
F/YR21/1346/F

Applicant: Mrs H Carver

**Agent : Mr J Scotcher
Morton & Hall Consulting Ltd**

Bromsgrove House, Honeysome Road, Chatteris, Cambridgeshire PE16 6SB

Change of use of land to residential curtilage and erect a two-storey self-contained residential annex involving the demolition of existing outbuilding

Officer recommendation: Refuse

Reason for Committee: Number of representations received contrary to officer recommendation

1 EXECUTIVE SUMMARY

1.1 The application site is located at the northern built end of Fenton Lode and to the western side of the industrial units fronting the A141 Fenland Way which skirts Chatteris on its western side.

1.2 The application proposes the construction of a two-storey annexe plus its own residential curtilage on the site of an existing single-storey former agricultural building. Both the site of the annexe and its associated garden are located on land considered as countryside and agricultural use.

1.3 The proposed annexe is intended to provide accommodation for the Bromsgrove House occupants' daughter, partner and three children.

1.4 The site is located within an area of minimal residential development (two dwellings) away from the main built up part of the settlement and the daughter's business in the town.

1.5 The proposal is of a form where it represents independent living accommodation and its own separate generous area of private garden, set back on the site and atypical of the adjacent two dwellings, with an adverse impact upon the character and appearance of the area.

1.6 The site is located within an area designated as Flood Zone 3 and the Flood Risk Assessment addresses and meets with the requirements of the Exception Test as confirmed by the Environment Agency. However, Members will be aware that the LPA also needs to apply the Sequential Test, directing new development to areas at lower risk of flooding, with Flood Zone 1 land available within Chatteris.

1.7 The recommendation is therefore for refusal of the application.

2 SITE DESCRIPTION

- 2.1 The site is located at the northern end of Fenton Lode or Twenty Foot Drain, approximately 170m North of the junction with Honeysome Road, itself 1 km south of the roundabout junction of the A141 Fenland Way, bypassing Chatteris to the west.
- 2.2 The access road to the site incorporates C & G Coaches on its western corner and an electricity substation to its eastern side. The Lode is an unadopted byway serving agricultural buildings and two detached dwellings at its northern end and provides access for maintenance of the adjacent drain.
- 2.3 Between the application site and Fenland Way to the East there is a variety of commercial units on the Honeysome Industrial Estate, including SS Motors' fuel depot, Stainless Metalcraft to the south and a variety of mixed engineering firms and a larger retail outlet to the north.
- 2.4 The two houses along the Lode are in an isolated position away from other new and established housing development situated on the eastern side of Fenland Way, comprising the main built-up area of the town. To the North, West and mainly to the South of the application site there is currently open agricultural land.
- 2.5 It is acknowledged that permission has been granted for a large housing development at Womb Farm, further to the north, and west of Fenland Way. This is the other side of the Twenty Foot Drain and is a comprehensively planned development closely associated with established links into the town itself.
- 2.6 The application site itself comprises a detached bungalow served off the Lode and established rear curtilage and small front garden. There is one unassociated detached frontage dwelling to the immediate south of the site, then an assortment of farm buildings, with the established coach company at the junction with Honeysome Road.
- 2.7 Along the northern side of the red-lined application site there is an older, utilitarian single-skinned brick, former agricultural building, not apparently in use at the present time. The application site includes this outbuilding, plus agricultural land adjacent to its south, of a slightly larger scale to that of the defined rear garden to the dwelling at Bromsgrove House itself.

A static caravan is situated to the immediate south of the dwelling but the proposals does not relate to its retention or removal.

3 PROPOSAL

- 3.1 The application seeks permission for the construction of a detached annexe following demolition of the agricultural building on the northern side of the red-lined site, and the change of use of agricultural land to residential curtilage for the use by the occupiers of the annexe.
- 3.2 For comparison purposes, the existing outbuilding has a floor area of 144 square metres and a ridge height to the roof of 3.5m.

The new annexe building is proposed to be built in a similar position to the demolished structure with a floor area of 130 square metres with accommodation over two storeys, with raised eaves and overall height to roof ridge of 6.0m.

- 3.3 At ground-floor level the annexe would accommodate a lounge, diner and kitchen area with separate utility and office rooms, a W.C. and hall with staircase to the proposed first floor. At its eastern end of the ground floor, the annexe would incorporate a 6m x 6m workshop/store. At first floor level, the annexe would provide 3 bedrooms, 2 with en-suite bathrooms, a separate bathroom, landing and storage space. Given this level of accommodation the development would be tantamount to a new dwelling rather than ancillary accommodation to the main house.
- 3.4 Most of the annexe's fenestration at ground floor level would face south towards the proposed curtilage to the annexe, incorporating a porch to the front entrance door on this side. 9 individual rooflights would be inserted in the south-facing roof slope, with two additional to the northern roof slope.
- 3.5 Two windows at ground floor level, overlooking the agricultural land beyond would serve the individual office and utility rooms. A four-paned ground to ceiling opening would be provided to the western elevation providing attractive views across the open countryside. On the east (front-facing elevation), an enlarged vehicular opening is shown.
- 3.6 Full plans and associated documents for this application can be found at: [F/YR21/1346/F | Change of use of land to domestic and erect a two-storey residential annex involving the demolition of existing outbuilding | Bromsgrove House Honeysome Road Chatteris Cambridgeshire PE16 6SB \(fenland.gov.uk\)](https://fenland.gov.uk/F/YR21/1346/F)

4 SITE PLANNING HISTORY

- 4.1 No relevant history to application site.

5 CONSULTATIONS

- 5.1 **Town Council:** Support

- 5.2 **Environment Agency:** No objection based on the submitted flood risk assessment being listed as an approved document in any decision and to which development must adhere.

- 5.3 **Environmental Health:** No objection subject to the imposition of a precautionary unsuspected contamination condition

- 5.4 **Local residents/supporters:** Six letters of support from residents of Chatteris (Station Road, Hive End Court, Westbourne Road, Fairway, Green Park and Lancaster Way) on the following grounds:-

- Allows applicant to live in proximity to her business in Chatteris;
- Provides suitable standard of accommodation for the applicant and her family close to her parents.

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)
Determining a planning application

National Design Guide 2019

Context
Identity
Built Form
Homes and Buildings

Fenland Local Plan 2014

LP1 – A Presumption in Favour of Sustainable Development
LP2 – Facilitating Health and Wellbeing of Fenland Residents
LP3 – Spatial Strategy, the Settlement Hierarchy and the Countryside
LP10 – Chatteris
LP12 – Rural Areas Development Policy
LP13 – Supporting and Managing the Impact of a Growing District
LP14 – Responding to Climate Change and Managing the Risk of Flooding in Fenland
LP15 – Facilitating the Creation of a More Sustainable Transport Network in Fenland
LP16 – Delivering and Protecting High Quality Environments across the District

8 KEY ISSUES

- **Principle of Development**
- **Visual Amenity/Form and Character**
- **Types of development**
- **Health and wellbeing**
- **Flood Risk**

9 ASSESSMENT

Principle of Development

- 9.1 The site is located at the edge of Chatteris, in what is considered an outlying area to the town transitioning to open countryside, and is bisected by Fenland Way from the available services and facilities, public transport and general infrastructure available within the town. However, broadly it is a location where residential development may be considered appropriate in principle subject to acceptable impacts, notwithstanding its relative lack of sustainability.
- 9.2 The annexe proposed falls outside the established residential curtilage of the existing dwelling and proposes the construction of a new building and its own associated curtilage, rear of and separate to the main dwelling and proposed on agricultural land.
- 9.4 An annexe is usually considered to be subservient in scale to the main dwelling and tends to be based on a dependency need. It would also be required to be located close to and within the same established curtilage to the host dwelling.

- 9.5 The scale and form, location beyond the curtilage and on agricultural land, and lack of dependency case advanced is not considered to comprise annexe accommodation but a separate dwelling in its own right.

Visual Amenity form and character

- 9.6 The site of the proposed annexe is visible from the north and west across open agricultural land. From the east, the site is mainly screened by larger industrial units, and similarly from the approach to the south.
- 9.7 The new building is significantly taller and its massing and bulk does not reflect the original low-key farm building proposed to be demolished. The new-build annexe is also of a design and form which fails to respect the rural characteristics of the locality, incorporating significant domestic scale uPVC fenestration and features discordant with a rural location.
- 9.8 Significant space proposed to be used as a separate domestic curtilage will be located on undeveloped agricultural land and its domestication will further undermine the rural character and appearance of the area, presumably incorporating domestic fencing, planting and ancillary domestic structures.
- 9.9 The new-build also fails to reflect existing building characteristics in the locality: Adjacent built form in the locality is of frontage development to the two domestic properties to the south and further along Fenton Lode to the South. The proposed siting of a new building of this scale would fail to reflect the building characteristics in the locality by virtue of its siting to the rear of existing frontage development typical in the locality and on this side of the drain.

Residential Amenity

- 9.10 The application proposes the creation of a separate area of curtilage for the annexe which would provide an appropriate level of amenity space for future occupiers.
- 9.11 As the development is essentially self-contained the possible relationship with Bromsgrove House also needs to be considered. Other than the shared car parking and access arrangement it is not considered that there would be any undue impacts.

Flood Risk

- 9.12 The site is located within an area identified as falling within Flood Zone 3 and at an increased risk of flooding and therefore representing a risk to property and life.
- 9.13 A flood risk assessment has been submitted during the course of the application which has been deemed by the Environment Agency to satisfactorily address the Exception Test.
- 9.14 However, a Sequential Test is also required to be met in areas at high risk of flooding, directing new development to areas at lower risk of flooding in the first instance. There are available sites within Chatteris at a lower risk of flooding to the application site.
- 9.15 In this case the Sequential Test has not been met.

Other Matters

- 9.16 Several of the responses received to the application make reference to the development allowing the applicant to be close to their business within Chatteris. Given the location of the site at the fringe of the settlement on the 'other side' of the A141 and the plentiful supply of housing within the main part of the settlement it is not considered that this is a matter which can be given any weight.

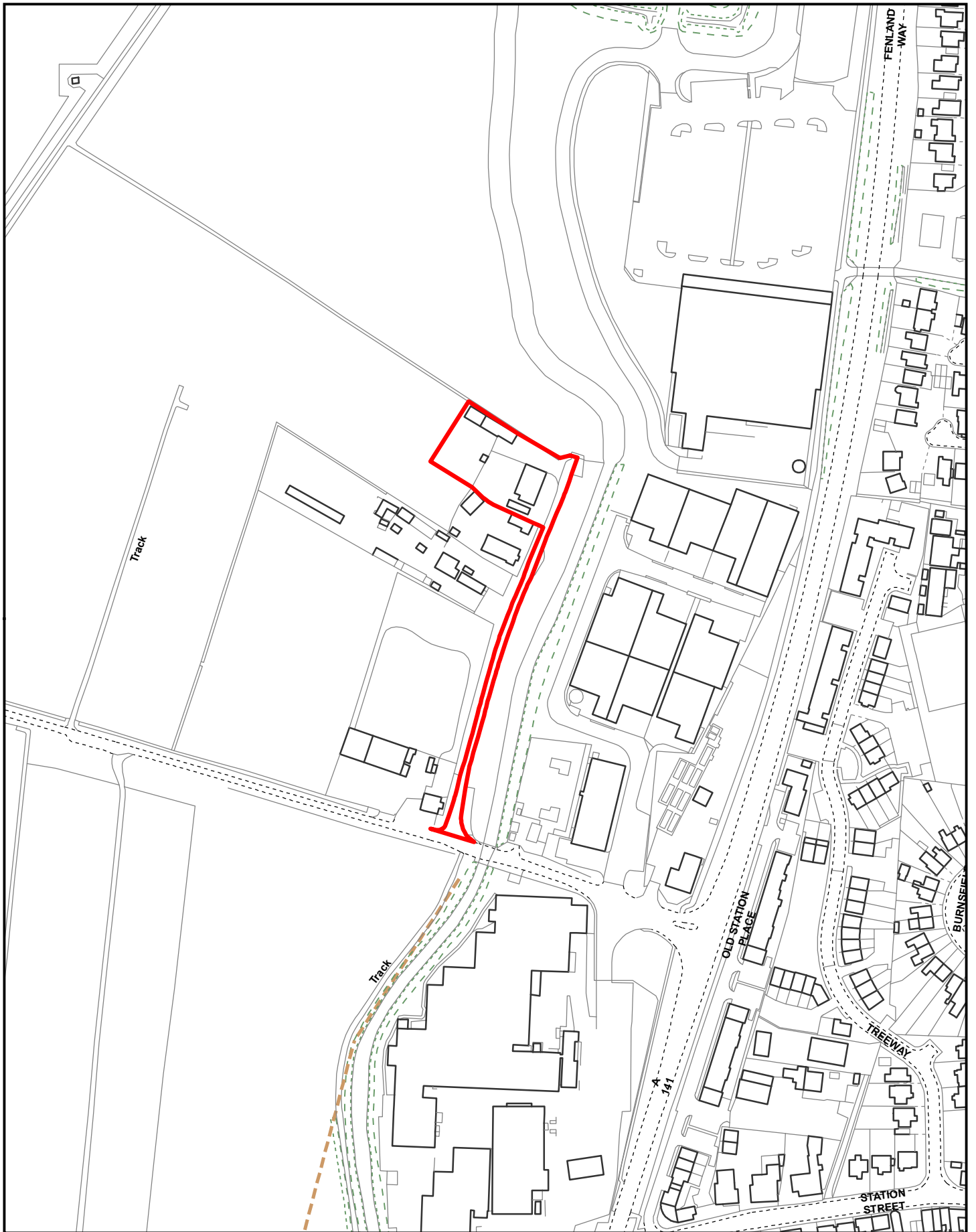
10 CONCLUSIONS

- 10.1 From the above assessment it is considered that the proposal represents an unjustified and unsustainable form of new residential development in an inappropriate and unsustainable location, and of an inappropriate character and appearance to the detriment of the visual amenities of the area and undermining the character and appearance of the countryside.
- 10.2 Additionally, the site is at a higher risk of flooding and there are sites at a lower risk of flooding elsewhere in the town. On this basis the proposal fails to meet the Sequential Test as required by the NPPF and the development plan.

11 RECOMMENDATION

Refuse, for the following reasons:

1.	<p>The proposal would result in the construction of a self-contained residential unit and separate curtilage to the host dwelling, of a form and character not in keeping with other development in the locality and encroaching on land categorised as countryside and thereby protected for its own sake.</p> <p>The proposal would fail to accord with the National Planning Policy Framework 2021 and Policies LP1, LP2, LP3 and LP16 of the adopted Fenland Local Plan 2014.</p>
2.	<p>The area is identified as falling within Flood Zone 3: Paragraph 162 of the NPPF 2021 requires such development to pass the Sequential Test, which aims to steer new development to areas at the lowest risk of flooding from any source. Development should not be permitted if there are reasonably available sites appropriate for the proposed development in areas at a lower risk of flooding.</p> <p>With extant consents and sites readily available within Chatteris on land which is categorised at a lower risk of flooding (in particular Flood Zones 1 and 2), the proposal essentially involves the construction of a new dwelling on land which is at greater risk of flooding and the Sequential Test has not therefore been met. Consequently, the application is considered to be contrary to paragraph 162 of the NPPF 2021 and Policies LP14 and LP16 of the adopted Fenland Local Plan 2014.</p>



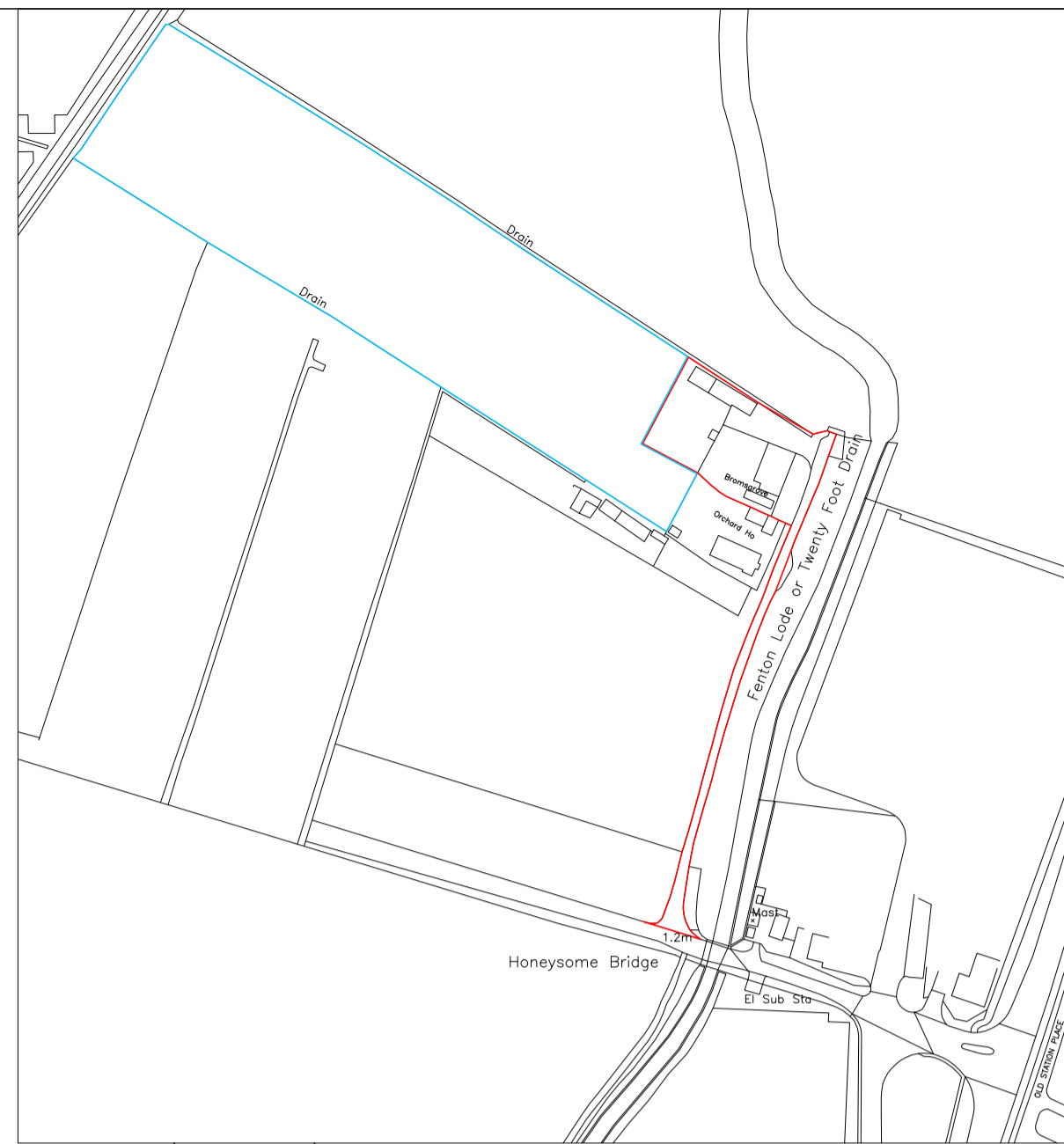
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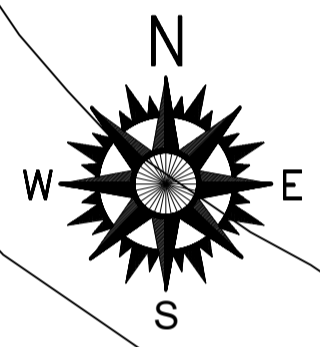
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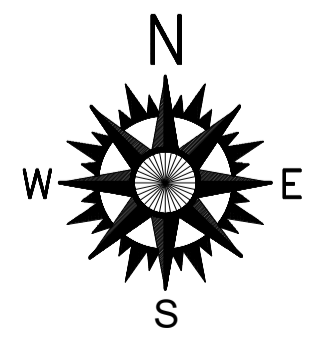


LOCATION PLAN 1:2500



- = NON SLIP BUFF PAVING
- = GRAVEL
- = EXISTING NEIGHBOURING BUILDINGS
- = TARMAC
- = INSPECTION CHAMBER
- = SLAB PAVING
- = INDICATIVE OF TREES
- = GRASS
- = BOUNDARY LINE

EXISTING SITE PLAN 1:500



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 All finishes, insulation and damp-proofing to architect's details

REVISIONS	DATE

MORTON & HALL CONSULTING LIMITED

1 Gordon Avenue, March, Cambridgeshire, PE15 8AJ
 Tel: 01354 655454 Fax: 01354 660467
 E-mail: info@mortonandhall.co.uk Website: www.mortonconsultingengineers.co.uk

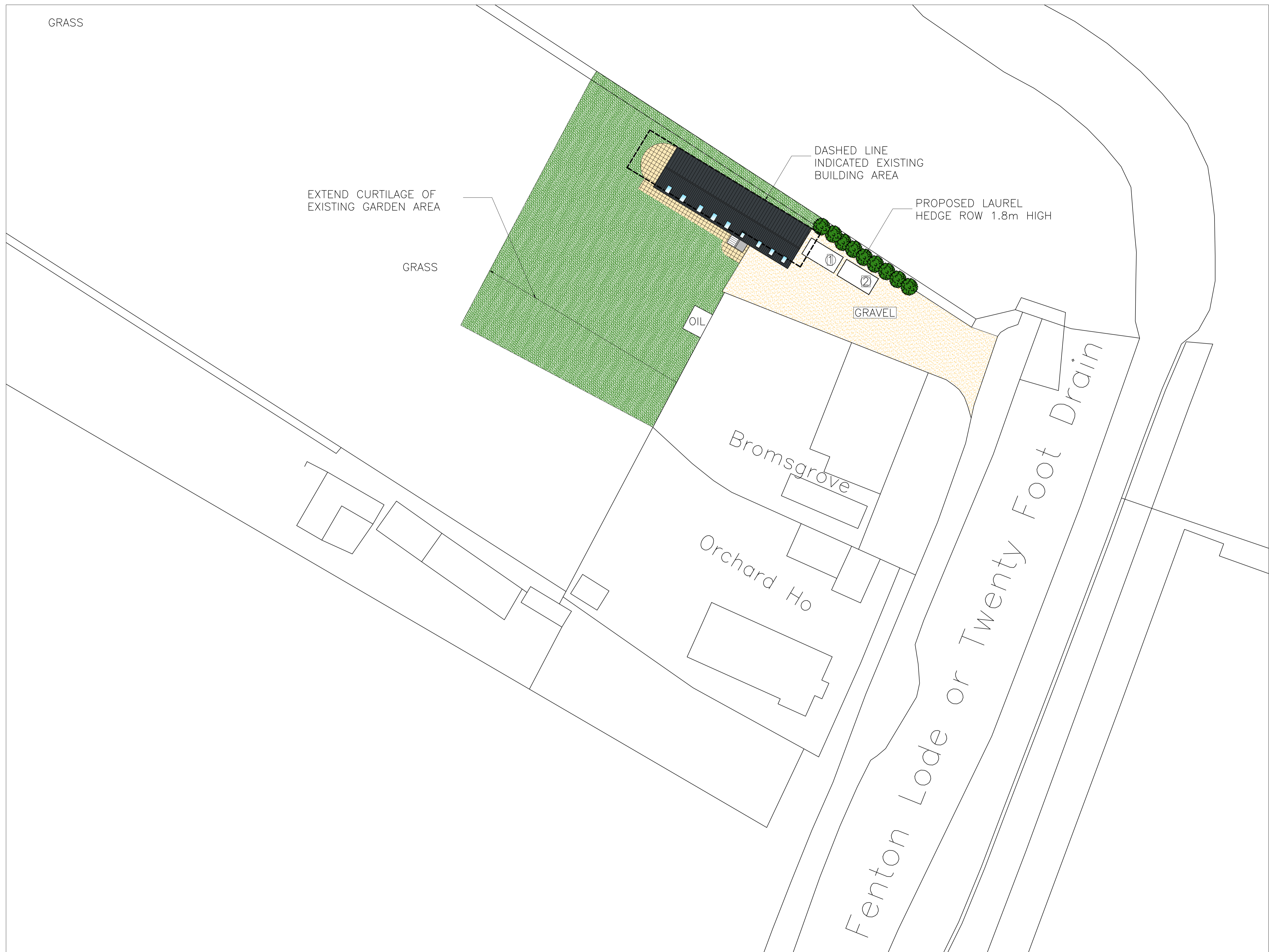
Fenland District Council
Building Design Awards
 winner

CLIENT
 Mrs Carver

PROJECT
 Broomsgrove House,
 Honeyside Road,
 Chatteris, Cambs
 PE16 6SB

TITLE
 Existing Site Plan

DRAWN J.Scotcher	DATE OF ISSUE
CHECKED	
DATE July 2021	DRAWING NUMBER H7226_02
SCALE As Shown	



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A	CLIENT COMMENTS	SEP 2021
	REVISIONS	DATE

MORTON & HALL CONSULTING LIMITED

1 Gordon Avenue, March, Cambridgeshire, PE15 8AJ
 Tel: 01354 655454 Fax: 01354 660467
 E-mail: info@mortonandhall.co.uk Website: www.mortonconsultingengineers.co.uk

Fenland District Council
 Building Design Awards
 winner
 Building Excellence in Fenland

CLIENT
 Mrs Carver

PROJECT
 Broomsgrove House,
 Honeyside Road,
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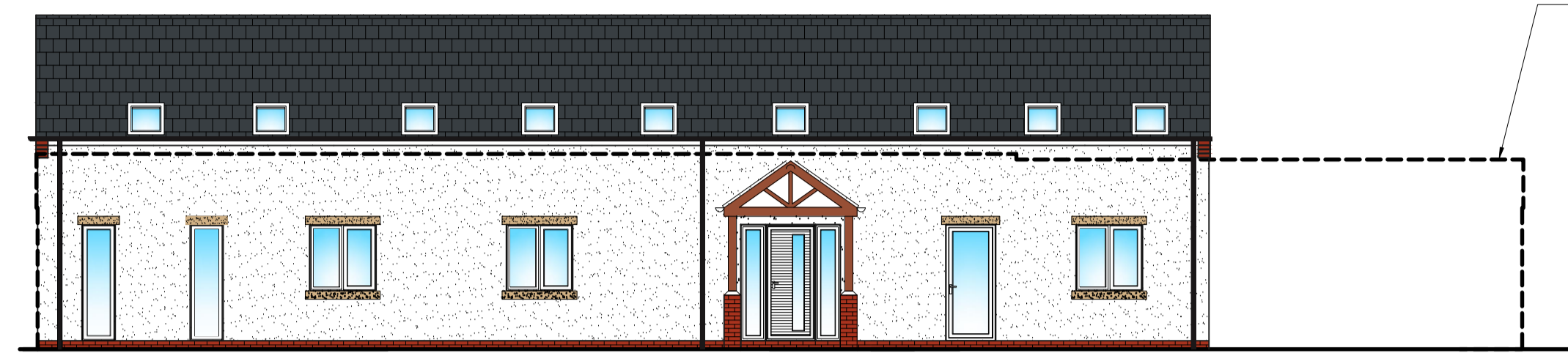
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DATE July 2021	DRAWING NUMBER H7226_03A
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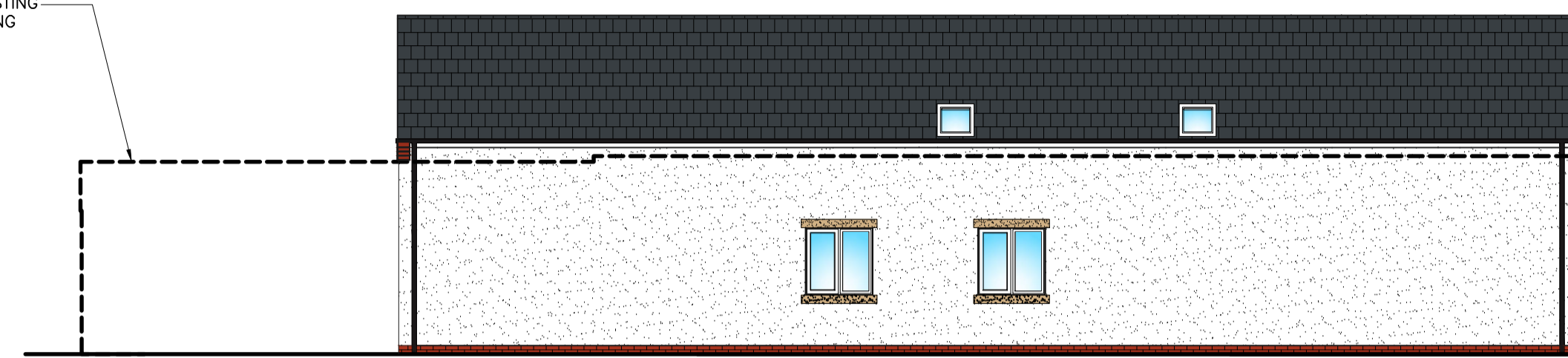
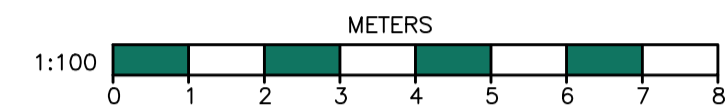
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 [Orange Box] = GRAVEL [Dark Grey Box] = TARMAC [Grid Pattern] = SLAB PAVING [Red Line] = BOUNDARY LINE

PROPOSED SITE PLAN 1:250

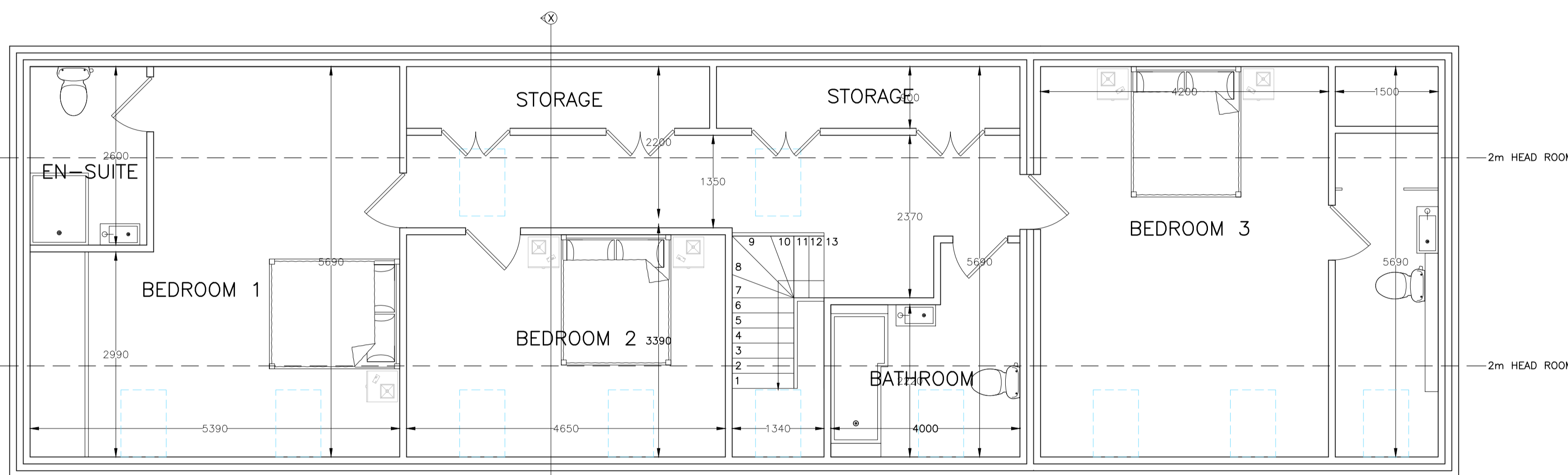
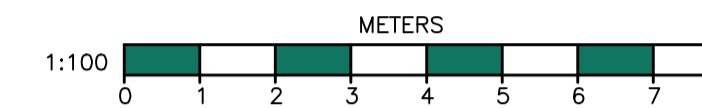
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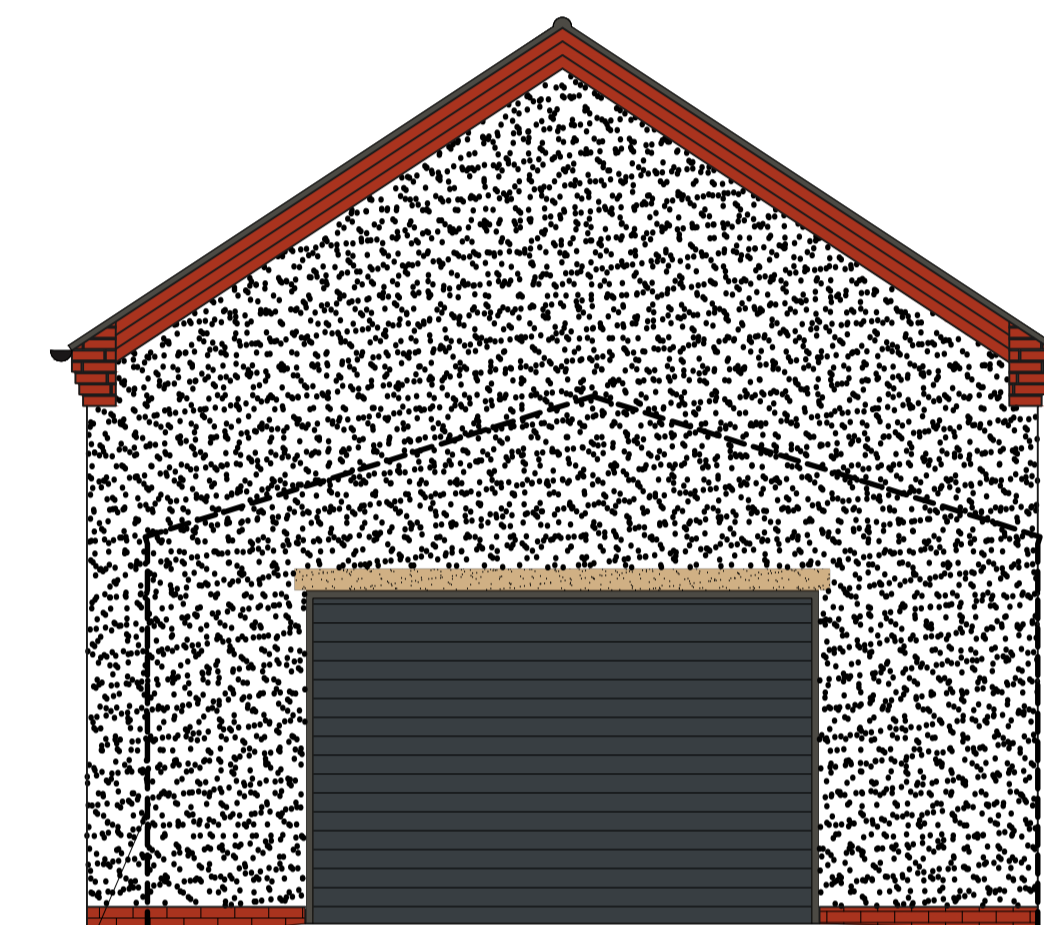
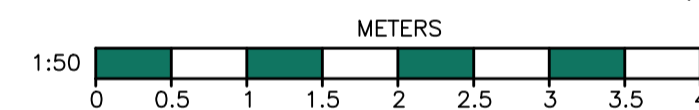
PROPOSED LEFT HAND SIDE ELEVATION (1:100)



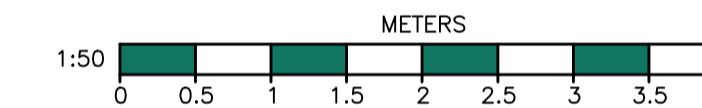
PROPOSED RIGHT HAND SIDE ELEVATION (1:100)



PROPOSED FIRST FLOOR PLAN (1:50)



PROPOSED FRONT ELEVATION (1:50)



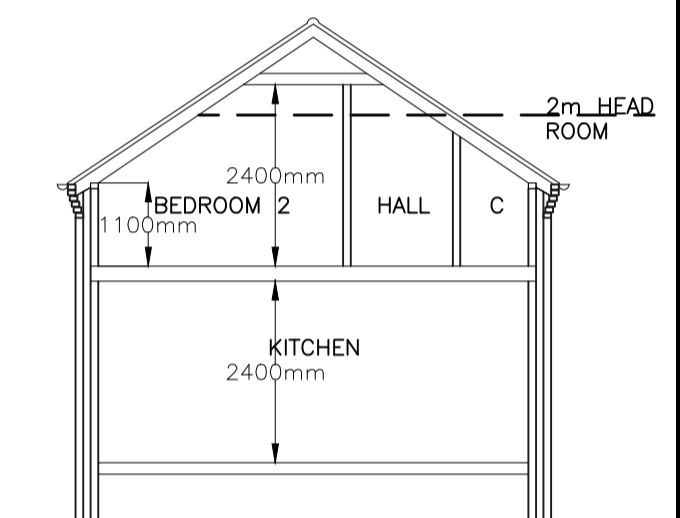
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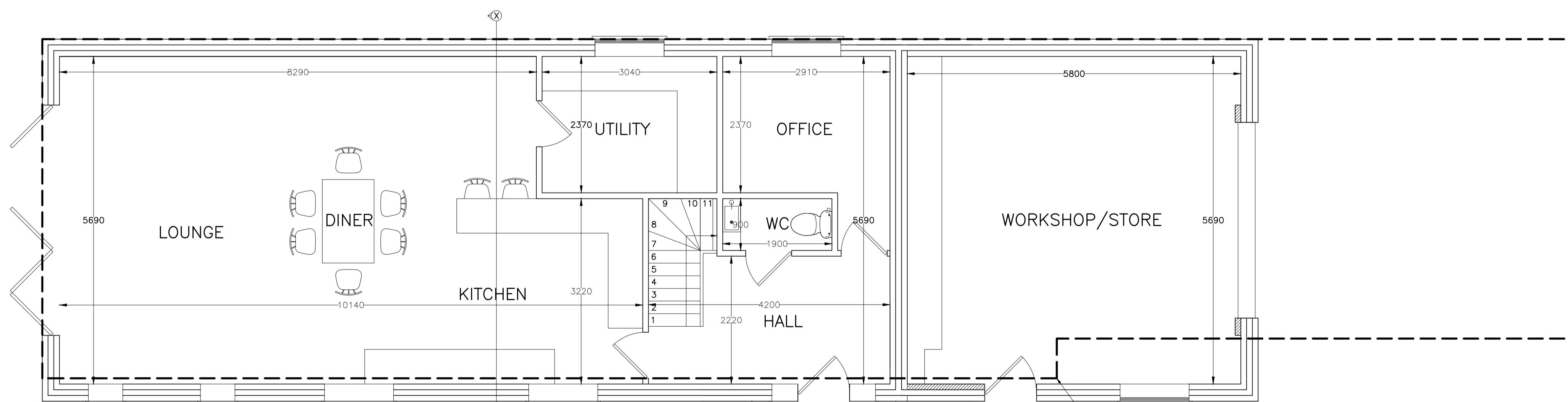
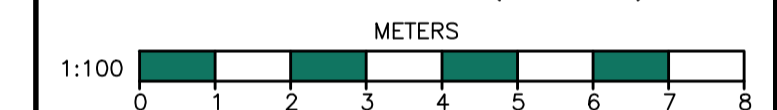
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JOINERY: WHITE UPVC

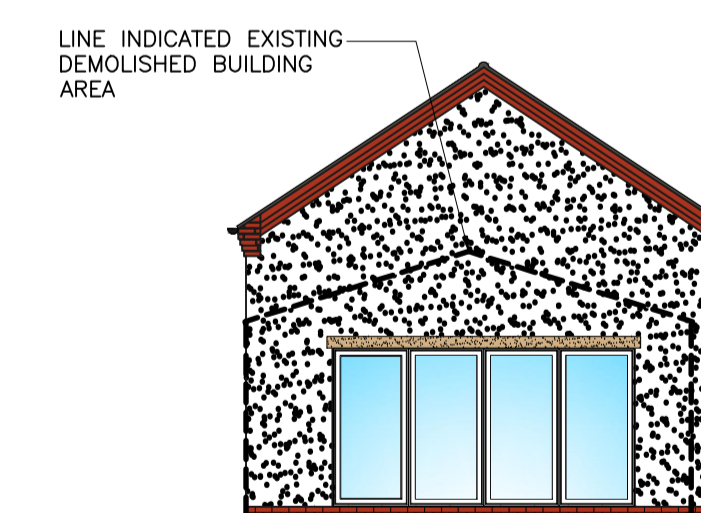
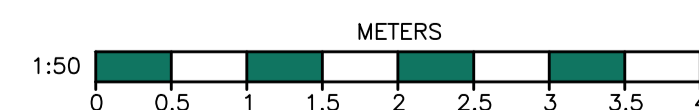
RAINWATER : BLACK GUTTERS & DOWNPIPES



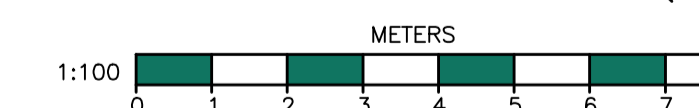
SECTION X-X (1:100)



PROPOSED GROUND FLOOR PLAN (1:50)



PROPOSED REAR ELEVATION (1:100)



C	DRAWING UPDATED	SEP 2021
B	CLIENT COMMENTS	SEP 2021
A	CLIENT COMMENTS	AUG 2021
	REVISIONS	DATE

MORTON & HALL CONSULTING LIMITED

1 Gordon Avenue, March, Cambridgeshire, PE15 8AJ
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 E-mail: info@mortonandhall.co.uk Website: www.mortonandhall.co.uk

Fenland District Council Building Design Awards Winner

CLIENT: Mrs Carver

PROJECT: Broomsgrove House, Honeyside Road, Chatteris, Cambs PE16 6SB

TITLE: Proposed Building Arrangements

DRAWN: J.Scotcher	DATE OF ISSUE:
CHECKED:	
DATE: July 2021	DRAWING NUMBER: H7226_04c
SCALE: As Shown	