
F/YR20/1077/F

Applicant: Mr & Mrs Sutton

Agent : PDG Architects

Land East Of 54 High Causeway Fronting, Spire View, Whittlesey, Cambridgeshire

Erect a 3-bed single-storey dwelling involving demolition of an outbuilding within a Conservation Area

Officer recommendation: Refuse

Reason for Committee: Referred by the Head of Planning on advice of the Committee Chairman

1 EXECUTIVE SUMMARY

- 1.1 This proposal for a bungalow would be an extension to the Spire View new development off Cemetery Road in Whittlesey. At present it is part of the rear garden of No 54 High Causeway which backs onto Spire View.
- 1.2 In 2019, the Spire View development was extended into the rear gardens of No 54 and No 56 High Causeway when permission was granted for an additional 3 bungalows.
- 1.3 This was considered acceptable as the gardens were long, plus the outbuildings and vegetation provided screening. This protected the character of the area which is part of Whittlesey Conservation Area and caused limited harm to the setting of No 56 which is grade II listed and No 54 which is a Building of Local Importance.
- 1.4 This proposal will result in the loss of the separation distance between these heritage assets and the new development on Spire View which will cause harm to the setting of these buildings, and the conservation area. In this instance the public benefit of the provision of one additional dwelling would not outweigh that harm as set out in paragraph 196 of the NPPF.
- 1.5 When viewing the site and proposed bungalow from Spire View, the proposed development is also considered to be at odds with the adjacent 2 storey dwellings and bungalows resulting in an incongruous form of development.
- 1.6 For the above reasons the proposal is recommended for refusal as it would be contrary to Policies PL16 and LP18 of the Fenland Local Plan 2014.

2 SITE DESCRIPTION

- 2.1 This application site is part of the rear garden to No 54 High Causeway which currently contains an outbuilding, greenhouse and other domestic paraphernalia. It is at the bottom of (and will be accessed from) a new cul de sac of new dwellings known as Spire View off Cemetery Road. The location of the application site is such that it is between No 22 (a new bungalow) and No 23 (a new 2 storey dwelling).

- 2.2 The site lies within Whittlesey Conservation Area and the host dwelling is a Building of Local Importance. It is also within the setting of No. 56, a Grade II listed building. The site is within Flood Zone 1.

3 PROPOSAL

- 3.1 This application is for the erection of a 3-bed single storey dwelling within the rear garden of No 54 involving the demolition of the outbuilding. The dwelling will result in a further extension to the recent development of land behind the Fire Station on Cemetery Road and to the west of 27-31 Cemetery Road, known as Spire View. This was for twenty dwellings granted under F/YR16/0704/O and F/YR18/0353/RM. In 2019, 3 more dwellings were granted permission under F/YR19/0514/F, involving the subdivision of this same garden and the adjacent garden (No 56). Both these properties benefitted from long rear gardens (east/west).
- 3.2 The application is in full for an “L” shaped bungalow with 3 bedrooms and an open plan lounge/ kitchen/ dining area. The roof will be tiled and the walls will be red brick with black weatherboarding, similar to the bungalows to the east. An area of private amenity space will be provided to the rear (west) of the bungalow. An off-road parking area (3m x 12m) is to be provided adjacent to the bungalow.
- 3.3 The supporting information states that the applicant and current owners of 54 High Causeway need single storey accommodation and plan to move into the new dwelling. It also states that the layout of the dwelling has been designed to continue the street scene of the adjoining new residential development

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

<https://www.fenland.gov.uk/publicaccess/applicationDetails.do?activeTab=documents&keyVal=QJ7YKCHE01U00>

4 SITE PLANNING HISTORY

F/YR20/3008/COND	Details reserved by conditions 2 (archaeology) and 6 (ground levels) of planning permission F/YR19/0514/F (Erect 3 x dwellings (2 x single-storey 3-bed and 1 x single-storey 2-bed)) Land East Of 54-56 High Causeway Accessed From Cemetery Road	Approved	05.03.2020
F/YR19/0514/F	Erect 3 x dwellings (2 x single-storey 3-bed and 1 x single-storey 2-bed) Land East Of 54-56 High Causeway Accessed From Cemetery Road	Granted	25.10.2019
F/YR19/0222/NONMAT	Non-material amendment: change window to French doors to rear elevations relating to planning permission F/YR18/0929/F (Erection of 4 x single-storey 2-bed dwellings) Plots 15 – 18 Land West Of 27 – 31 Cemetery Road	Approved	17.04.2019
F/YR18/3062/COND	Details reserved by conditions 4, 6, 8, 9, 10, 11, 12, 13, 14, 16 and 17 of planning permission F/YR16/0704/O (Erection of 20 dwellings (Outline application with matters committed in respect of access and layout)) Land West Of 27 - 31 Cemetery Road	Approved	07.09.2018
F/YR18/0353/RM	Reserved Matters application relating to detailed matters of appearance, landscaping and scale pursuant to outline permission F/YR16/0704/O for the erection 20 dwellings comprising of 5 x 2-bed 11 x 3-bed and 2 x 4-bed two storey houses and 2 x 1-bed single storey bungalows Land West Of 27 - 31 Cemetery Road	Approved	26.08.2018
F/YR18/0929/F	Erection of 4 x single-storey 2-bed dwellings Plots 15 – 18 Land West Of 27 – 31 Cemetery Road	Granted	02.01.2019
F/YR16/0704/O	Erection of 20 dwellings (Outline application with matters committed in respect of access and layout) Land West Of 27 - 31 Cemetery Road	Granted	09.08.2017
F/YR11/0587/EXTIME	Erection of 13 x 2-bed bungalows (including 7 chalet bungalows) with garages (renewal of planning permission F/YR05/0708/F) Land West Of 27 - 31 Cemetery Road	Granted	24.10.2011
F/YR05/0708/F	Erection of 13 x 2-bed bungalows (including 7 chalet	Granted	27.07.2006

5 CONSULTATIONS

5.1 Whittlesey Town Council- no objection and therefore recommend approval

5.2 North Level IDB- no comment to make

5.3 CCC Highways *The proposal results in no material highway impact. I have no highway objections.*

5.4 FDC Conservation Officer

This application concerns the erection of a 3-bed single storey dwelling involving the demolition of an outbuilding within a conservation area at land to the east of 54 High Causeway in Whittlesey. The dwelling will effectively be an extension of a recent development at land west of 27-31 Cemetery Road, Whittlesey for twenty dwellings under F/YR16/0704/O and F/YR18/0353/RM, and 3 further dwellings granted permission under F/YR19/0524/F. The site lies within Whittlesey Conservation Area and adjacent to the rear gardens and therefore within the setting of No. 56, a grade II listed building, and No. 54, a Building of Local Importance.

Consideration is therefore given to the impact of the proposal on the architectural and historic interests of a listed building with special regard paid to the desirability of preserving the building or its setting or any features of special architectural or

historic interest which it possesses according to the duty in law under S66 Planning (Listed Buildings and Conservation Areas) Act 1990.

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

The proposal put forward is not acceptable. The following comments are made:

The proposal seeks to erect a further non-descript dwelling within the garden of the properties mentioned above, effectively as an extension to the existing development site. The site is regrettably dense and its proximity to the boundary of the conservation area has impacted on views into and out of the area as well as the character and appearance of it. It was deemed that the three dwellings constructed under F/YR19/0524/F would not have any additional impact on the character or appearance of the conservation area but that there would be some limited impact on the setting of both the listed building (No. 56) and the BLI (No. 54), but that this impact would be minimised by screening provided by trees and existing outbuildings within the plots as well as the considerable length of the plots themselves, which provided a clear amenity space for the properties in question, and an effective buffer zone from the new development. This further development will encroach directly into the garden of No. 54 thereby effectively removing that buffer zone and removing the screening of the outbuilding itself, along with the trees and shrubs, which appear to have been lost since the last phase of development.

The heritage statement submitted in support of the application fails to recognise the importance of setting, stating instead that “the land to the rear is not visible, therefore does not contribute to their character”. On the contrary, visibility is not the only factor when considering setting and the long plots of both these buildings contribute quite significantly to their character, as they are representative and reflective of a traditional mediaeval burgage plot – or at the very least a continuation of that tradition of subsistence gardens to the rear of properties, as can be seen from historic mapping. They are certainly key in acting as a buffer between the heritage assets (both designated and undesignated) and the new build development. The statement has therefore failed to meet the requirements of the NPPF paragraph 189, as it has failed to recognise the significance of the assets, the contribution made by their setting and therefore the impact of the proposal.

To encroach within this space with a modern development would harm this setting and therefore the significance of No. 54 and that of No. 56 (Listed Building). If approved, it would set an uncomfortable precedent for the piecemeal erosion of setting. Furthermore, it has been put forward as part of the application that the requirement for the new build is due to a need for single storey accommodation for the owners of No. 54. It is not clear that it necessarily follows that the solution is for an incongruous new build in the garden rather than a purchase of one of the approved bungalows on the Spire View development, or indeed any other bungalow as part of the usual market process.

It is felt therefore, that the impact has not been sufficiently understood or described, and insufficient justification offered in terms of public benefit to outweigh the harm now identified as per paragraph 196 and 197 of the NPPF.

RECOMENDATION: REFUSE.

5.5 FDC Environmental Health

There are no implications for local air quality with this proposal.

There are no implications with noise being created by this proposal and there are no local noise sources which could adversely affect the house and occupants.

There are no issues with ground contamination and no known former contaminative use of the site. However, the roof to the building to be demolished. I would recommend the attachment of the standard unsuspected land contamination condition.

UNSUSPECTED CONTAMINATION

CONDITION: If during development, contamination not previously identified, is found to be present at the site then no further development (unless otherwise agreed in writing with the LPA) shall be carried out until the developer has submitted, and obtained written approval from the LPA, a Method Statement detailing how this unsuspected contamination shall be dealt with.

REASON: To ensure that the development complies with approved details in the interests of the protection of human health and the environment.

Consequently, there are no objections to this proposal, subject to the attachment of the above condition.

5.6 Local Residents/Interested Parties

None received

6 STATUTORY DUTY

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

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

7 POLICY FRAMEWORK

National Planning Policy Framework (NPPF)

Paragraphs 192-202

National Planning Practice Guidance (NPPG)

National Design Guide 2019

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;

LP11 – Whittlesey;

LP16 – Delivering and Protecting High Quality Environments across the District

LP18 – The Historic Environment

8 KEY ISSUES

- **Principle of Development**
- **Character of Area and Heritage Assets**

- **Residential Amenity**

9 ASSESSMENT

Principle of Development

- 9.1 The site is previously developed land (residential curtilage) within the built framework of Whittlesey where new housing development can be supported (Policy LP3). Therefore, the principle of the development could be supported, but this is subject to there being no detrimental impact on the heritage assets, residential amenity and the character of the area as set out below.

Character of Area and Heritage Assets

- 9.2 Policies LP16 and LP18 of the Fenland Local Plan seek to protect and enhance heritage assets. Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 are also relevant. This application concerns the erection of a 3-bed single storey dwelling involving the demolition of an outbuilding within a conservation area at land to the east of 54 High Causeway. The site lies within Whittlesey Conservation Area and adjacent to the rear gardens and therefore within the setting of No. 56, a grade II listed building, and No. 54, a Building of Local Importance (BLI).
- 9.3 Consideration is therefore given to the impact of the proposal on the architectural and historic interests of a listed building with special regard paid to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses according to the duty in law under S66 Planning (Listed Buildings and Conservation Areas) Act 1990.
- 9.4 Consideration is given to the impact of this proposal on the character and appearance of Whittlesey Conservation Area with special attention paid to the desirability of preserving or enhancing the character or appearance of that area according to the duty in law under S72 Planning (Listed Buildings and Conservation Areas) Act 1990.
- 9.5 The proposal seeks to extend the Spire View development further by erecting another dwelling within the garden of No 54. The 2019 permission for 3 bungalows also extended Spire View into the rear garden of No 54 (and No 56).
- 9.6 In 2019 it was considered that the 3 bungalows would not have any additional impact on the character or appearance of the conservation area. However, it was noted that there would be some limited impact on the setting of both the listed building (No. 56) and the BLI (No. 54), but that this impact would be minimised by screening provided by trees and existing outbuildings within the rear gardens as well as the considerable length of the plots themselves, which created an effective buffer zone from the new development.
- 9.7 This proposal will encroach directly into that buffer zone, reduce the length of the rear garden to No 54 and also remove one of the outbuildings within the garden of No. 54 thereby diminishing the buffer zone and screening provided by the outbuilding along with the trees and shrubs.
- 9.8 The Conservation Officer considers that the Heritage Statement submitted in support of the application fails to recognise the importance of setting, stating instead that “the land to the rear is not visible, therefore does not contribute to their character”. Visibility is not the only factor when considering setting and the long plots associated with No 54 (and No 56) contribute quite significantly to their

character, as they are representative and reflective of a traditional mediaeval burgage plot or at the very least a continuation of that tradition of subsistence gardens to the rear of properties, as can be seen from historic mapping.

- 9.9 With the Spire View development, these long rear gardens are key in acting as a buffer between the heritage assets and the new development. To encroach within this space with a modern development would harm this setting and therefore the significance of No. 54 and that of No. 56 (Listed Building).
- 9.10 With regard to the personal circumstances stated in the application, it has been put forward that the requirement for the new build is due to a need for single storey accommodation for the owners of No. 54. In this instance, it is not clear why this is the only option available to the applicants. Other options would include the purchase of one of the approved bungalows on the Spire View development, or another bungalow as part of the usual market process.
- 9.11 It is therefore considered that the impact of the proposal has not been sufficiently understood or described, and insufficient justification offered in terms of public benefit to outweigh the harm now identified as per paragraph 196 and 197 of the NPPF.
- 9.12 Policy LP16 of the Fenland Local Plan 2014 also requires new development to deliver and protect high quality environments and make a positive contribution to the street scene. The western end of the Spire View cul de sac consists of two large detached dwellings which provide a focal point at this end of the development. The application site currently provides a satisfactory visual break between these large houses and the new bungalows along the northern side of Spire View. The loss of this separation and the erection of an " L" shaped bungalow with relatively no frontage would be visually jarring, give the appearance of being a cramped form of development and would be at odds with the existing street scene.
- 9.13 The proposal is therefore considered to be contrary to Policies LP16 and LP18 of the Fenland Local Plan 2014 and Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, and paragraphs 196 and 197 of the NPPF. In addition, the proposal would not make a positive contribution to the street scene which would be contrary to Policy LP16 of the Fenland Local Plan 2014.

Residential Amenity

- 9.14 Policy LP2 and LP16 seek to ensure that development does not adversely affect the amenity of neighbouring users and future occupiers.
- 9.15 The bungalow will be sited between Nos 22 and 23 Spire View. No 23 is a 2 storey property at right angles to the new bungalow. There is an en-suite window within this elevation which has the potential to provide some overlooking into the rear garden of the new bungalow. However, this is not considered to be significantly harmful. The new bungalow will be located sufficient distance from the host property No 54 so as to protect the amenity of the occupiers of the host dwelling and the new bungalow. Similarly, a sufficient amount of private amenity space and parking are to be provided. The proposal is therefore considered to comply with these aspects of Policies LP2 and LP16.
- 9.16 The access road Spire View is not adopted and owned by Rose Homes. It is unclear what the arrangements are for refuse collection. However, this could be secured by planning condition.

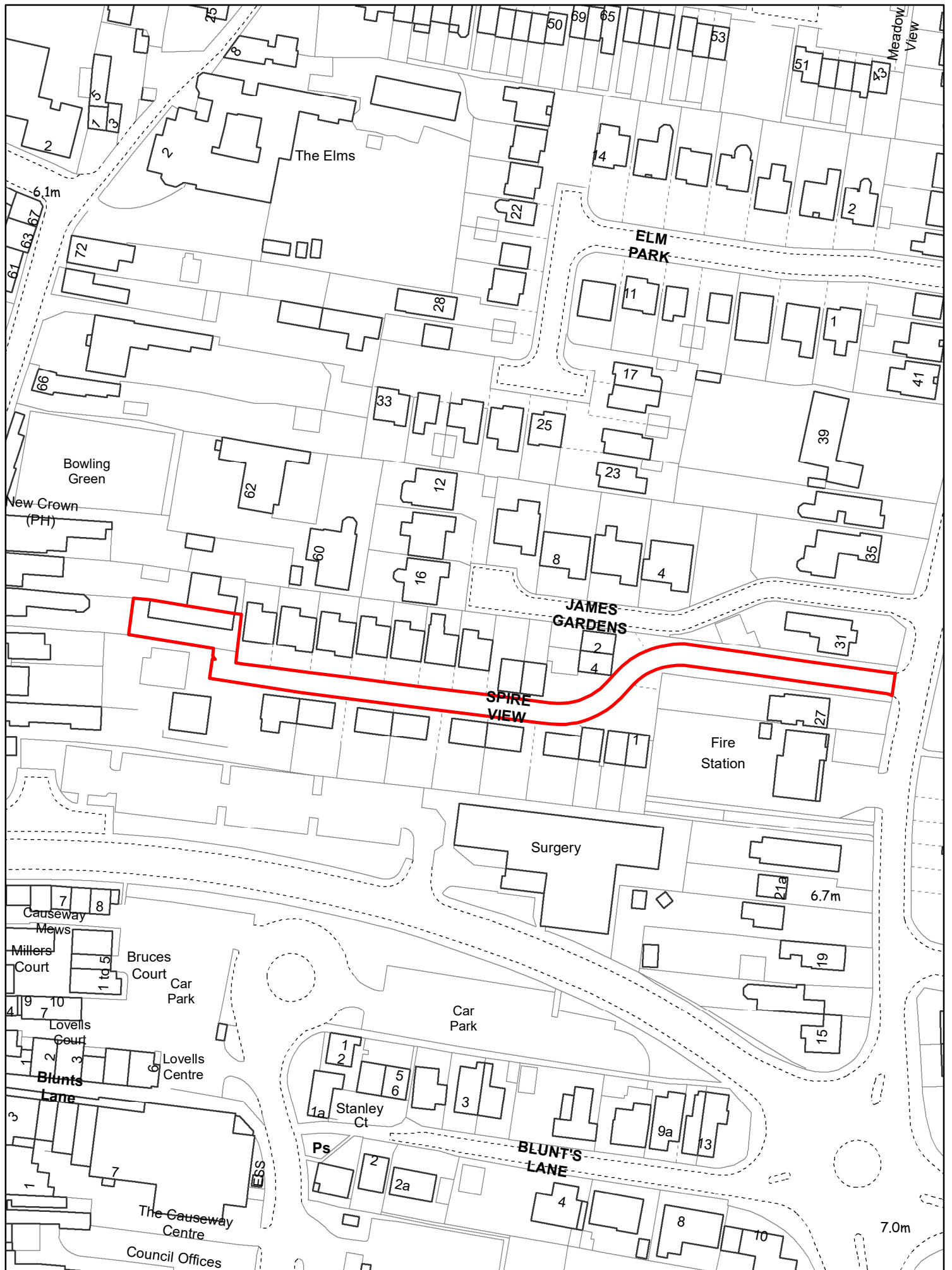
10 CONCLUSIONS

- 10.1 For the reasons set out above, the proposal is considered to be contrary to Policies LP16 and LP18 of the Fenland Local Plan 2014 and Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Where a development proposal will lead to harm to the significance of designated heritage assets, this harm should be weighed against the public benefit of a proposal. In this instance the provision of one additional dwelling does not outweigh the harm caused as set out in paragraphs 196 and 197 of the NPPF
- 10.2 In addition, the proposal would not make a positive contribution to the street scene which would be contrary to Policy LP16 of the Fenland Local Plan 2014.

11 RECOMMENDATION

Refuse

1	Policies LP16 and LP18 of the Fenland Local Plan 2014 seek to protect and enhance heritage assets. The proposal would contribute to the piecemeal erosion of the character of the Whittlesey Conservation Area and the loss of the separation and buffer between the heritage assets and the previously approved new development at Spire View. This would impact detrimentally and cause harm to the setting of No. 56, a Grade II listed building, and No. 54, a Building of Local Importance and the Whittlesey Conservation Area. This would be contrary to Policies LP16 and LP18 of the Fenland Local Plan 2014, and paragraphs 189-196 of the NPPF.
2	Policy LP16 of the Fenland Local Plan 2014 requires new development to deliver and protect high quality environments and make a positive contribution to the street scene. The western end of the cul de sac consists of two large detached dwellings which provide a focal point at this end of the development. The application site currently provides a satisfactory visual break between these large houses and the new bungalows along the northern side of Spire View. The loss of this separation and the erection of an " L" shaped bungalow with relatively no frontage would be visually jarring, give the appearance of being a cramped form of development and would be at odds with the existing street scene. The proposal would not make a positive contribution to the street scene which would be contrary to Policy LP16 of the Fenland Local Plan 2014.



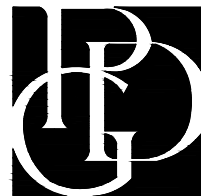
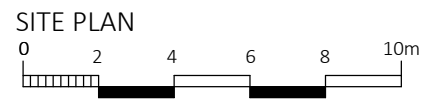
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F/YR20/1077/F

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NEW DWELLING TO REAR OF 54 HIGH CAUSEWAY
 FOR MR & MRS SUTTON
 EXISTING SITE PLAN

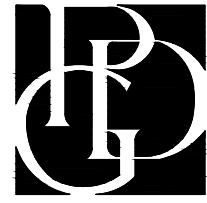
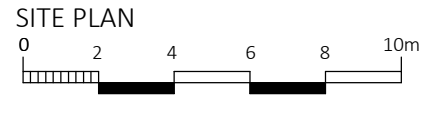
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Date: Oct 2020
 Dwg No: 20027/PL02

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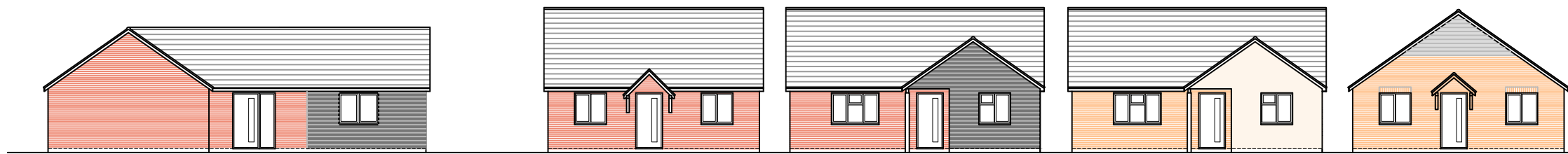
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- Path - Concrete Footway Slabs
Bradstone Peak Riven in Buff - 600mm
- Patio - Concrete Footway Slabs
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- Soft Landscaping
- G Gate 1800mm High
- New 1800mm High Close Boarded Fence
- Existing Fence



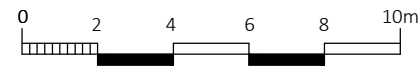
**NEW DWELLING TO REAR OF 54 HIGH CAUSEWAY
FOR MR & MRS SUTTON
PROPOSED SITE PLAN**

Scale: 1:200@A3 Date: Oct 2020
Drawn: EAL Dwg No: 20027/PL03

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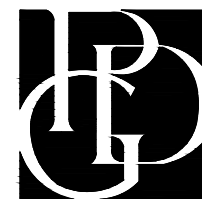
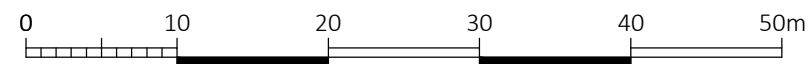
STREET ELEVATION (1:200) A-A
SPIRE VIEW

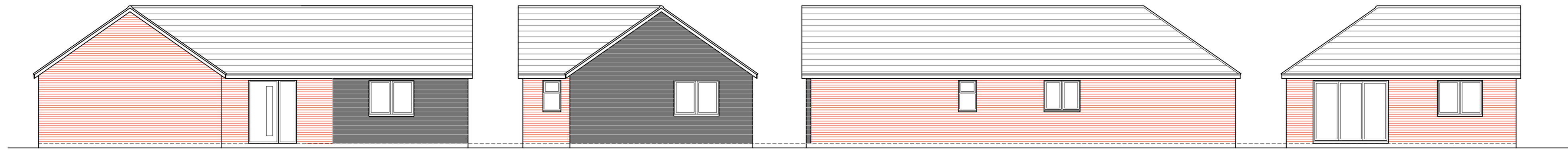


STREET ELEVATION (1:200) B-B
SPIRE VIEW



SITE PLAN 1:500





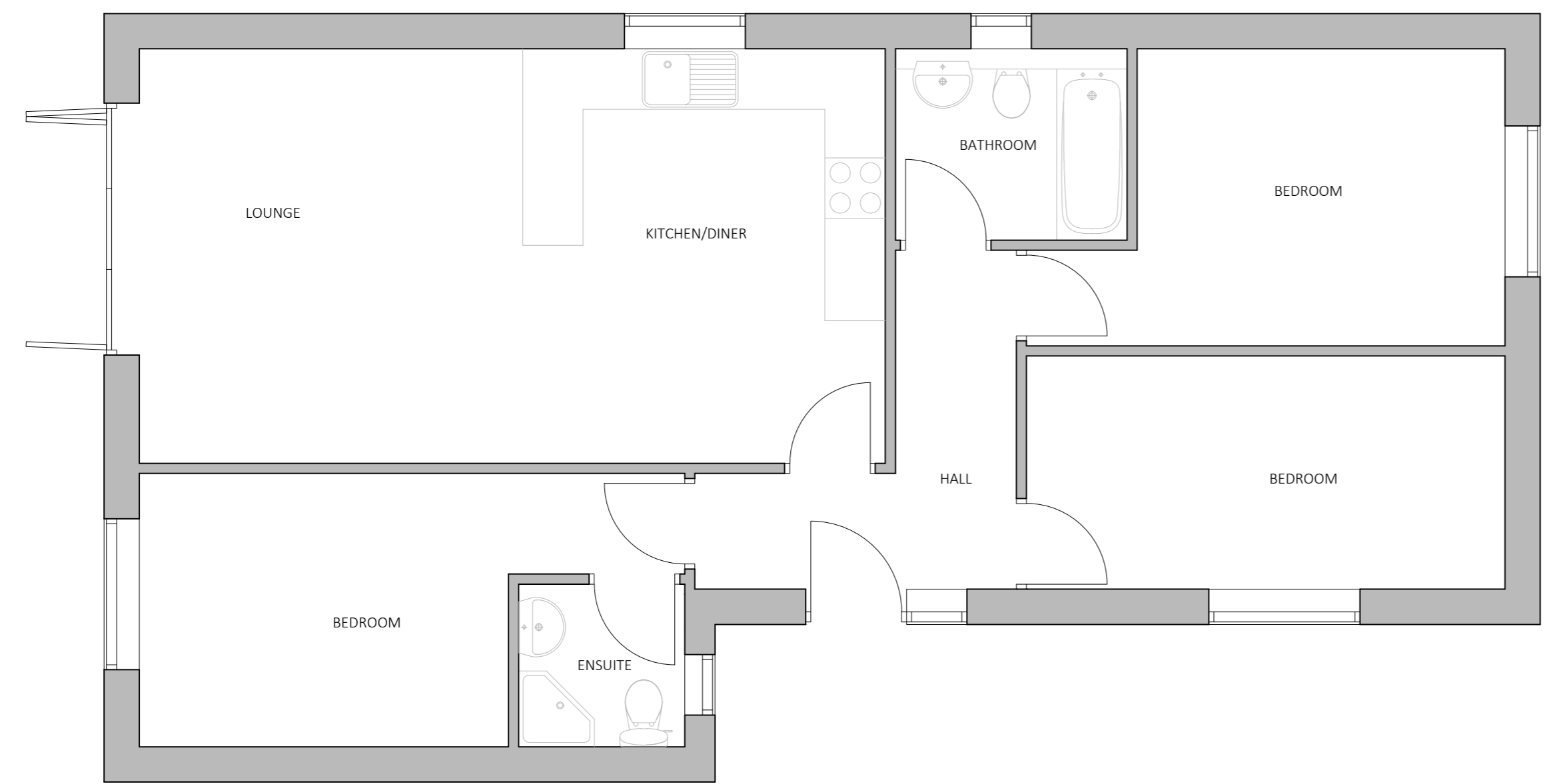
SOUTH ELEVATION 1:100
 0 1 2 3 4 5 6 7 8 9 10m

EAST ELEVATION

NORTH ELEVATION

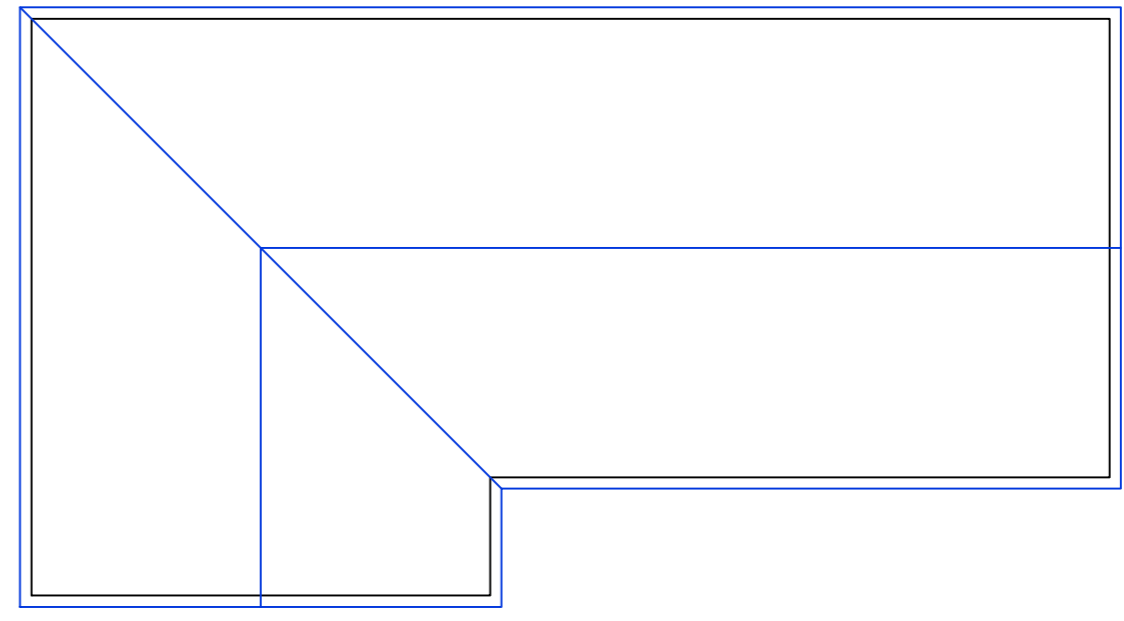
WEST ELEVATION

- Tiles
- Red Brick
- Hardieplank (Black)
- Grey Windows and Doors



GROUND FLOOR PLAN 1:50

0 1 2 3 4 5m



ROOF PLAN 1:100

0 1 2 3 4 5 6 7 8 9 10m