located away from the built footprint of Doddington as set out in Policy LP12 (a) and does not benefit from either being within or adjacent to the existing developed footprint as caveated within Policy LP12.
- 1.3 The development of this site which is located between the hospital site and the residential dwelling known as Norbrown would be at odds with the dispersed nature of the development along Hospital Road and would result in an urbanising effect on this rural area to the significant detriment to the character of Hospital Road.
- 1.4 The development would result in visual harm and intrusion into this countryside location and will be contrary to Policies LP12 and LP16 of the Fenland Local Plan 2014, DM3 of Delivering and Protecting High Quality Environments in Fenland SPD, para 127 of the NPPF 2019 and chapters C1 and I1 of the NDG 2019.
- 1.5 The recommendation is to refuse the application.

2 SITE DESCRIPTION

The application site is at present paddock land enclosed by post and rail fencing, with a small timber outbuilding and an informal gated field access off Hospital Road, the frontage of the site is formed of a high hedge and a number of trees in the north western corner, there are electricity poles running alongside the access. Hospital Road is a single track country lane characterised by high hedges and landscaping along both sides of the road. There are no footpaths only grass verges and a distinct lack of lighting along the road.

3 PROPOSAL

The application seeks outline planning permission for up to 2 dwellings with matters committed in respect of access only.

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

<https://www.fenland.gov.uk/publicaccess/applicationDetails.do?activeTab=documents&keyVal=Q494CMHE0D800>

4 SITE PLANNING HISTORY

F/YR19/0667/O	Erect up to 2 x dwellings (outline application with matters committed in respect of access)	Refused 23/9/2019
NW/67/63/D	Erection of a pavilion	Granted 20/12/1967

5 CONSULTATIONS

5.1 Parish/Town Council

Doddington Parish Council considered the above planning application at their meeting last Wednesday evening and voted to support the application.

5.2 Environment & Health Services (FDC)

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.

5.3 Cambridgeshire County Council Highways Authority

I have no highway objections to the application in principle.

Hospital road is devoid of footways, street lighting and passing bays. FDC should take into consideration the impact of incremental development and the inadequate Highway infrastructure to support further development along Hospital Road.

In the absence of any segregated pedestrian provision along Hospital Road, occupants of the proposed dwellings are likely to have a greater reliance upon the private motor vehicle or will be forced to walk along the carriageway. FDC to consider whether securing some form of footway provision along Hospital Road will meet the conditions test, if not does the absence of a footway provide sufficient justification for this application to be refused on policy grounds.

No highways objections subject to the following conditions

1.) *Standard outline condition*

2.) *Prior to the first occupation of the development the vehicular access where it crosses the public highway shall be laid out and constructed in accordance with detailed plans to be submitted and approved in writing by the Local Planning Authority*

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

5.4 Local Residents/Interested Parties

76 (mostly proforma) support letters have been provided by the applicant's agent, many do not have any reasons for supporting the scheme, comments which were made are as follows:

- *More affordable housing needed/shortage of small/medium sized housing*
- *Village expansion*
- *More housing would benefit the village bringing value to the area*
- *Already extending Doddington to the north in Wood Street. Appropriate development and not excessive, low impact on rest of the village.*
- *Already houses on Hospital Road*
- *Single-storey dwellings with low impact*
- *Plenty of land that isn't being used, attract more interest, nice area for a small development*
- *Enhance the area*
- *Site is easily accessible*
- *No privacy issues for other residents*
- *To support businesses at this end of the village/local economy.*
- *Infill between Hospital Road and Askham House, would not affected anybody's view.*
- *Security, staffing and servicing of the need of a growing business*
- *Within walking distance to local amenities*
- *Many walkers and dog walkers already use the road and the verges are big enough to step out of the way of any approaching vehicle.*
- *Controlled and considerate development*

- 5.5 To clarify, it should be noted that the application is for market housing and a development of this scale would not attract affordable housing provision. The submitted dwelling drawings are indicative only as the appearance of the dwellings does not form part of this application; only the principle of development and access is being considered. The proposal is not in relation to a commercial enterprise.

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

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

National Design Guide 2019

Context - C1 – Understand and relate well to the site, it's local and wider context.

Identity – I1- Respond to existing local character and identity

Movement – M1 – an integrated network of routes for all modes of transport

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

LP12 – Rural Areas Development Policy

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

Delivering and Protecting High Quality Environments in Fenland SPD

DM3 – Making a positive contribution to local distinctiveness and character of the area

8 KEY ISSUES

- **Principle of Development**
- **Character and Appearance**
- **Residential Amenity/Health and wellbeing**
 - **Highways/Parking**
- **Flood Risk**

9 BACKGROUND

9.1 This application is a resubmission of application F/YR19/0667/O which was refused on 23/9/2019 for the following reasons:

1. The site is considered to be an 'elsewhere' location in respect of Policy LP3 and the settlement hierarchy, which seeks to direct development to the most sustainable areas; the proposal does not fall within any of the categories which would be considered acceptable under Policies LP3 and LP12 and is considered to be located within an unsustainable location where future occupants would be reliant on private motor vehicles to access services and facilities. As such the development would be contrary to Policies LP3 and LP12 of the Fenland Local Plan 2014 and the aims of the NPPF 2019.

2. Policy LP16 (d) of the Fenland Local Plan, DM3 of Delivering and Protecting High Quality Environments in Fenland SPD and para 127 of the NPPF 2019 seek to ensure that developments make a positive contribution and are sympathetic to the local distinctiveness and character of the area and do not adversely impact on the landscape character. The development of two dwellings on this site and infilling the space between the hospital site and Norbrow would be at odds with the dispersed nature of the development along Hospital Road and would have an urbanising effect on this rural site, to the significant detriment to the character of the area and contrary to the aforementioned policies.

9.2 No attempt has been made to address the reasons for refusal, the only difference between this and the previous submission is the reduction in the number of bedrooms on the indicative plans, which forms no bearing on the consideration of the application as only access is being committed. The previous reasons for refusal are further strengthened by the publication of the National Design Guide 2019.

10 ASSESSMENT

Principle of Development

- 10.1 Policy LP3 of the Fenland Local Plan identifies Doddington as a 'growth Village' where development and new service provision either within the existing urban area or as a small extension will be appropriate.
- 10.2 The site is located north of Doddington Hospital and to the east of Hospital Road. The site is adjacent to the northern edge of the Doddington Hospital site and given that the Hospital is considered such an anomalous feature in the settlement pattern and which is heavily screened to the north and west, therefore, as set out in the footnote (a) to Policy LP12, it is considered that the site does not benefit from adjoining the built area of Doddington and is therefore considered contrary to Policy LP12 (a) of the Fenland Local Plan 2014.
- 10.3 Policy LP12 defines the developed footprint of the village as the continuous built form of the settlement and excludes:
- a) Individual buildings and groups of dispersed, or intermittent buildings, that are clearly detached from the continuous built-up area of the settlement;
 - b) Gardens, paddocks, and other undeveloped land within the curtilage of buildings on the edge of the settlement where the land relates more to the surrounding countryside than to the built up area of the settlement;
 - c) Agricultural buildings and associated land on the edge of the settlement.
- 10.4 The site is located off Hospital Road, a single track road with no footpaths or street lighting, narrow verges and high hedges either side with open undeveloped areas of land surrounding, hence it is considered to relate more closely to the open countryside than the built form. There are three dispersed dwellings to the north along Hospital Road, however these all obtained planning permission as agricultural dwellings; Norbrown (NR/70/45/D); Woodfield (F/YR04/3004/F) and Cutteridge (F/0790/76/F) further supporting this view. The proposal would not therefore be compliant with Policy LP12 (Part A-D).
- 10.5 Therefore the introduction of 2 market dwellings in this location will be at odds with the prevailing form of development and is clearly contrary to Policy LP3 of the Fenland Local Plan 2014 which only supports development that has a connection with agriculture, horticulture etc. in such a location.
- 10.6 NPPF para 77 sets out that:
"In rural areas, planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs."
- 10.7 No specific evidence has been provided as to why there is a need for housing in this particular area. Such evidence may be a functional need e.g.

agriculture, or for example a rural exception site to bring forward affordable housing. This application seeks permission for two market dwellings.

10.8 NPPF paragraph 78 sets out that;

“To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities”.

It is acknowledged that development should help to enhance or maintain the vitality of rural communities, however given that Doddington is a growth village which has exceeded its growth projection it is difficult to argue that two further dwellings would indeed enhance the vitality of Doddington. Compounding this is the limited opportunities to sustainably access these services with pedestrians and cyclists having to use a single track road with no footpath or lighting which undoubtedly would place a reliance on the use of private motor cars which runs contrary to the aims of the Local Plan and the transport aims of the NPPF.

Character and appearance

- 10.9 Policy LP16(d) requires development to make a positive impact to local distinctiveness and the character of the area and amongst other things should not have an adverse impact on landscape character. Policy DM3(d) of the ‘Making a Positive Contribution to Local Distinctiveness and Character of the Area’ SPD sets out that the character of the landscape, local built environment and settlement pattern should inform the layout, density, proportions, scale, orientation, materials and features of the proposed development, which should aim to improve and reinforce positive features of local identity. It is also a core planning principle in the NPPF that recognises the intrinsic value of the countryside therefore consideration needs to be given to any harm caused.
- 10.10 Notwithstanding the in depth development of the hospital site, which fronts Benwick Road, and has no relationship with Hospital Road, due to significant screening, the pattern of development is open countryside interspersed with sporadic dwellings, Hospital Road itself is a single track lane with high hedges alongside contributing to the distinct rural character as it leads away from the village and the built environment.
- 10.11 The development of two dwellings on this site between the boundary of the hospital site and Norbrown would be at odds with the dispersed nature of the development along Hospital Road and would have an urbanising effect on this rural site, to the significant detriment to the character of the area and contrary to Policy LP16 (d) of the Fenland Local Plan, DM3 of Delivering and Protecting High Quality Environments in Fenland SPD, para 127 of the NPPF 2019 and chapters C1 and I1 of the NDG 2019 which seek to ensure that developments make a positive contribution and are sympathetic to the local distinctiveness and character of the area and do not adversely impact on the landscape character. The retention of the vegetation along the road frontage would not overcome this issue.

Residential Amenity

- 10.12 Whilst layout, scale, external appearance and landscaping are reserved matters, the application site is of such a scale that there is scope for a policy compliant scheme in relation to the impact on residential amenity of Norbrow to the north and the proposed dwellings.

Access and Highways

- 10.13 The site is approximately 230m from Benwick Road, with the potential for pedestrian/cycle and vehicle conflict as there are no footpaths or street lighting along the single track Hospital Road to enable Benwick Road and then the services and facilities within the village of Doddington to be reached safely,. As such the proposal would be contrary to Policy LP2 and LP15 which seek to provide sustainable, adequate and safe access to essential services and chapter M1 of the NDG 2019 which seeks to prioritise pedestrians and cyclists by ensuring that routes are safe, direct, convenient and accessible for people of all abilities and that people should not need to rely on the car for everyday journeys.
- 10.14 Highways comments concur that the location of the site is likely to be reliant on private motor vehicles and suggests that a footpath link is considered, however this would require the widening of the road which would have an urbanising effect on this rural lane and the loss of vegetation which characterises the area.
- 10.15 Highways have no objection to the proposed access into the site and there is potential for the level of on-site parking provision required by Policy LP15 and Appendix A to be achieved.

Flood Risk

- 10.16 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. There are capacity issues in the sewage network leading to the Waste Water Treatment Works in Doddington, hence full details of foul and surface water drainage would be required.

11 PLANNING BALANCE AND CONCLUSION

- 11.1 It is considered that the development will result in significant and demonstrable harm to the character and appearance of the area. The limited benefits derived through the erection of two dwellings are not considered sufficient enough to outweigh this harm, particularly given the location of the dwellings in relation to local services which will likely result in a primary reliance on private motor vehicles contrary to the transport aims of the Local Plan and the NPPF.
- 11.2 The meaningful benefits derived from two market dwellings to the vitality and viability of the nearest settlement would be very modest. Notwithstanding this, there appears to be no demonstrable need for dwellings in this location which is located away from the village of Doddington. Nor has any argument been made which could justify the dwellings being considered as essential in the countryside.

- 11.3 The proposal is therefore considered to constitute unsustainable development due to an unacceptable harm to the character of the area and the introduction of dwellings in an unsustainably linked area having regard to the development plan when taken as a whole. Likewise the development is considered to conflict with the design and overall sustainability aims as set out in the NPPF.

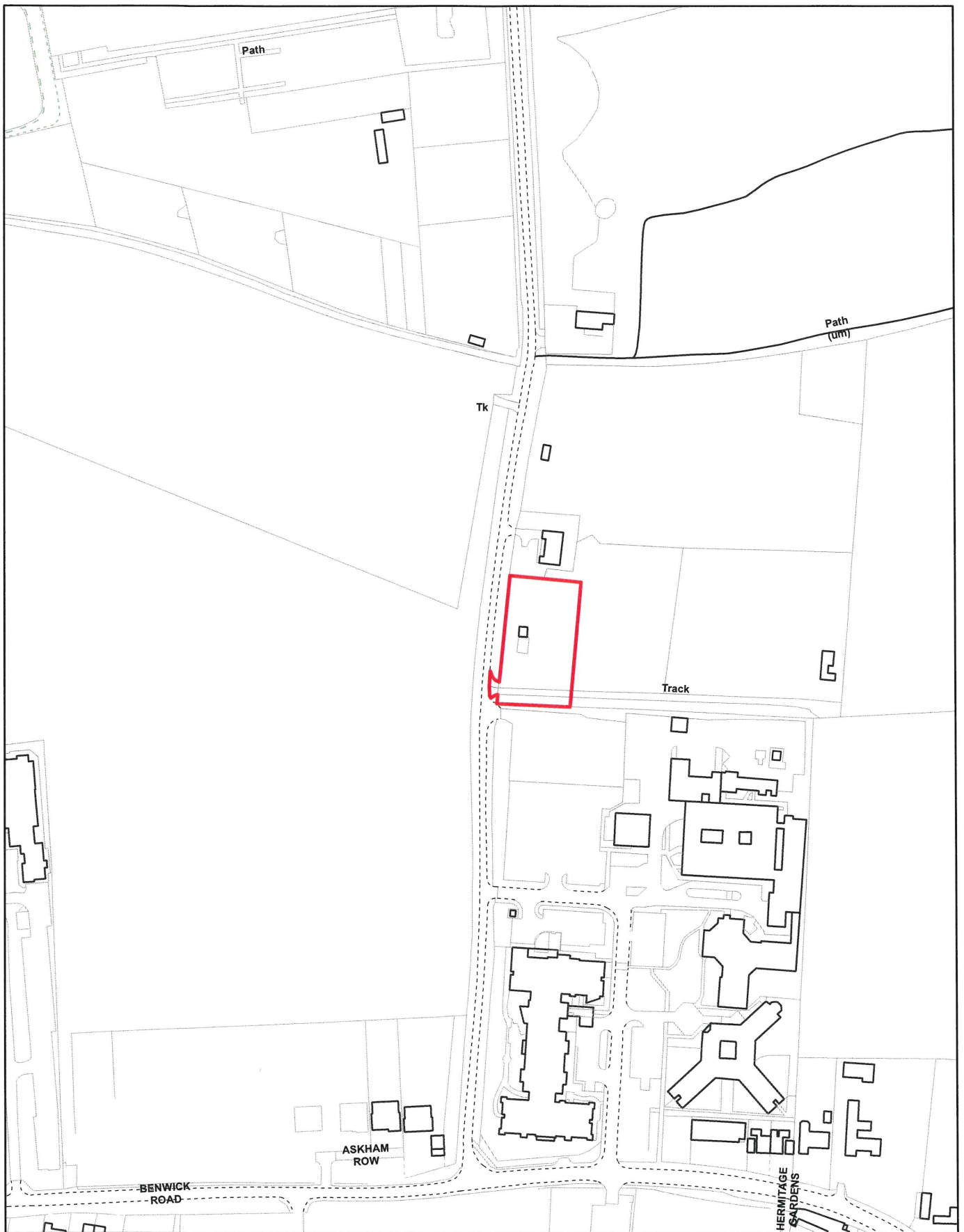
12 RECOMMENDATION

Refuse for the following reasons:

- 1 The site is considered to be located within an unsustainable location where future occupants would be reliant on private motor vehicles to access services and facilities due to the lack of footpaths and street lighting, as such it would not provide a suitable location for housing. Consequently, it also conflicts with Policy LP15 of the FLP, which requires development to be located so that it can maximise accessibility, help to increase the use of non-car modes and provide safe access for all, giving priority to the needs of pedestrians.

The development is therefore contrary to Policies LP3, LP12 and LP15 of the Fenland Local Plan 2014 and the aims of the NPPF 2019 and NDG 2019.

- 2 Policy LP16 (d) of the Fenland Local Plan, DM3 of Delivering and Protecting High Quality Environments in Fenland SPD, para 127 of the NPPF 2019 and chapters C1 and I1 of the NDG 2019 seek to ensure that developments make a positive contribution and are sympathetic to the local distinctiveness and character of the area and do not adversely impact on the landscape character. The development of two dwellings on this site between the hospital site and Norbrow would be at odds with the dispersed nature of the development along Hospital Road and would have an urbanising effect on this rural site, to the significant detriment to the character of the area and contrary to the aforementioned policies.



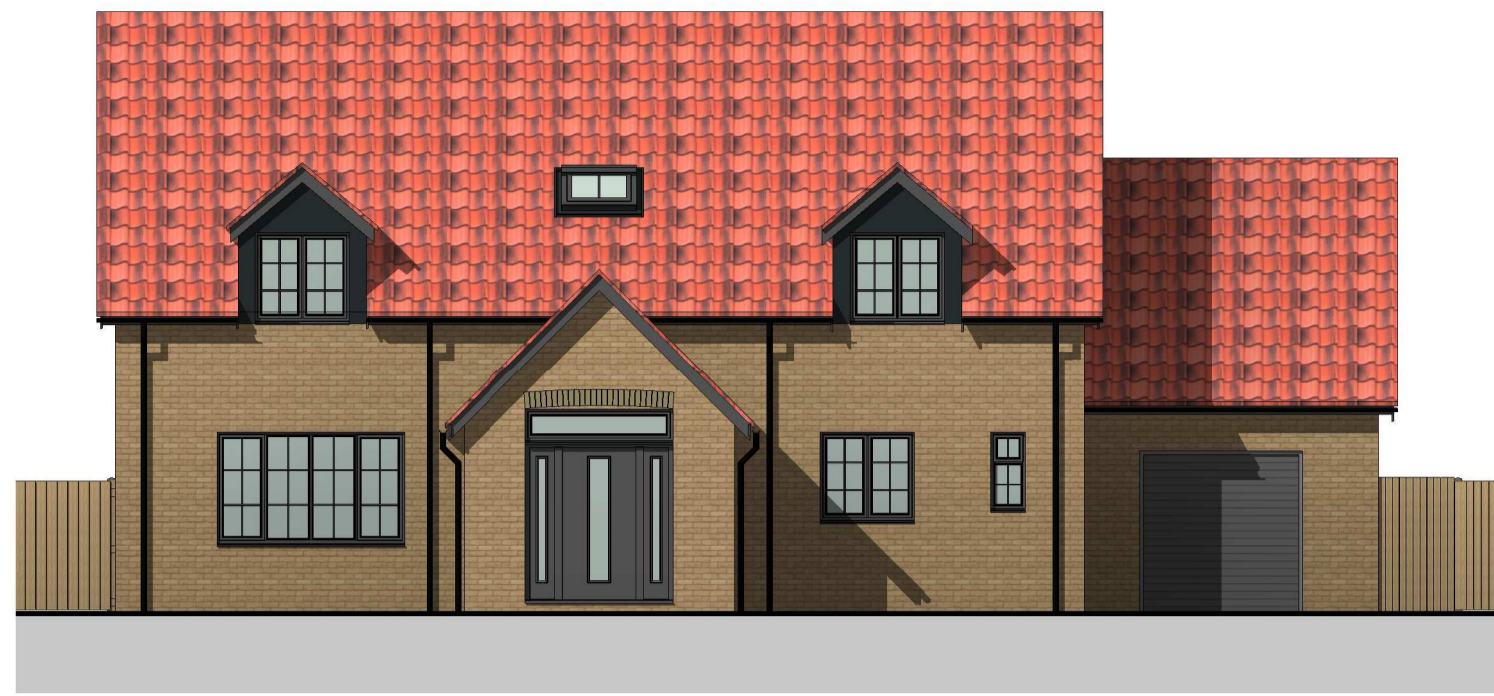
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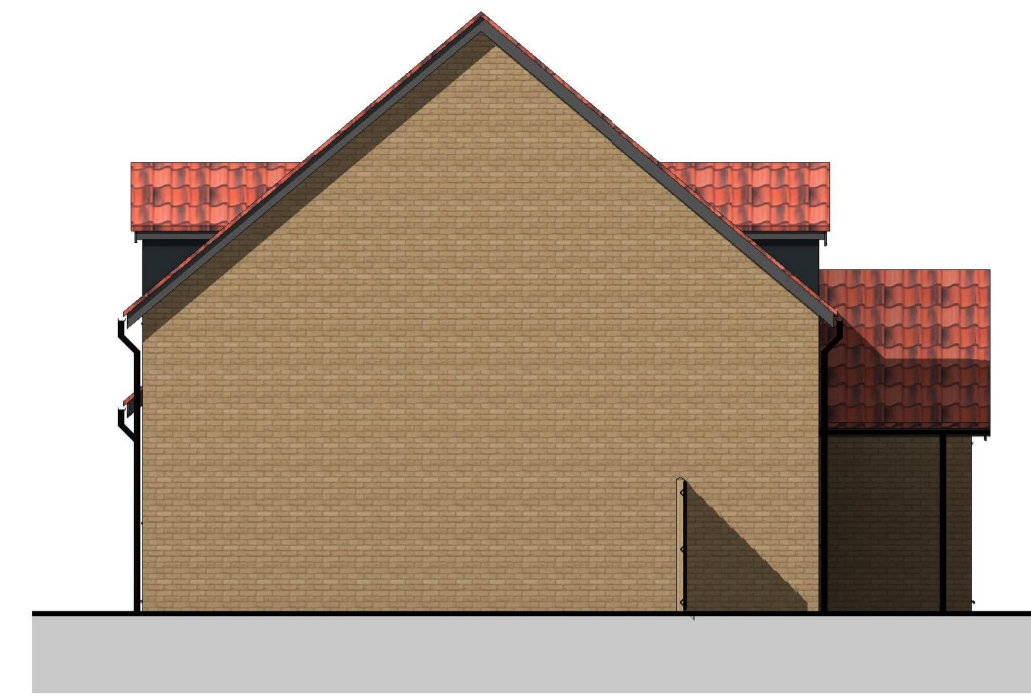




Indicative Planning Proposed Front
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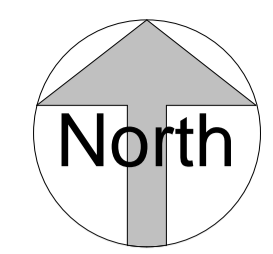
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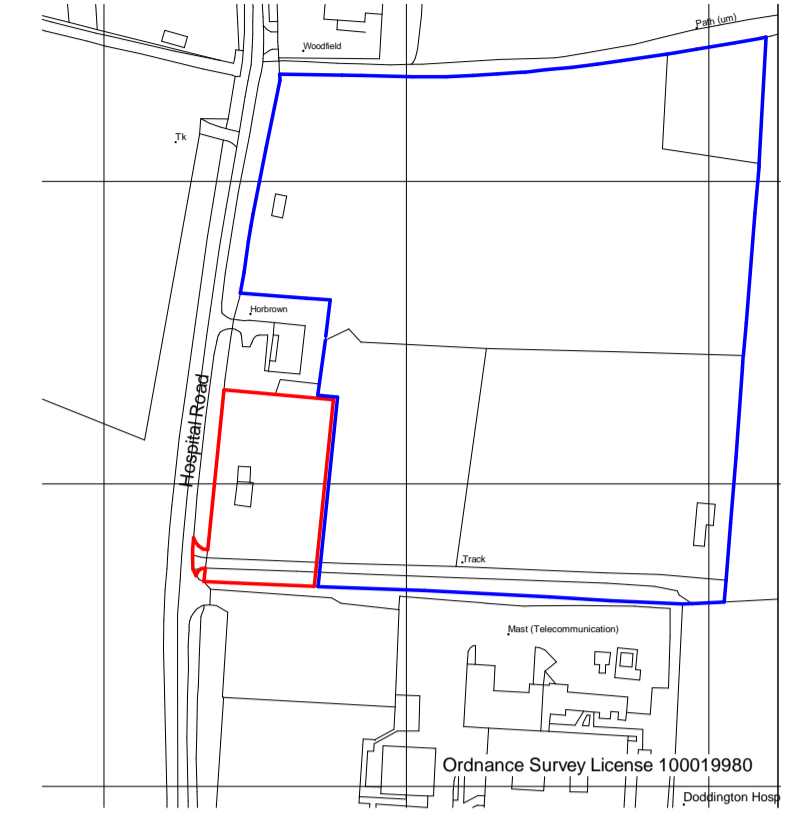
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Scale 1:100



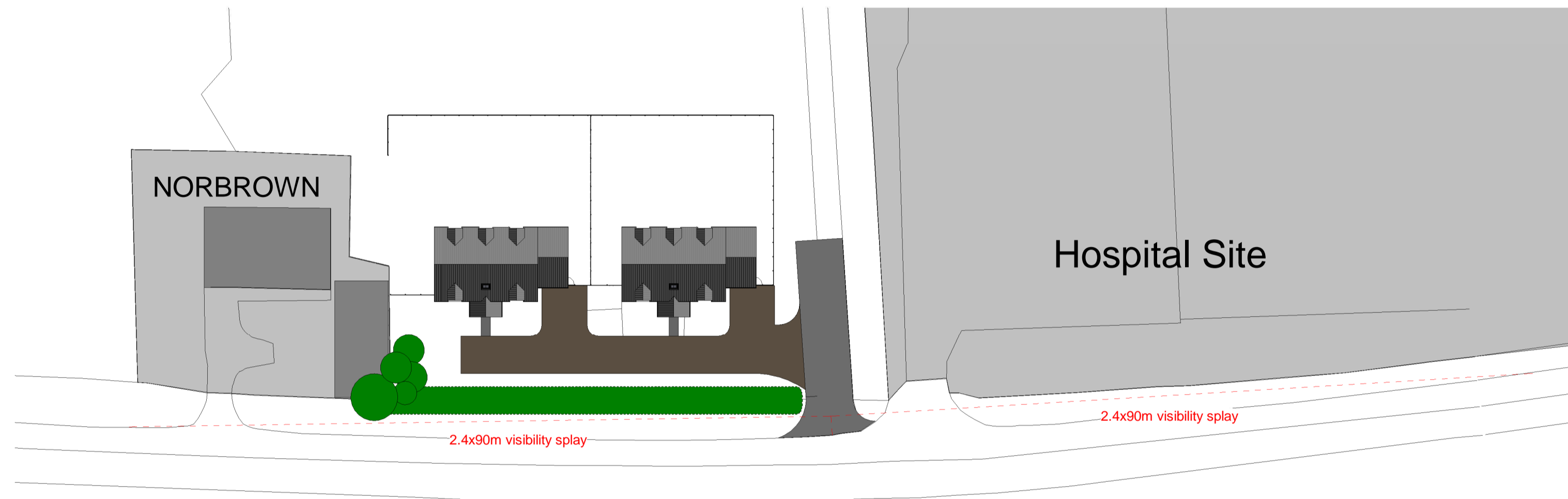
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Scale 1:100



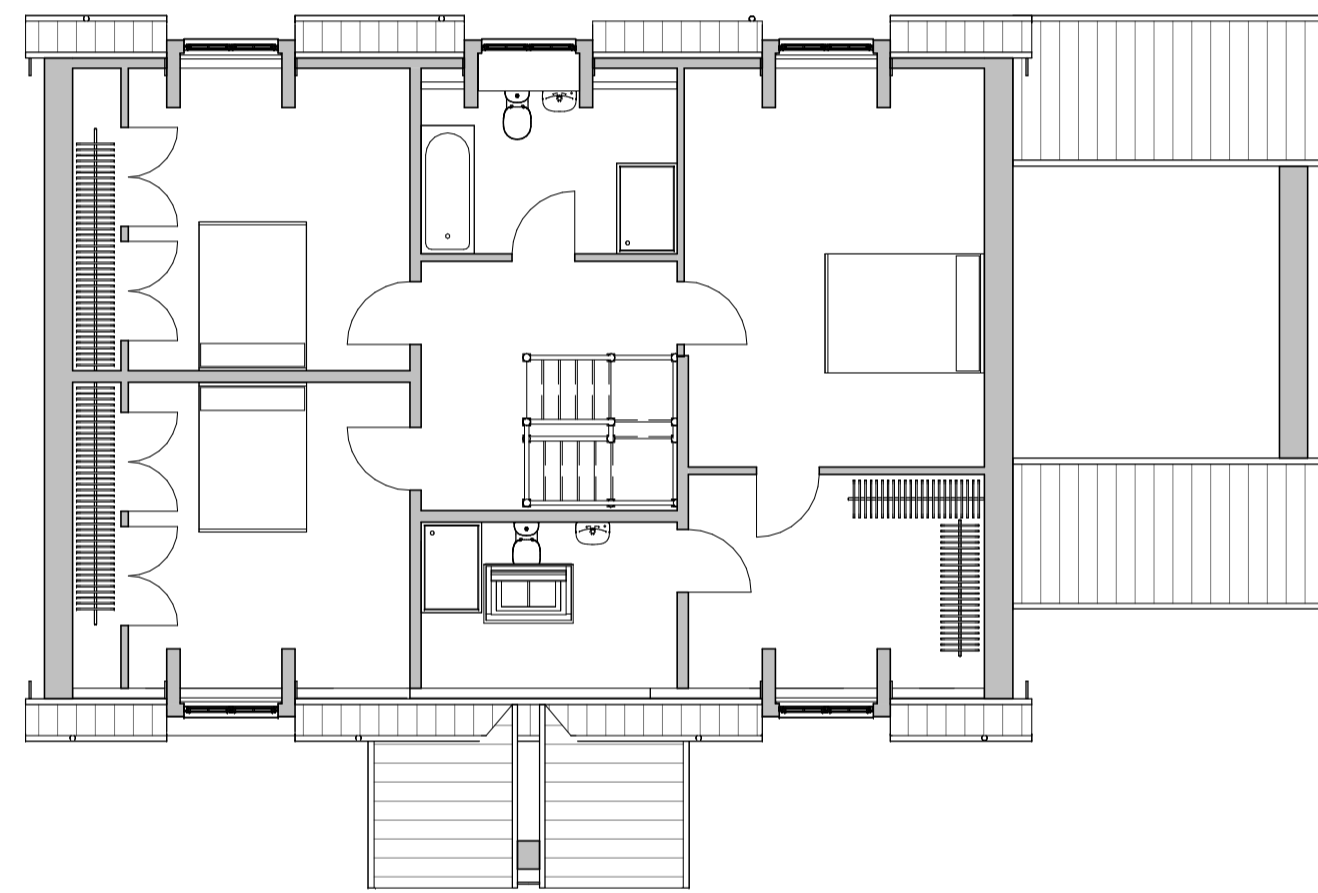
Notes
Any discrepancies to be brought to attention of Author as soon as possible.
All dimensions shown in "mm" unless otherwise shown.
Unless stated otherwise, this drawing has been assessed for risks and nothing is deemed to be outside of normal good safe working practice that would be covered by a contractors Construction Phase Health and Safety Plan.
Do note scale from this drawing.



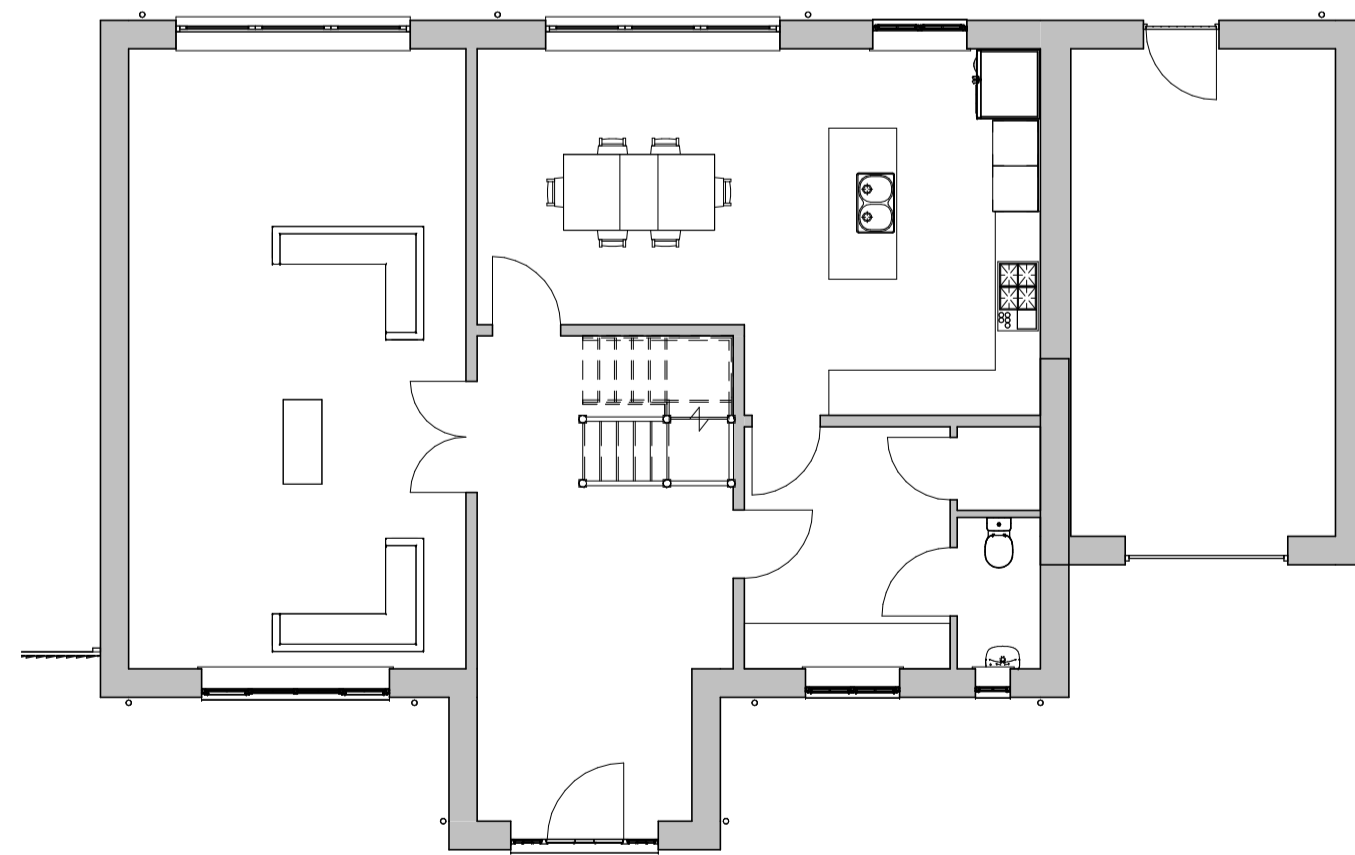
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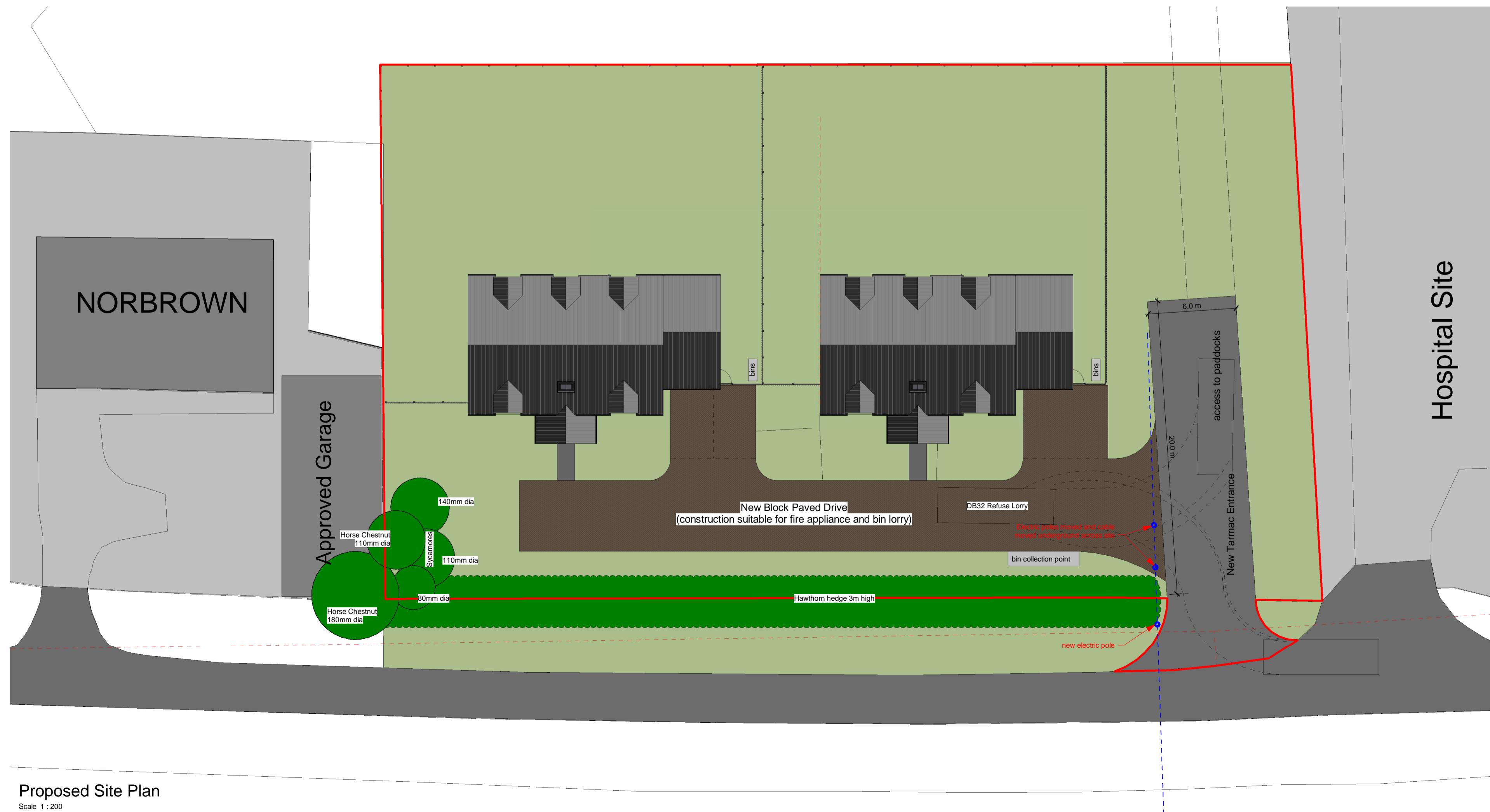
Visibility Splay
Scale 1:500



Proposed First Floor
Scale 1:100



Proposed Ground Floor
Scale 1:100



Proposed Site Plan
Scale 1:200

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Proposed Development of 2 Dwellings at
Land South Norbrow for Mr and Mrs
Cutteridge

Planning Drawing

date created 25/06/19	scale As indicated @ A1	drawing no. 319 - P02	rev
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