
F/YR21/1522/O

Applicant: Mr & Mrs Cutteridge

**Agent: Mr Ian Gowler
Gowler Architectural**

Land South East Of Norbrown, Hospital Road, Doddington, Cambridgeshire

Erect up to 2no dwellings (outline application with all matters reserved)

Officer recommendation: Refusal

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

1 EXECUTIVE SUMMARY

- 1.1 The application seeks outline planning permission for up to 2 dwellings with all matters reserved, though access is indicated from Hospital Road.
- 1.2 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.
- 1.3 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.
- 1.4 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.
- 1.5 Consequently, the recommendation is to refuse the application.

2 SITE DESCRIPTION

- 2.1 The application site is paddock land, however, appears to be being used as storage in relation to the construction of the frontage development. There is an informal gated field access off Hospital Road, and the access in relation to the new dwellings has been partially constructed, 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

- 3.1 The application seeks outline planning permission for up to 2 dwellings with all matters reserved, though access is indicated from Hospital Road.
- 3.2 Full plans and associated documents for this application can be found at:

[F/YR21/1522/O | Erect up to 2no dwellings \(outline application with all matters reserved\) | Land South East Of Norbrow Hospital Road Doddington Cambridgeshire \(fenland.gov.uk\)](https://fenland.gov.uk/F/YR21/1522/O)

4 SITE PLANNING HISTORY

F/YR21/0475/RM	Reserved Matters application relating to detailed matters of appearance, landscaping, layout and scale (for 1 x plot only) pursuant to outline permission F/YR20/0182/O to erect 1 x dwelling (2-storey, 4-bed)	Approved 29/07/2021
F/YR20/0182/O	Erect up to 2 x dwellings (outline application with matters committed in respect of access)	Granted 15/06/2020
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 Cambridgeshire County Council Highways

I note that 2 dwellings have got planning permission for the front part of the site under F/YR20/0182/O, although the officer recommendation was to refuse planning permission. The recommended refusal (1) at that time was:

- 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.

The current application will add a further two dwellings to the site onto a road with the same shortcomings as before of single vehicle width and no passing bays, footways and or street lighting. There are therefore cumulative impacts from

adding the further two dwellings which leads me to object to the application with the site being contrary to FDC Local Plan policy LP15.

5.2 Environmental Health (FDC)

The Environmental Health Team note and accept the submitted information and have 'No Objections' to the proposed scheme 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 Parish Council

Doddington Parish Council, at its meeting on Wednesday evening, voted to object to the above planning application on the grounds that this is a back filling development which will erode into the outlying fields. Access to the proposed development will be via a poorly maintained lane with no footpaths.

5.4 Wildlife Officer (FDC)

I can tell from the photos that the grass land at the time of the photo does not provide any suitable habitat for GCN and as such no assessment is necessary.

The removal of the trees might be an issue depending on when they did it however as you mentioned that is an enforcement issue. I would be glad to provide advice on that in the future.

Based solely off the redline boundary and the photos I would say the only ecological conditions necessary involve protection of the hedge along the proposed access and insurance that no vegetation would be removed during bird nesting season without an ecological survey first.

Local Residents/Interested Parties

5.5 11 supporting comments have been received (3 from Hospital Road, 1 from The Rowans, 1 from The Oaks, 1 from Askham Row, 1 from Benwick Road, all Doddington; 1 from Gaul Road and 1 from Dartford Road, March, 1 from Norfolk Street and 1 from Norman Way, Wimblington), in relation to the following:

- Housing need
- Area already developed
- Excellent location
- Help the village with family homes
- Support local businesses
- Would not impact landscape or local services
- Support on condition that passing places are provided to allow increased traffic to pass on single track road
- Does not compromise privacy of other residents
- Pathways may be required due to width of the road
- Ensure construction traffic does not block road
- Improve the upkeep of roads
- Land has only been used for grazing and planting of gardens will improve environment/wildlife
- Local employment needs affordable housing for its labour

5.6 7 Objections have been received (6 from Askham Row and 1 from Hospital Road, all Doddington) in relation to the following:

- The village is over local plan housing threshold; no need for additional homes. Contrary to LP12 as Parish Council objects and no clear community support

- Hospital Road is narrow with no street lights or footpaths, used by walkers and for access to dwellings and mega plants nursery, 60mph speed limit and lack of passing places; issues of highway safety
- The site is in the countryside and contrary to Policy LP12 Part A
- Application does not purport to satisfy the 'elsewhere' criteria of LP3 and does not appear to be seeking to provide affordable homes
- Would have a significant impact on the character of the area, at odds with prevailing character, will prevent views of countryside from Hospital Road
- Significant and harmful urbanising effect on this rural area
- Would set a precedent for further development
- Under planning law developments must be determined in accordance with the development plan unless material considerations indicate otherwise; scheme is contrary to policy and no evidence to justify
- Hospital Road can barely withstand traffic currently, more homes will add to this
- Neighbour has a right of way over access to the site and matter is with solicitors

5.7 Issues where they relate to planning matters will be addressed in the sections below.

5.8 It was verbally confirmed with the neighbour that they do not own the access, but rather have a right of way over it, as such the ownership certificate submitted would be correct and the contested right of way would be a civil matter outside the planning process of which they have been advised.

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 2021

Context – C1

Identity – I1, I2

Built Form – B2

Movement – M3

Homes and Buildings – H2, H3

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

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

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

8 KEY ISSUES

- **Principle of Development**
- **Design and Visual Amenity**
- **Residential Amenity**
- **Highways/parking**
- **Ecology**
- **Flood Risk**

9 BACKGROUND

- 9.1 The initial application for the frontage plots (F/YR19/0667/O) was refused on 23/9/2019 for the following reasons:

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.

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 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 the aforementioned policies.

- 9.2 Subsequent application F/YR20/0182/O, which made no attempt to address the reasons for refusal, was granted by Planning Committee contrary to officer recommendation and plot 1 of this scheme is nearing completion.

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 and 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. It is acknowledged that the site adjoins the recently approved/constructed frontage development of 2 dwellings, however this does not set a precedent for in depth development and its associated cumulative harm and urbanisation. 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.
- 10.6 NPPF para 78 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 a two market dwellings.
- 10.8 NPPF paragraph 79 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.

Design and Visual Amenity

- 10.11 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.
- 10.12 Notwithstanding the in depth development of the hospital site, which fronts Benwick Road, and has no relationship with Hospital Road, the pattern of development is open countryside interspersed with sporadic dwellings which front and have a relationship with Hospital Road, the 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.
- 10.13 The development of two dwellings on this site behind the frontage plots and creating in depth development would be at odds with the dispersed, frontage nature of the development along Hospital Road and would restrict views of the open countryside beyond, having an urbanising effect on this rural site, to the significant detriment to the character of the area. Furthermore, if approved, the development would set a precedent for additional in depth piecemeal development, with further incremental encroachment into the countryside, urbanisation and loss of openness with even more significant cumulative impacts.
- 10.14 The development is therefore contrary to Policy LP16 (d) of the Fenland Local Plan, DM3 of Delivering and Protecting High Quality Environments in Fenland SPD, para 130 of the NPPF 2021 and chapters C1 and I1 of the NDG 2021 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.

Residential Amenity

- 10.15 Whilst all matters are reserved, 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 existing and proposed dwellings and the proposed dwellings.
- 10.16 No waste storage or collection strategy has been indicated, it is unclear whether a refuse vehicle would be able to enter the site and if that it not the case a collection area would be required within 10m of the highway, this would require residents to carry bins far in excess of the 30m required by RECAP guidance and would result in further urbanisation.

Highways/parking

- 10.17 The LHA object to the proposal on the basis of the further cumulative impacts from adding the further two dwellings. 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 2021 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.

- 10.18 It is acknowledged that there is a current application in relation to the Mega Plants site (F/YR22/0032/F) which proposes the widening of Hospital Road in four locations to enable passing. The application is still pending consideration with the LHA having raised questions regarding the suitability of these. Notwithstanding this, the passing bays do not form part of this application and would not result in the location being any more sustainable with the lack of footpaths, light and potential for pedestrian/cycle and vehicle conflict.

Ecology

- 10.19 The site is identified as being in an Amber Zone for Great Crested Newts (GCN); Amber zones contain main population centres for GCN and comprise important connecting habitat that aids natural dispersal. Advice has been obtained from the Wildlife Officer in this regard who considered that the site does not provide any suitable habitat for GCN and as such no assessment is necessary.
- 10.20 Reference was made in relation to retention of the hedge and vegetation, however this falls outside the site.

Flood Risk

- 10.21 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. The site has a very low risk of surface water flooding and issues of surface water will be considered under Building Regulations; accordingly there are no issues to address in respect of Policy LP14.

11 CONCLUSIONS

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.
- 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 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

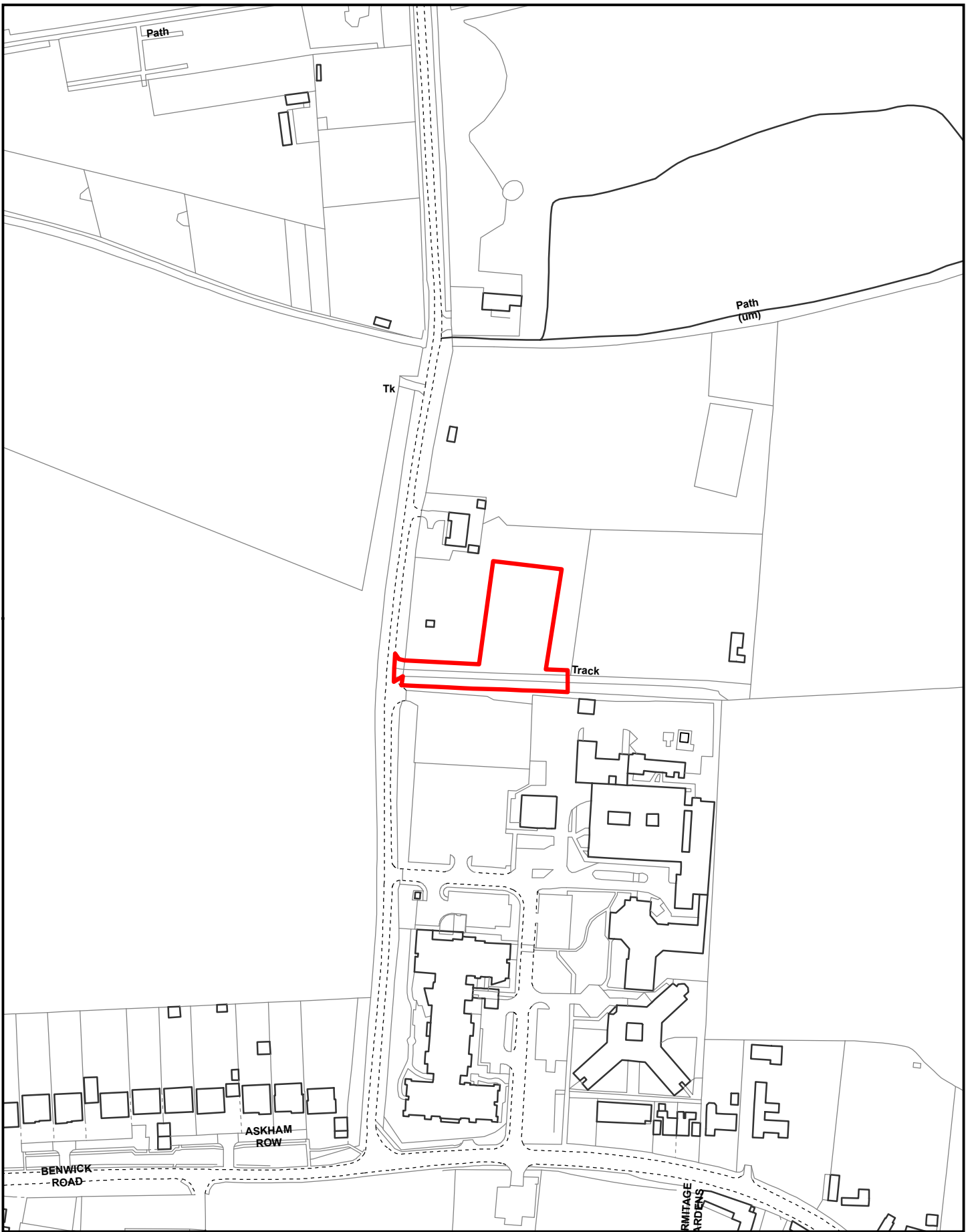
which would be considered acceptable under Policies LP3 and LP12.

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, 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 2021 and NDG 2021.

- 2 The development of two dwellings on this site behind the frontage plots and creating in depth development would be at odds with the dispersed, frontage nature of the development along Hospital Road and would restrict views of the open countryside beyond, having an urbanising effect on this rural site, to the significant detriment to the character of the area. Furthermore, if approved, the development would set a precedent for additional in depth piecemeal development, with further incremental encroachment into the countryside.

The development is therefore contrary to Policy LP16 (d) of the Fenland Local Plan, DM3 of Delivering and Protecting High Quality Environments in Fenland SPD, para 130 of the NPPF 2021 and chapters C1 and I1 of the NDG 2021 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.



Created on: 14/01/2022

© Crown Copyright and database rights 2022 Ordnance Survey 10023778

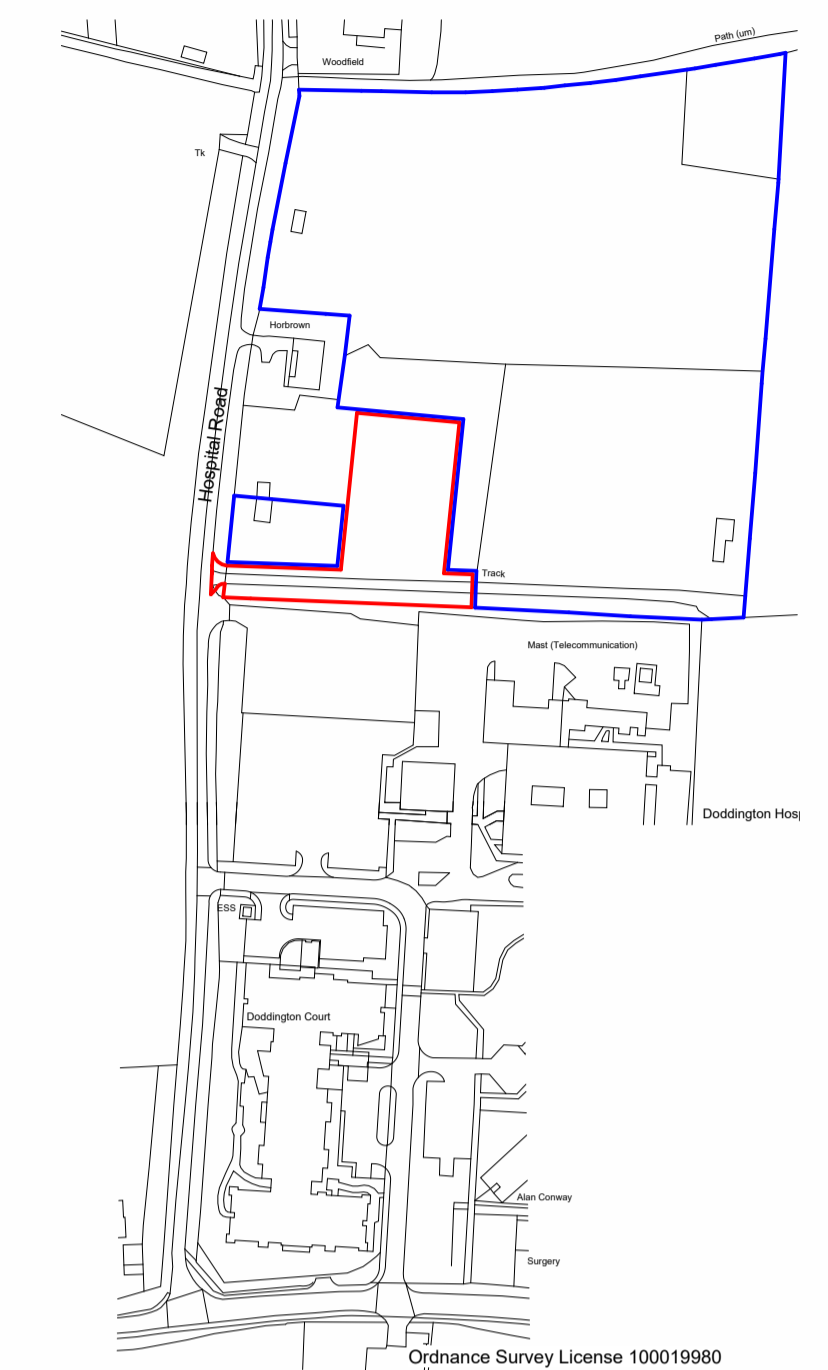
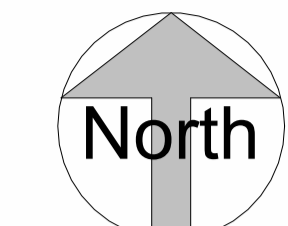
F/YR21/1522/O

Scale = 1:2,500



Any discrepancies to be brought to the attention of the author as soon as possible.
 All dimensions shown in 'mm' unless otherwise stated.
 Unless otherwise stated otherwise, this drawing has been assessed for risks and nothing is deemed to be outside of normal good Health and Safety practice that would be covered by the contractor in their Construction phase health and safety plan.

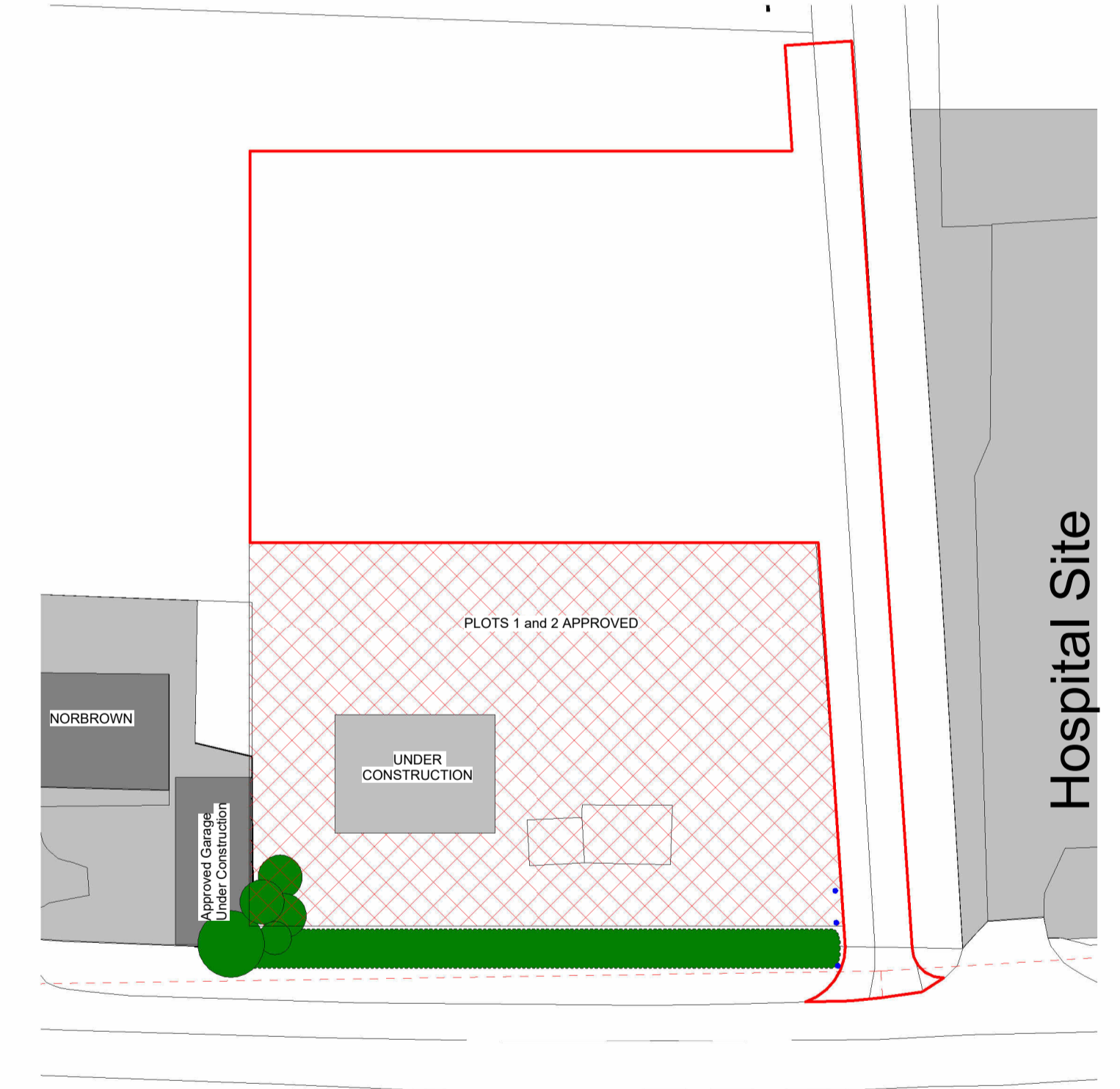
Notes



Planning Location Plan
 Scale 1 : 2500



Indicative Proposed Site Plan
 Scale 1 : 200



Planning Existing Site Plan
 Scale 1 : 500

Primrose Energy and Architectural Services Ltd
 Grove House, 22 Primrose Hill, Doddington
 Cambs PE15 0SU
 tel: 07733 266198 email: ian@peasitd.co.uk

Job Description
 Proposed Development of 2 Dwellings at
 Hospital Road, Doddington

Drawing Title
 Planning Drawing

date	scale	drawing no.	rev
05/10/21	As indicated	319 - P03	