

Case No: 16/00080/OUT (OUTLINE APPLICATION)

Proposal: DEVELOPMENT OF PADDOCK LAND WITH 2 DETACHED DWELLINGS, 1 CHALET BUNGALOW, ALL WITH DOUBLE GARAGES, 1 TERRACED BUILDING OF 3 COTTAGE DWELLINGS FOR PRIVATE/SOCIAL HOUSING, ALL ACCESSED FROM EXISTING MODIFIED VEHICLE PADDOCK ROAD ACCESS.

Location: LAND WEST OF ASHMEAD HOUSE SOUTH STREET PE28 3BW

Applicant: MR T HUGGINS

Grid Ref: 531427 275949

Date of Registration: 20.01.2016

Parish: WOODHURST

RECOMMENDATION - REFUSE

This application is reported to the Development Management Panel as the Parish Council's recommendation of approval is contrary to the officer's recommendation of refusal.

1. DESCRIPTION OF SITE AND APPLICATION

- 1.1 This application relates to an open area of pasture land located to the south west of the built up area of Woodhurst. Currently there are residential developments to the north, north-west and east. The boundaries of the land are defined by established hedgerow and trees.
- 1.2 The pasture land has been separated to form the site subject to this application. The site area is located directly south of Abbots Close and Moot Way, and to the North of South Street.
- 1.3 A tree located in the north east corner of the site is subject to a Tree Preservation Order. The part of the designated conservation area for the village is adjacent to the south east corner of the site.
- 1.4 Woodhurst is a Saxon ring village: "The village is a typical woodland ring fence settlement. It lies round what is roughly an oblong formed by two roads—Church Street on the north and South Street on the south, joined at the ends; from the middle of the ends, roads go to Bluntisham and Old Hurst. Probably at one end or the other stood St. John's Cross, of which mention is made in 1545. Around this oblong are the farm houses, shops and cottages of the village. They are for the most part modern, as the village was almost entirely destroyed by a fire in 1834, but a few 17th-century cottages remain..." (From Victoria County History, London, 1932)

- 1.5 The site is not within the Environment Agency's Flood Zones or in the Council's Strategic Flood Risk Assessment. There are no listed buildings within close vicinity to the application site.
- 1.6 The application seeks permission in outline for the erection of six dwellings to include, three detached dwellings with garages, and a terrace of three dwellings with parking provision for one car to the front of each property. The application also includes provision of a new private access road taken from South Street. The new access road will run in a straight line along the entire length of the application site (along its western boundary), with an extension (and turning area) running parallel with South Street.
- 1.7 The access and layout are being considered as part of this application, with all other matters reserved.
- 1.8 As stated, the site is located adjacent to, but outside the built up area of the settlement of Woodhurst. The description of the application suggests a mix of dwellings to provide for social and private housing. There has been no information submitted with the application relating to the amount of affordable housing that may be provided, the tenure split or indeed how the affordable housing will be secured.
- 1.9 A unilateral undertaking has been submitted to make provision for the provision of bins. A tree survey has also been submitted for consideration.

2. NATIONAL GUIDANCE

- 2.1 The National Planning Policy Framework (2012) sets out the three dimensions to sustainable development - an economic role, a social role and an environmental role - and outlines the presumption in favour of sustainable development. Under the heading of Delivering Sustainable Development, the Framework sets out the Government's planning policies for : building a strong, competitive economy; ensuring the vitality of town centres; supporting a prosperous rural economy; promoting sustainable transport; supporting high quality communications infrastructure; delivering a wide choice of high quality homes; requiring good design; promoting healthy communities; protecting Green Belt land; meeting the challenge of climate change, flooding and coastal change; conserving and enhancing the natural environment; conserving and enhancing the historic environment; and facilitating the sustainable use of minerals.
- 2.2 Planning Practice Guidance (2014)

For full details visit the government website

<https://www.gov.uk/government/organisations/department-for-communities-and-local-government>

3. PLANNING POLICIES

- 3.1 Saved policies from the Huntingdonshire Local Plan (1995)
- H23: "Outside Settlements"
 - En5: "development within or directly affecting conservation areas"

- En9: "Development in affecting views into and out of the conservation area"
 - H31: "Residential privacy and amenity standards"
 - En17: "Development in the Countryside"
 - En18: "Protection of countryside features"
 - En25: "General Design Criteria"
- 3.2 Saved policies from the Huntingdonshire Local Plan Alterations (2002)
 - HL5: "Quality and Density of Development"
- 3.3 Adopted Huntingdonshire Local Development Framework Core Strategy (2009)
 - CS1: "Sustainable development in Huntingdonshire"
 - CS3: "The Settlement Hierarchy"
 - CS10: "Contributions to Infrastructure Requirements"
- 3.4 Draft Huntingdonshire Local Plan to 2036: Stage 3 (2013)
 - LP1: "Strategy and Principles for Development"
 - LP10: "Development in Small Settlements"
 - LP11: "The Relationship between the built-up area and the countryside"
 - LP13: "Quality of Design"
 - LP15: "Ensuring a high standard of Amenity"
 - LP18: "Parking Provision"
 - LP26: "Homes in the Countryside"
 - LP30: "Open space"
 - LP31: "Heritage assets"
- 3.5 Huntingdonshire Design Guide SPD 2007
- 3.6 Huntingdonshire Landscape and Townscape SPD 2007
- 3.7 Developer Contributions SPD 2011
- 3.8 SPD Woodhurst Conservation Area Character Statement

Local policies are viewable at <https://www.huntingdonshire.gov.uk>

4. PLANNING HISTORY

15/00373/OUT – planning application for the development of this site was withdrawn

1407221PENQ – proposal for the development of this site where it was confirmed the principle of the development would not be accepted, due to the location of the site, outside of the built framework of the village.

5. CONSULTATIONS

- 5.1 **Woodhurst Parish Council** – recommend the application is approved as the issues raised in the withdrawn application such as: the access point, sewage systems, surface water drainage and the proposed play space, have been addressed. (BOTH COPIES ARE ATTACHED).

Officer response:

The application is assessed in the main body of the report.

- 5.2 **County Archaeologists:** - No objections, subject to a condition being imposed to ensure a programme of investigations works are carried out prior the development commencement.

Officer response:

If members are minded to approve the application a condition can be included to secure the above.

- 5.3 Cambridgeshire Fire and Rescue: No objections, subject to adequate fire hydrant provision

Officer response:

If members are minded to approve the application a condition can be included to secure the above.

6. REPRESENTATIONS

- 6.1 There have been nine letters of representation received in response to the application –

- 6.2 Four letters have been received in support of the application particularly with regards to the provision of affordable housing.

- 6.3 The five objectors make comments with regards to:

Issues relating to sewage

Water pressure

Highway safety

Pressure on utilities

Lack of public transport

Flooding

Lack of village amenities

Privacy issues

Precedent for future development

No footpath

Officer response:

The comments received from the local community are noted and, where necessary, have been addressed in the main body of the officer report.

7. ASSESSMENT

- 7.1 The application has been submitted in outline with access and layout forming part of the application. The main issues to consider here are the principle of new housing in this location, affordable housing provision and the impact that the proposed development will have upon the character and appearance of the area, and the adjacent conservation area:

The principle of the development and impacts on the countryside:

- 7.2 The site is located within the bounds of a larger piece of pasture land at the south western edge of Woodhurst village. Residential developments exist to the north and to the east of the site. Open

countryside lays directly south and south west of the site. An established hedge divides the site from the residential built form to the east and to the north. The design and access statement submitted with the application suggests the site is within the built up framework of the village. However, following an officer site visit, it is clear that the site, and indeed the adjacent area immediately to the west, relates more to the surrounding countryside than to the built up area of the settlement.

- 7.3 Policy CS3 of the Core Strategy is relevant in this case, as are policies En17 and H23 of the Local Plan 1995. Emerging policies LP11 and LP26 contain similar provisions, and, although these policies cannot be given full weight at present, they are consistent with national guidance and carry through the LPA's long standing presumption against development in the countryside unless an essential need can be demonstrated.
- 7.4 Paragraph 55 of the NPPF states that 'LPAs should avoid homes in the countryside unless there are special circumstances such as:
- the essential need for a rural worker to live permanently at or near their place of work
 - where such development would represent the optimal viable use of a heritage asset
 - where the development would re-use redundant or disused buildings
 - the exceptional quality or innovative nature of the design of the dwelling should be truly outstanding or innovative, helping to raise standards of design more generally in rural areas; reflect the highest standards in architecture; significantly enhance its immediate setting; and be sensitive to the defining characteristics of the local area.
- 7.5 The provisions of paragraph 55 of the NPPF have been brought through at a local level with Policy LP26 of the Draft Local Plan to 2036. There has not been any justification submitted with the application that argues the essential need for a rural worker to live permanently at or near their place of work in the countryside; moreover, the development does not involve a heritage asset; the development does not include the re-use of a redundant or disused building; and lastly, it is considered that the proposed development are not of exceptional quality or innovative nature of the design that would be truly outstanding or innovative by helping to raise standards of design more generally in Huntingdonshire; nor does it reflect the highest standards in architecture. The proposal would not significantly enhance the immediate setting as it would introduce additional domestic built form in the countryside; and it would fail to be sensitive to the defining characteristics of the local area as it would increase the amount of built form in an open green space which contributes to the character of the ring village. The proposal fails to meet any of the aspects mentioned under the 'Homes of Truly Exceptional or Innovative Design' criteria in Policy LP26.
- 7.6 Policy CS5 of the Core Strategy – rural exception sites, states that in exceptional circumstances the delivery of affordable housing may be accepted at the edge of settlements, subject to a justified need being identified for such housing, and there is reasonable access to at least a basic range of services. The details contained in the application description suggest the proposed development would provide for 'private and social' housing. There has been no further information

submitted with the application to clarify how many of the proposed dwellings would be affordable homes, or if any viability testing has been carried out to identify the need for any open market housing.

- 7.7 The proposal does not satisfy any of the exceptions set out in the policies above relating to the erection of dwellings in the countryside, and, the development of this site would clearly expand into open countryside, and result in a hard edge to the village, therefore, in the absence of any convincing arguments to the contrary, it is considered that the proposal does not comply with Paragraph 55 of the NPPF; or the provisions of policies H23 and En17 of the Local Plan 1995; CS1, CS3 and CS5 of the Adopted Core Strategy 2009; and LP11, LP25 and LP26 of the Draft Local Plan to 2036. It is therefore recommended that the application be refused on settlement policy grounds.

Impacts on the significance of the Conservation Area:

- 7.8 Policies En5 and En9 in the adopted Local Plan 1995 seek to preserve conservation areas from unnecessary and harmful development, the text in the policy, extends to the setting of conservation areas. Policy En9 makes direct reference to the importance of the preservation of open spaces, gaps and street scenes, and views into and out of conservation areas. LP31 of the Local Plan – 2036 which reflects the advice contained within the NPPF, makes it clear those development proposals that affect heritage assets should demonstrate how the proposal will conserve, and where appropriate enhance the asset. Any harm to the setting of heritage assets should be weighed against public benefits.
- 7.9 The proposed development lies within the ring formed by Church Street and South Street. It is important to note that the streets enclose an area that historically included paddocks and closes belonging to the cottages and farmyards scattered around the edges of the woodland clearing. Therefore the roads do not define the edge of development as understood in modern terms but form the early boundaries of the village settlement as a whole, which included open fields and pastures. For this reason the conservation area character statement states:
- 7.10 “ In contrast to development which has taken place to the east of Church Lane, a large tranche of open ‘paddock’ to the west of the conservation area remains relatively intact, reflecting the original character of this settlement. This and other open spaces between Church Street and South Street are substantial in character and their protection from development will help preserve the character of the settlement into the future.”
- 7.11 It is therefore clear that the existing open rural character of the proposed development site should be considered to make an important positive contribution to the special historic interest of Woodhurst Conservation Area as a ‘ring fence settlement’. Development in depth within this open green space as proposed would be harmful to the significance of the conservation area, albeit that harm would be less than substantial.

- 7.12 In accordance with NPPF paragraphs 132 and 134, this serious harm should be justified and exceeded by the public benefits of the scheme. As explained elsewhere in this report, no information was submitted with the application relating to the amount of affordable housing that may be provided, the tenure split or indeed how the affordable housing will be secured. With the above in mind, the public benefits of the scheme will be limited, especially in light of the fact that the Council can demonstrate a 5 year supply of land suitable for housing development (more information on this in the 'Five Year Housing Land Supply' section below).

Access & layout

- 7.13 Notwithstanding the principle of development, the siting of the proposed dwellings forms an incoherent pattern of development, which is not consistent with the existing built forms. The additional hardstanding (in the form of a long straight access along the entire length of the application site) and associated works would form a hard edge to the village of Woodhurst.
- 7.14 The appearance, scale and landscaping will be considered at the reserved matters stages.
- 7.15 Whilst the landscaping is to be a reserved matter, the details submitted in relation to tree protection is considered to be acceptable.

Five Year Housing Land Supply

- 7.16 As a Local Planning Authority, Huntingdonshire District Council (HDC) can demonstrate a record of delivery of housing. The NPPF therefore requires HDC to be able to demonstrate a continuous 5 year supply of deliverable housing land with an additional buffer of 5% to ensure choice and competition in the market for land. HDC can demonstrate an achievable supply of 5028 dwellings for the 5 year period from April 2014, which equates to 218% of the Core Strategy requirement of 481 dwellings a year to 2026. There is therefore no reason to set aside the concerns outlined above on the basis of the supply of deliverable housing sites".

Neighbour amenity

- 7.17 The development of the site for residential purposes will also have an impact, in terms of noise and disturbance from vehicle movements and outside activities but this is likely to be relatively limited. It is considered that the distances involved and the juxtaposition of the proposed dwellings in relation the surrounding properties that overlooking is unlikely to be a significant problem and will not cause an undue loss of amenity.
- 7.18 Buildings in the position indicated will not overshadow the adjoining properties. The layout plan submitted indicates the proposed dwellings would be sited on well-spaced plots. Based on the information received, the development is considered unlikely to impact up on the amenities of the surrounding occupants of the residential properties. It is considered that the proposal complies with policies H31 and LP15.

Archaeology:

- 7.19 The records held at the Council indicate that the site lies in an area of high archaeological potential, situated 160m to the south west of 12th century of Saint John the Baptist's Church (Historic Environment Record reference MCB4358). Archaeological investigations adjacent to the application area have revealed evidence of Iron Age, Roman, Saxon, medieval and post-medieval occupation (ECB310, ECB959), with Roman occupation excavated 70m to the east (MCB15529). In addition, at Moot Way to the immediate north of the application area are known Saxon remains (MCB4405) and medieval burials (MCB4404), with a probable moat located to the North West (MCB4426).
- 7.20 It is considered if the application were to be approved; a condition would be imposed to ensure a programme of investigation is submitted to the LPA for approval.

Conclusion

- 7.21 Ultimately, it is considered that the proposal would be contrary to the provisions of policies CS1 and CS3 of the Local Development Framework Core Strategy 2009, policies En17 and H23 of the Huntingdonshire Local Plan 1995, and policies LP11 and LP26 of the Draft Huntingdonshire Local Plan to 2036 (2013) in that residential development in the countryside will be restricted to that which has an essential need to be in a rural location. The applicant has not demonstrated a need for the development to be in this location and has not put forward a convincing case as to why an exception to the policies of the Local Planning Authority should be made. Although the site is adjacent to the built-up area of the settlement and therefore considered to be in the open countryside, as such, the development of this site would impact of the character of the Woodhurst by creating a hard edge to the village.
- 7.22 Having regard to applicable national and local planning policies, and having taken all relevant material considerations into account, it is therefore recommended that planning permission should be refused.

8. RECOMMENDATION – REFUSE for the following reasons:

Reason 1.

The site is located in the open countryside where residential development in the countryside will be restricted to that which has an essential need to be in a rural location. The applicant has not demonstrated a need for the development to be in this location and has failed to put forward a convincing case as to why an exception to the policies of the Local Planning Authority should be made. The proposal would therefore be contrary to the provisions of policies CS1 and CS3 of the Local Development Framework Core Strategy 2009, policies En17 and H23 of the Huntingdonshire Local Plan 1995, policy HL5 of the Huntingdonshire Local Plan Alteration 2002 and policies LP1, LP11 and LP26 of the Draft Huntingdonshire Local Plan to 2036 (2013).

Reason 2.

This site is located in the open countryside for the purposes of the development plan. The applicant has failed to demonstrate that the proposals meet the tests of planning policy in terms of the delivery of affordable housing on rural exception sites. In the absence of any convincing arguments to the contrary, it is considered that the proposal is contrary to policy CS5 of the Adopted Core Strategy 2009; and LP25 & LP26 of the Draft Local Plan to 2036, and paragraph 54 of the NPPF.

Reason 3.

The development in depth within this open green space at the edge of the village, by reason of the location of the access way, and layout of the scheme would form an incoherent pattern of development, and a hard edge to the village which would result in serious harm to significance of the adjacent the conservation area, and the rural character of the village as a whole. The harm caused by the proposed development is not considered to be outweighed by public benefits. As such the proposal is considered to be contrary to Policies En5, En9, and En25 of the Local Plan, and Policies LP13, LP30 and LP31, and paras 132 and 134 of the NPPF.

If you would like a translation of this document, a large text version or an audio version, please contact us on 01480 388388 and we will try to accommodate your needs.

CONTACT OFFICER:

Enquiries about this report to **Linda Walker Development Management Officer 01480 388411**

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Application Number: 16/00080/OUT Case Officer Linda Walker

Proposal: Development of paddock land with 2 detached dwellings, 1 chalet bungalow, all with double garages, 1 terraced building of 3 cottage dwellings for private/social housing, all accessed from existing modified vehicle Paddock Road access.

Location: Land West Of Ashmead House South Street Woodhurst

Observations of Woodhurst Town/Parish Council.

Please ✓ box as appropriate



Recommend **approval** because (please give relevant planning reasons in space below)

*Recommendation of lighting at access road to South Street.
It addresses the concerns raised in the previous planning application*



Recommend **refusal** because... (please give relevant planning reasons in space below)



No observations either in favour or against the proposal

Smizino

..... Clerk to Woodhurst Town/Parish Council.

Date: *29.01.16*

Failure to return this form within the time indicated will be taken as an indication that the Town or Parish Council do not express any opinion either for or against the application.

Please send response to email address below:-

Development.control@huntingdonshire.gov.uk

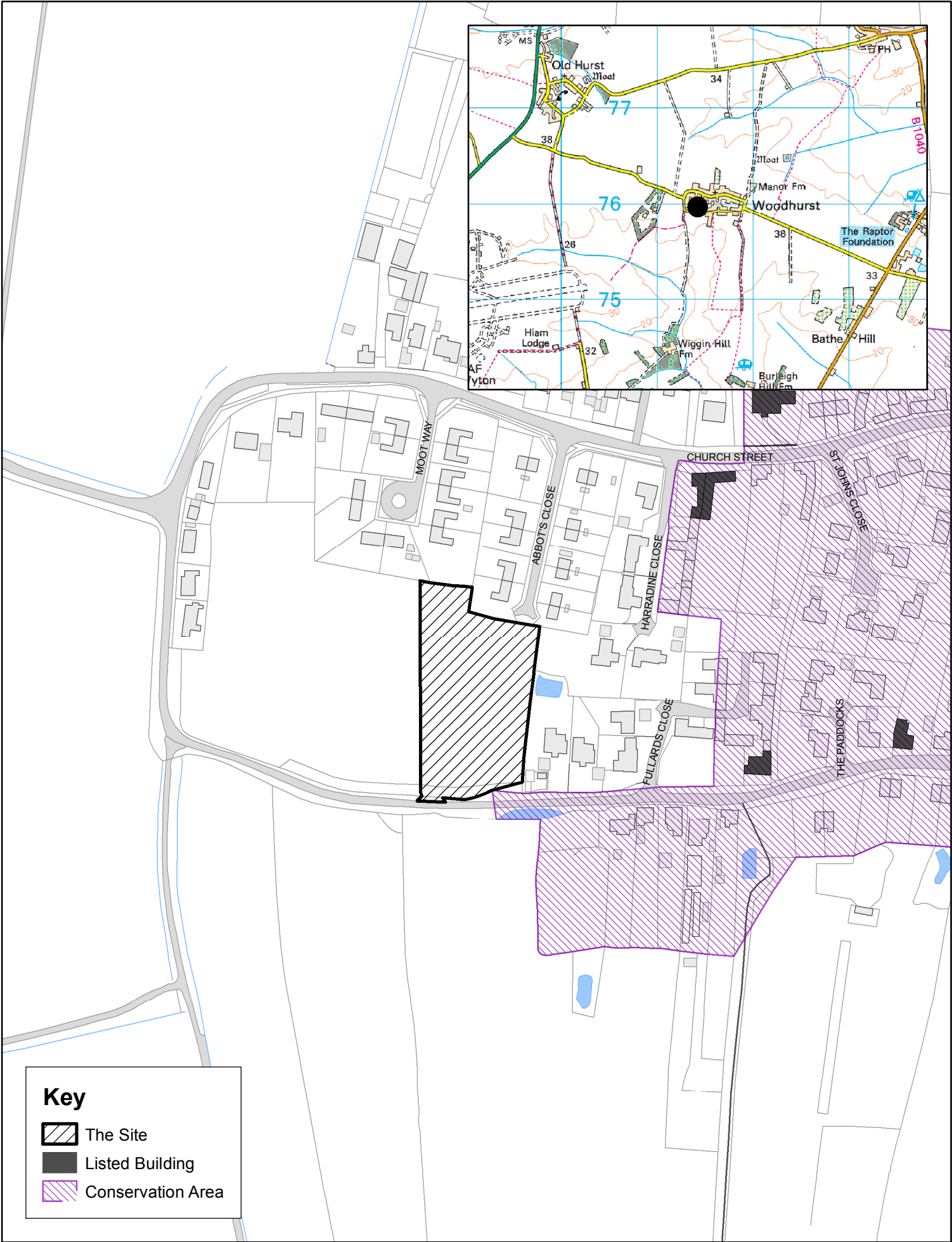
(Development Management)

Development Management Panel

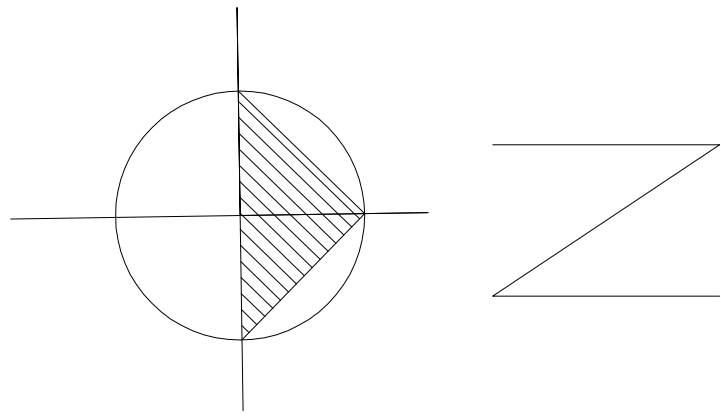


Scale =1:2,500
Date Created: 17/02/2016

Application Ref: 16/00080/OUT
Location: Woodhurst



SITE PLAN



Revision: By Approved
Revision A Revised plan Jan 16 By Paul B

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RESIDENTIAL DEVELOPMENT OF Paddock INTO
4 BEDROOM DWELLING, 3 BEDROOM CHALET BUNGALOW,
3 BEDROOM DWELLING AND THREE 2 BEDROOM
TERRACED DWELLINGS ALL ACCESSED THROUGH
EXISTING VEHICLE SITE ACCESS FROM SOUTH STREET
WOODHURST, CAMBS.

Drawing Title:
SITE PLAN

Scale: Date: Drawn:
1:500 March 2015 PB

Project No: Drawing No: Revision:
7744 103 A

Copyright Jk Architecture. All dimensions to be verified on site.

SOUTH STREET

Revision:
Revision B : PLAYGROUND REMOVED ETC

By Approved
By: 10/10/15
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T R HUGGINS

Project:
RESIDENTIAL DEVELOPMENT OF PADDOCK INTO
4 BEDROOM DWELLING, 3 BEDROOM CHALET BUNGALOW,
3 BEDROOM DWELLING AND THREE 2 BEDROOM
TERRACED DWELLINGS ALL ACCESSED THROUGH
EXISTING VEHICLE SITE ACCESS FROM
SOUTH STREET, WOODHURST, CAMBS

Drawing Title:
PROPOSED SITE PLAN

Scale:
1:100

Date:
OCTOBER 2014

Drawn:
JH

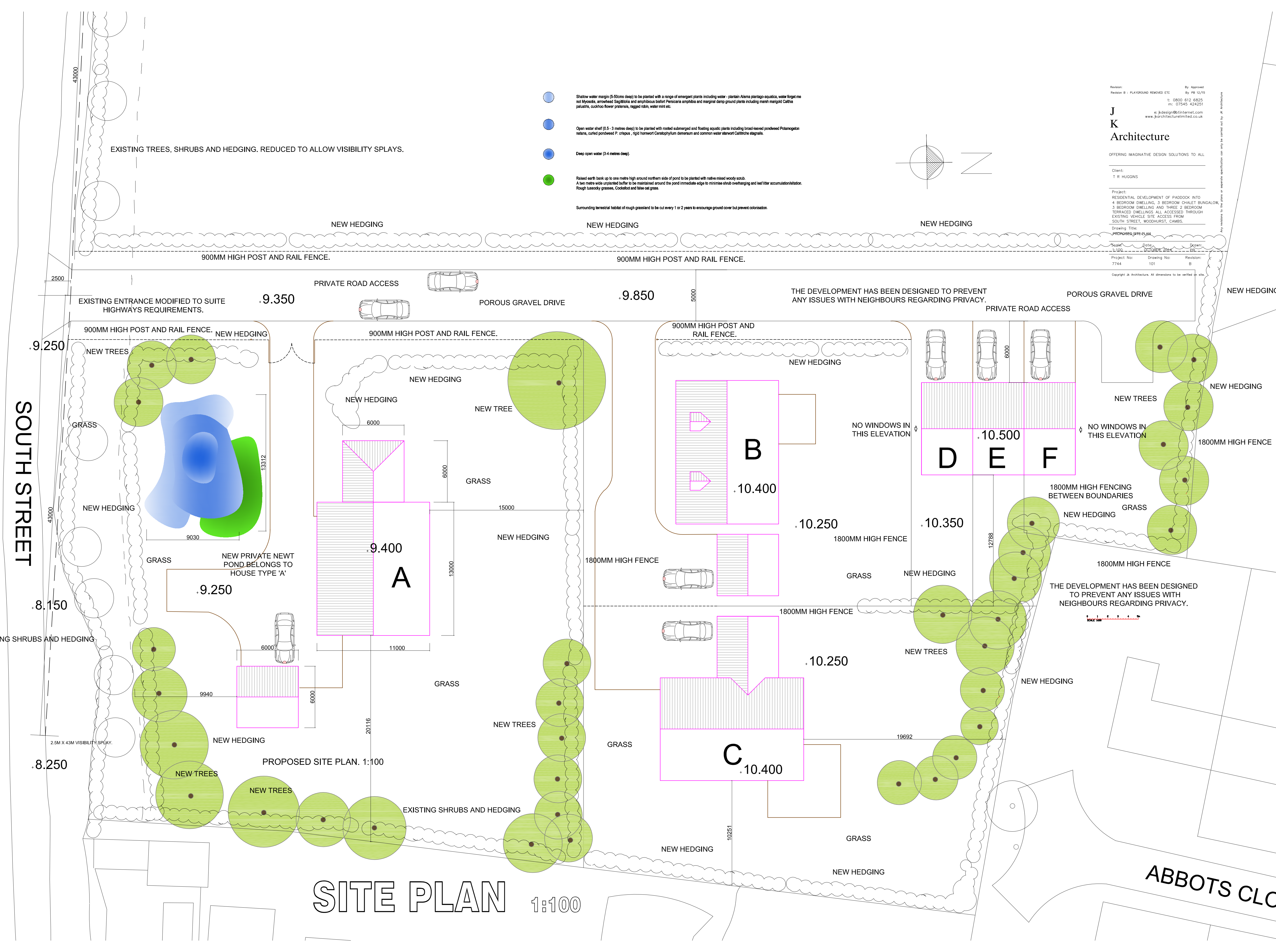
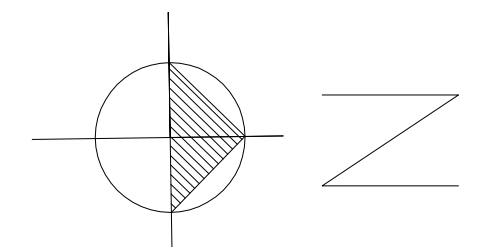
Project No:
7744

Drawing No:
101

Revision:
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- Shallow water margin (5-50cms deep) to be planted with a range of emergent plants including water - plantain *Alisma plantago-aquatica*, water forget me not *Myosotis*, arrowhead *Sagittaria* and amphibious basket *Potamogeton* reeds, curled pondweed *P. crispus*, rigid hornwort *Ceratophyllum demersum* and common water starwort *Callitriche stagnalis*.
- Open water shall (0.5 - 3 metres deep) to be planted with rooted submerged and floating aquatic plants including broad-leaved pondweed *Potamogeton* reeds, curled pondweed *P. crispus*, rigid hornwort *Ceratophyllum demersum* and common water starwort *Callitriche stagnalis*.
- Deep open water (3-4 metres deep).
- Raised earth bank up to one metre high around northern side of pond to be planted with native mixed woody scrub. A two metre wide unplanted buffer to be maintained around the pond immediate edge to minimise shrub overhanging and leaf litter accumulation. Rough tussocky grasses, Cockfoot and false oat grass.
- Surrounding terrestrial habitat of rough grassland to be cut every 1 or 2 years to encourage ground cover but prevent colonisation.



SITE PLAN 1:100

ABBOTS CLOS

GREEN PAPERS FOLLOW

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www.huntingdonshire.gov.uk

Application Number: 15/00373/OUT Case Officer Linda Walker

Proposal: Proposed erection of 1 detached dwelling and 1 chalet type dwelling both with double detached garages, access from existing entrance to site off South Street, also 1 terraced building, incorporating 4 cottage type dwellings for private and social housing via the extension of Abbots Close allowing access to terraced housing and access to a new public park area

Location: Land West Of Ashmead House South Street Woodhurst

Observations of Woodhurst Town/Parish Council.

Please ✓ box as appropriate

☐ Recommend **approval** because(please give relevant planning reasons in space below)

☒ Recommend **refusal** because...(please give relevant planning reasons in space below)
PLEASE SEE ATTACHED

☐ No observations either in favour or against the proposal

.....*SM3110*..... Clerk to Woodhurst Town/Parish Council.

Date: 14.10.15

Failure to return this form within the time indicated will be taken as an indication that the Town or Parish Council do not express any opinion either for or against the application.

(Development Management)

APPLICATION Number: 15/00373/OUT

Case Officer: Linda Walker

During the extra-ordinary parish council meeting held on the 12th October, 2015

Woodhurst Parish Council are recommending refusal of planning permission for the following reasons:

1. Access through Abbots Close is severely limited due to the narrow width of the road and the on-road parking. This would raise problems of access for emergency vehicles, service vehicles and vehicular access to the social housing and play area.
2. Confirmation would be required that the existing sewage systems could cope with the proposed development as this issue is not dealt with adequately in this application.
3. The impact of surface drainage of the site on South Street would need more consideration. The application should probably include clearance of the ditches along South Street and dredging of Ridge's Pond with supervision by the Environment Agency.
4. While 59% of village residents that responded to the Woodhurst Parish Plan survey in 2012 were in favour of a children's play park facility being provided, the Parish Council would require assurances that any such facility included in this development should be fully funded by a section 106 condition, and that the ongoing maintenance of the land and equipment be adopted by HDC in the long term, to alleviate any financial responsibility on Woodhurst Parish Council and the residents of the village.