

# DEVELOPMENT MANAGEMENT COMMITTEE 19 JUNE 2023

**Case No:** 22/00649/FUL

**Proposal:** A new build, two-storey four-bedroom detached dwelling.

**Location:** Land at White Roses, Sawtry Road, Glatton, PE28 5RZ

**Applicant:** Mr Neil Varnham

**Grid Ref:** 515592 (E) 285889(N)

**Date of Registration:** 28.06.2022

**Parish:** Glatton

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## RECOMMENDATION - REFUSE

This application is referred to the Development Management Committee (DMC) because the Officer recommendation of refusal is contrary to the Parish Council's recommendation of approval.

### 1. DESCRIPTION OF SITE AND APPLICATION

#### Site and surrounding area

- 1.1 The application relates to land to the side of White Roses, a Grade II listed thatched cottage. The site was formerly part of the side garden of White Roses but was sold off separately following the grant of planning permission for a new dwelling in 2013 (planning application reference 1301187FUL). The site is within the Glatton Conservation Area with access from Sawtry Road.
- 1.2 The site is a broadly rectangular shaped area of land and measures 0.09 hectares. It has a frontage width of approximately 19 metres tapering to 16 metres at the rear and depth of 55 metres. The ground level varies between 18.5m AOD and 18.9m AOD with a gentle slope away from Sawtry Road.
- 1.3 The area is characterised by a variety of dwelling sizes, types and form ranging from thatched cottages to traditional and contemporary detached dwellings. The general character of the area is residential with large, detached properties recessed behind vegetated front hedges and low close-boarded fences, accessed by driveways, some of which are gravelled with open-plan frontages.

- 1.4 The site is located within Flood Zone 3 according to the Huntingdonshire Strategic Flood Risk Assessment 2017 (SFRA). The SFRA mapping for this site aligns with the Environment Agency Flood Maps for Planning.

### Proposal

- 1.5 This application seeks subdivision of the site and the erection of a 7.50 metre high two-storey detached dwelling with 4 bedrooms. The dwelling is proposed with three off-street parking spaces to the front of the plot and the site plan details additional soft landscaping is to be provided along the boundary of the application site and White Roses. Access to the site would be obtained via the Sawtry Road frontage in a form of in and out arrangement via a short driveway.
- 1.6 The application is supported by an Arboricultural Report, Flood Risk Assessment and Design, Heritage and Access Statement and Ecology Report.
- 1.7 Officers have scrutinised the plans and have familiarised themselves with the site and surrounding area.

## **2. NATIONAL GUIDANCE**

- 2.1 The National Planning Policy Framework (20th July 2021) (NPPF 2021) sets out the three objectives - economic, social and environmental - of the planning system to contribute to the achievement of sustainable development. The NPPF 2021 at paragraph 11 provides as follows: 'So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development'.
- 2.2 The NPPF 2021 sets out the Government's planning policies for (amongst other things):
- delivering a sufficient supply of homes;
  - building a strong, competitive economy;
  - achieving well-designed, beautiful and safe places;
  - conserving and enhancing the natural, built and historic environment
- 2.3 The Planning Practice Guidance and the National Design Guide are also relevant and are material considerations.

For full details visit the government website [National Guidance](#)

## **3. PLANNING POLICIES**

- 3.1 Huntingdonshire's Local Plan to 2036 (Adopted 15th May 2019)
- LP1: Amount of Development

- LP2: Strategy for Development
- LP4: Contributing to Infrastructure Delivery
- LP5: Flood Risk
- LP6: Waste Water Management
- LP9: Smaller Settlements
- LP11: Design Context
- LP12: Design Implementation
- LP14: Amenity
- LP15: Surface Water
- LP16: Sustainable Travel
- LP17: Parking Provision and Vehicle Movement
- LP30: Biodiversity and Geodiversity
- LP31: Trees, Woodlands, Hedges and Hedgerows
- LP34: Heritage Assets and their Settings
- LP37: Ground Contamination and Groundwater Pollution

### 3.2 Supplementary Planning Documents/ Guidance

- Huntingdonshire Landscape and Townscape Assessment SPD (2022)
- Huntingdonshire Design Guide SPD (2017)
- Developer Contributions SPD (2011)
- Cambridgeshire Flood and Water SPD (2017)
- Huntingdonshire Tree Guidance Note 3
- December 2020 Annual Monitoring Review regarding housing land supply

For full details visit the government website [Local policies](#)

## 4. PLANNING HISTORY

- 4.1 1301187FUL – Permission granted for detached dwelling on land adjacent to White Roses 17 Sawtry Road, on 18 November 2013.

## 5. CONSULTATIONS

- 5.1 **Glatton Parish Council** – Recommend approval of the development.
- 5.2 **CCC Highway Authority – No objection:** The proposed development appears to be infill development of a single dwelling. The site plan indicates an in and out arrangement with parking and turning also on site. The precise location of the highway boundary should be located prior to any works commencing.
- 5.3 **Environment Agency – No objection:** We have reviewed the Flood Risk Assessment (FRA) with regard to tidal and designated main river flood risk sources only. We consider that

the main source of flood risk at this site is associated with watercourses under the jurisdiction of the Internal Drainage Board (IDB). As such, we have no objection to the proposed development on flood risk grounds. However, the IDB should be consulted with regards to flood risk associated with watercourses under their jurisdiction and surface water drainage proposals.

In all circumstances where flood warning and evacuation are significant measures in contributing to managing flood risk, we expect local planning authorities to formally consider the emergency planning and rescue implications of new development in making their decisions.

#### Sequential test - advice to LPA

We have not objected to this application on flood risk grounds, but this does not remove the need for you to apply the sequential test and to consider whether it has been satisfied. Where a flood risk assessment shows the development can be made safe throughout its lifetime without increasing risk elsewhere, there will always be some remaining risk that the development will be affected either directly or indirectly by flooding. A failure to satisfy the sequential test can be grounds alone to refuse planning permission.

- 5.4 **HDC Trees – Objection** – Objects on the grounds of the proposed layout/positioning and the resulting impact on neighbouring trees. There are concerns surrounding off-site trees NT1 Ash and NT2 Pear. NT1 is already in decline and the proposed extent of no-dig surfacing is likely to speed up the decline further.

The British Standard states that *New permanent hard surfacing should not exceed 20% of any existing*. No figures have been provided against this criterion but looking at the plans, the no-dig area is greater than 20%. The proposed building footprint is within the RPA of NT2, which is in conflict with the advice within The British Standard para 5.3.1.

I would request that the no-dig driveway is removed from under NT1 Ash, and that the building footprint is either moved outside the RPA of NT2 or an engineering solution is provided with an assessment of the impact along with any mitigating detail.

- 5.5 **HDC Conservation Officer – No objection** - The proposed dwelling would face the street and sit comfortably within the street scene, its set-back location helping to mitigate its visual scale and massing. It will not rival the primacy of the thatched cottage within the Conservation Area. The proposed access to the new dwelling will reflect the established character of the frontages elsewhere on Sawtry Road.

The proposed design of the dwelling borrows some features from historic buildings but is of a modern character and appearance. This follows the general character of this part of the conservation area which consists of 20<sup>th</sup> Century ribbon development along Sawtry Road with intermittent historic buildings subsumed into the recent built form.

The proposed development is unlikely to harm the special interest of the listed building, or the character and appearance of the Glatton Conservation Area provided suitable materials are used in construction.

## **6. REPRESENTATIONS**

- 6.1 One neighbour representation has been received commenting as follows: - This looks a very well thought out development, sympathetically designed and totally in keeping with the pretty village of Glatton and the conservation area in which it sits.

## **7. ASSESSMENT**

- 7.1 The main issues to consider in assessing this application are whether there is any conflict with Development Plan policies. If there is any conflict, whether the application can be considered to be in accordance with the Development Plan when taken as a whole. If the application is not in accordance with the Development Plan, whether there are any material considerations, including the NPPF (2021), which indicate that planning permission should be granted. With this in mind, the report addresses the principal, important and controversial issues which are in this case:

- The Principle of Development including Flood Risk
- Design, Visual Amenity, and the Impact on the Character and Appearance of the Area and Designated Heritage Assets
- Residential Amenity
- Highway Safety, Access, and Parking Provision
- Biodiversity and Ecology
- Trees
- Accessible and Adaptable Homes
- Water Efficiency
- Developer Contributions
- Other Matters

### **Principle of Development**

- 7.2 Policy LP9 classifies Glatton as a Small Settlement and supports infill residential development within these settlements. This approach takes account of the separate roles and character of the different areas and forms part of the development plan strategy to actively manage patterns of growth, focus significant

development in locations that are or can be made sustainable, and make the fullest possible use of public transport, walking and cycling. This is in line with the National Planning Policy Framework 2021 (NPPF) which encourages the provision of more housing within towns and settlements and encourages the re-use of land which has previously been developed.

- 7.3 The application site was formerly part of the garden area for White Roses Cottage with a frontage to Sawtry Road and lies within the Small Settlement of Glatton, where the general principle of housing is acceptable. The host property forms part of a row of dwellings with a side garden, which has a frontage onto Sawtry Road, which possesses a verdant and spacious character and appearance. Gardens are not included within the NPPF definition of previously developed land. However, the NPPF does not preclude the development of such land subject to other policy considerations within the HDC Local Plan. The HDC Local Plan also refers to residential development being acceptable on underused urban sites. However, this policy also requires development not to have a detrimental effect on the environment.
- 7.4 Furthermore, the site is considered to be within the built-up area of Glatton and is accessible to services, facilities and public transport. There is capacity within existing infrastructure to accommodate the proposed development and there are no physical or environmental constraints to restrict development on the land. The proposal is therefore acceptable in principle as infill development within designated Small Settlement Area.
- 7.5 Notwithstanding the fact that the principle of development is considered acceptable an assessment of the scheme against policies having regard to flood risk, design, parking, and means of access as well as amenity of the occupiers of adjoining premises have to be considered.

### **Flood Risk**

- 7.6 As set out in the introductory section of this report, the application site is at a high risk of flooding.
- 7.7 National guidance and Policy LP5 of the Local Plan seek to steer new developments to areas at lowest risk of flooding and advises this should be done through application of the Sequential Test, and if appropriate the Exceptions Test (as set out in paragraphs 159-169 of the NPPF (2021)).
- 7.8 The application site is situated in Flood Zone 3 based on the Environment Agency (EA) Floods Maps and the Strategic Flood Risk Assessment (2017), as being within the 1 in 100-year flood

extent; the flood extents for both mapping systems follow the same staggered line with the highway being within flood Zone 1. The flood risk to this area arises from the Conington Brook, however it is understood that the channel capacity of the Brook is for a 1 in 50-year return period with freeboard to the lowest land levels.

- 7.9 Paragraph 159 of the NPPF 2021 states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Paragraph 162 of the NPPF expands on this and states that the aim of the sequential test is to steer new development to areas with the lowest risk of flooding from any source. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower risk of flooding. The strategic flood risk assessment will provide the basis for applying this test. The sequential approach should be used in areas known to be at risk now or in the future from any form of flooding.
- 7.10 The application of the sequential test for planning applications is also addressed at a local level within Policy LP5 of the Local Plan which states “A proposal will only be supported where all forms of flood risk, including breaches of flood defences or other defence failures, have been addressed, as detailed in the National Planning Practice Guidance and with reference to the Cambridgeshire Flood and Water Supplementary Planning Document (SPD), such that: a. the sequential approach and sequential test are applied and passed, having regard to actual and residual flood risk and including consideration of the impact of climate change”.
- 7.11 The proposed development is located in Flood Zone 3 as classified by Page 37 of 156 Environment Agency Flood Map for Planning and the Huntingdonshire Strategic Flood Risk Assessment 2017.
- 7.12 Section 4 of the Cambridgeshire Flood and Water SPD 2017 states that the geographical area over which the sequential test is to be applied is usually over the entire Local Planning Authority area and may only be reduced in discussion with the LPA because of the functional requirements and objectives of the proposed development (e.g. catchment area for a school, community facilities, a shop, a public house, appropriate land use areas and regeneration zones etc.) and because there is an identified local need for that type of development.

#### Application of the Sequential Test and Exception Test

- 7.13 It is acknowledged that the EA has not raised an objection on flood risk grounds however, as per their comments, it is for the LPA to consider the need to apply the sequential test and

consider whether it has been satisfied. The residential dwelling proposed here in Flood Zone 3 does require a sequential test.

- 7.14 The application is not accompanied by a sequential test for flooding. The submitted Flood Risk Assessment (FRA) states that based upon the permission granted in 2013 it is considered that the proposed development passes the Sequential Test.
- 7.15 The applicant has also stated that the new dwelling would have wider sustainability benefits by adding to the Council's 5-year housing supply and that the development will be safe and not increase flood risk elsewhere, therefore the Exception test is passed on these grounds.
- 7.16 There have been no discussions between the applicant and the LPA in terms of a reduced geographical search area for potential alternative sites at a lower risk of flooding taking into account the functional requirements and objectives of the proposed development. As set out in the Cambridgeshire Flood and Water SPD the default search area is usually over the entire authority area. This would mean the applicant would need to demonstrate there are no alternative site across the whole district which could accommodate the proposed development of one dwelling by discounting all potential sites in Flood Zone 1, then (if there are no alternative sites in Flood Zone 1) Flood Zone 2, and then (if there are no alternative sites in Flood Zone 2) compare the sites within Flood Zone 3. In the circumstances of comparing sites within the same flood zone, the actual risks of flooding can be taken into consideration using available flood hazard information. The aim will be to locate development in the lowest risk areas of that flood zone considering the ambient probability and consequences of flooding.
- 7.17 Proposed site mitigation measures should not be taken into consideration when undertaking the Sequential Test - these are assessed through the Exception Test and the site-specific FRA.
- 7.18 The Cambridgeshire Flood and Water SPD states that reasonably available sites will be identified from a number of sources, including: - Local Plan allocations; - Sites with planning permissions for the same or similar development, but not yet developed; - Five-year Land Supply and/or Annual Monitoring Reports; - Housing and Economic Land Availability Assessments (HELAAAs); - Local property agents' listings; - Historic windfall rates, where appropriate.
- 7.19 Additionally, a site is only considered to be reasonably available if all of the following apply: - The site is within the agreed area of search; - The site is not safeguarded in the relevant Local Plan for another use; - It does not have any issues (e.g., constraints or designations) that cannot be overcome and that would prevent development on the site.

- 7.20 Reasonably available sites will include a site or a combination of sites capable of accommodating the proposed development. These may be larger, similarly sized or a combination of smaller sites that fall within the agreed area of search.
- 7.21 It is considered that the sequential test for flooding would fail in this case taking into account Local Plan allocations for residential development, sites with planning permission for the same or similar development but not yet developed, and the consistency of windfall permissions for residential development in Flood Zone 1.
- 7.22 It is recognised that the development represents a redevelopment opportunity in a sustainable location. The previous unimplemented planning permission was assessed under the previous Local Plan, which has been superseded by the HDC Local Plan to 2036. The unimplemented permission does not constitute a realistic fall-back position for the applicant. It must also be emphasised that, it does not necessary follows that the sequential test is automatically passed on that basis. The submitted FRA does not provide justification for the functional requirements and objectives of the proposed development which may trigger discussion and negotiation regarding the potential for a reduced geographical search area for the sequential test. Ultimately, insufficient justification has been submitted in terms of the sequential test which Officers consider would fail based on a district-wide search. Therefore, the proposed development is considered unacceptable as it would place people and property and an unwarranted risk of flooding contrary to local and national planning policies.
- 7.23 This application has similarities to application 20/01209/FUL for an extension to No.5 Crown Street in St. Ives to provide 1 no. 1 bed flat and 1 no. 2 bed flat with under croft parking. The application was refused by the Development Management Committee in line with officer recommendation following the meeting of April 2021. The refusal was appealed, and the Inspector dismissed the appeal (APP/H0520/W/21/3286072) on the grounds that the proposal did not represent an acceptable form of development having particular regard to its flood zone location.
- 7.24 Within their decision, the Inspector stated “the FRA does not tackle the matter of initial site selection. Indeed, no comprehensive assessment of potential suitability and availability of alternative sequentially preferable sites (or of the appropriate catchment area across which to apply the test) would appear to have been carried out. This is a significant shortcoming of the scheme.”

- 7.25 The Inspector also stated “I acknowledge than an existing residential use of the appeal property prevails. However, the proposal is for an extension to accommodate two additional dwellings. On that basis, the sequential approach to site selection should be applied. Indeed, it has not been robustly demonstrated why it should not.”
- 7.26 Finally, the Inspector reinforced that when applying the sequential test, the presence of existing flood risk management infrastructure should be ignored as the long-term funding, maintenance and renewal of this infrastructure is uncertain.
- 7.27 Paragraph 163 of the NPPF 2021 states that if it is not possible for development to be located in areas with a lower risk of flooding (taking into account wider sustainable development objectives), the exception test may have to be applied.
- 7.28 There are two elements to the exception test as set out below, but this test should only be applied out once the sequential test has been passed. This is reinforced within the abovementioned appeal decision where the Inspector stated, “the sequential test is to be applied prior to any consideration of the exception test’s potential applicability.”
- 7.29 Paragraph 164 of the NPPF 2021 states that to pass the exception test it should be demonstrated that: a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.
- 7.30 The FRA states that the site would remain dry during a 1 in 100-year fluvial event. The Applicant has indicated that the flood zones outlined on the Environment Agency Flood Maps for Planning, show that Sawtry Road adjacent to the development is not within Flood Zone 3. As such, based upon the carriageway level of between 18.69m AOD and 18.80m AOD an estimate of the flood level during the 1% annual probability (1 in 100 chance each year) event is 18.7m AOD. Ground levels in the area of the proposed dwelling are typically above the 1% annual probability (1 in 100 chance each year) flood level. The Applicant has gone further and stated that there is a discrepancy between the flood extents on the Environment Agency Flood Maps for Planning and the site topographic survey. Most of the western part of the site is higher than the carriageway level of Sawtry Road and therefore should not be within Flood Zone 3. The Applicant has also stressed that there is no evidence of the site being flooded.
- 7.31 No objections have been received from the Environment Agency (EA). However, it should be noted the EA does not consider whether the sequential test has been passed.

- 7.32 Overall, it is considered that the proposed development for a new dwellinghouse would fail the sequential test for flooding contrary to Policy LP5 of the Local Plan, Section 4 of the Cambridgeshire Flood and Water SPD 2017 and Paragraphs 159 and 162 of the NPPF 2021. The proposed development is therefore unacceptable in principle as it would place people and property at an unwarranted risk of flooding. The principle of the proposed development is therefore unacceptable

### **Heritage Assets**

- 7.33 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, requires Local planning Authorities (LPA) to have special regard to the desirability of preserving listed buildings or their setting. Section 72 of the same Act imposes a statutory duty on LPAs to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. Policy LP34 (Heritage Assets and their Settings) of the Local Plan reflects this duty and requires that development must protect and, where appropriate enhance, the character and appearance of a conservation area. Chapter 16 of the NPPF sets out the Government's national policies on the conservation of the historic environment. The NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (Para 199) and that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) should require clear and convincing justification (Para 200). Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal (Para 202).

### Setting of the Adjacent Listed Building

- 7.34 Planning records show that the historic cottage was first extended in 1945 under Planning Permission W8.45 when a modestly sized flat roofed bathroom, washroom and bedroom were added. In 1970 under planning permission H78.70 a large flat roof extension was added off the back of the 1945 flat roof extension and a garage was built. These flat roof rear extensions were added before the building was protected and listed in August 1988.
- 7.35 It is acknowledged that the garden serving the listed thatched cottage is large particularly in comparison to the size of the dwelling it serves. The cottage sits in the southern corner of its plot and its garden extends approximately 22m out to the side of the dwelling to the northwest western boundary. The length of the plot from street fronting boundary to rear boundary is around

55m with the rear garden backing onto countryside. Given the size of the garden and the extent of space on its north west side, it is felt that the plot can accommodate the proposed dwelling and sit comfortably with the listed property and the street. The proposed dwelling would front the street and sit within the street scene and is not considered to appear cramped within the plot. The listed building will retain space around it and will not be imposed upon by the proposed dwelling. Special regard has therefore been given to maintaining an appropriate relationship with the Listed Building.

- 7.36 From the street, White Roses presents itself as an attractive small, thatched cottage fronting Sawtry Road. However, owing to the mass of modern flat roof extensions from the mid-20th century, the charm it presents from the front elevation is sadly not repeated at the back of the property. As a result of this it is not felt the house relates well to the garden land on its northwest side. While there are windows looking out from the modern flat roof extensions over the side garden area, there is no strong interrelationship between the house and garden to the side.
- 7.37 Furthermore, there is no access leading out from the listed property to the side garden area and the view from the house across the garden is of a modern dwelling beyond. Similarly, looking across the garden towards the cottage the impression of the cottage is one of the dominating mass of modern unsightly rear extensions and the listed building is not presented well from this angle. In view of this, and in the case of this specific listed building, the proposed new dwelling may actually benefit the setting of the listed cottage as it would go some way to screening the incongruous modern rear extensions, so they are no longer viewed quite so face on. The nature in which the proposed dwelling would be set back from the positioning of the listed cottage would allow the gable end of the historic thatched element of the listed building and its historic form to be seen strongly in the street scene but would obscure sight of the modern rear extensions.
- 7.38 In this specific case it is therefore felt the proposed dwelling would not harm the setting of this cottage or harm the architectural appreciation of the cottage. The setting of the cottage will be changed by this proposal, but it is not felt the loss of the area of garden will harm the building's setting or harm how the best aspects of the cottage are presented. The boundary between the new dwelling and the listed cottage is to be a hedged boundary which will complement the setting of the listed cottage and make for an attractive new boundary between the listed cottage and the new dwelling.

#### Character and Appearance of the Glatton Conservation Area

- 7.39 The listed cottage sits at the south eastern end of the Conservation Area; the boundary to the Conservation Area in this location takes in the road in front of the house (not the property on the opposite side of the road) and takes in some of the garden. The character and appearance of the Conservation Area in this locality is defined by the listed cottage, mature planting, and the hedge along the boundary with Sawtry Road. The current hedge restricts views from the street into the garden but also limits views from the street of the north side of the cottage. The cottage however sits slightly forward of the hedged boundary and allows attractive views of the cottage within the street scene; the impact of the cottage's rear extensions have therefore been mitigated from the street at this angle which enables the traditional proportions of the original thatched cottage to be best appreciated. It is not felt these views of the cottage and the character and appearance of the Conservation Area in this locality will be harmed by this proposal as the thatched cottage is still going to project out next to a hedged boundary with the new dwelling to be set 12.5m back within the plot so it will not rival the standing the thatched cottage has within the street scene. The break in the hedge to facilitate the new in and out driveway is going to alter the character of the site however, there will still be an established hedged boundary fronting the street and the retention of this feature can be secured by condition.
- 7.40 As indicated above, the site and its immediate surroundings have a sylvan character, with there being a considerable number of trees of mixed species and hedging in or immediately adjoining the site, which contribute to the character and appearance of the Glatton Conservation Area. The trees also provide significant amenity value within the street scene and Conservation Area of Glatton. There is a large Ash tree alongside the north western boundary of the application site which is considered to have a high amenity value.
- 7.41 Accompanying the application is an Arboricultural Report with tree constraints plan and tree protection details. The Tree Officer has assessed the application and although indicated that he has no objection to the proposed tree removals, overall, the trees on site closest to the road offer low public visual amenity and those trees that do provide positive landscape benefits are located to the rear of the site and most of these are retained and not impacted upon. Notwithstanding the above, the Tree Officer has indicated that the removal of Tree (T9142) is unnecessary, and this tree does not need to be removed in order to achieve the layout.
- 7.42 Overall, it is Officers view that the proposed development could not take place without prejudicing the long-term future of the existing mature trees within the site and along the shared boundaries of the site which make important contribution to the

visual amenities of the area. This is further discussed below at paragraph 7.69 – 7.72 in the report.

#### Design, scale and appearance on the street scene

- 7.43 Policies LP11 and LP12 of the HDC Local Plan respectively require high quality design in all new development and for proposals to respect and relate to the character and context of their location. These policies are expanded upon in the Council's Supplementary Design Guidance (SDG) which requires that residential development should be complementary in design and be subordinate in size and scale to the existing dwelling. The impact of a development is assessed giving regard to the bulk, scale and design of the proposal and how it harmonises with the site and the wider locality.
- 7.44 Sawtry Road is an established residential location characterised by detached dwellings within large plots in a variety of architectural styles. Dwellings in Sawtry Road are set back from the highway with distinctive deep grass verges and linear layout pattern of development creating a sense of openness. There has been some development in the area, where smaller dwellings have been extended or replaced by larger dwellings. The proposed development is considered in light of similar developments in the vicinity in addition to the established character of the area.
- 7.45 The building line within this part of Sawtry Road is irregular with the dwellings in a semi-staggered layout albeit in a linear form. The proposed detached dwelling would be sited back within the plot and away from the street scene. This this would help to maintain the more open, verdant character with the retention of the existing soft boundary treatments. Although there would be in and out access arrangement at the Sawtry Road frontage of the site however, it is considered that this would not detract significantly from the character of the area.
- 7.46 The dwelling has been designed as a simple dwelling with double gable on the side elevations which is considered appropriate to the locality. The ridge height is to be 7.5m which is similar height to the host dwelling (the adjacent listed cottage). This is desirable so that its scale will be similar however, it would not over-dominate the listed property. Although the height exceeds the height of the previous dwelling approved in 2013, it is considered acceptable. The rear projection garden room, has also been designed to have a subordinate appearance which complies with the Design Guide and as such, reduces the massing of the property and provides a sense of space between the built form.
- 7.47 The proposed external materials would be buff brick and off-white render timber and slate roof. The facades would be

finished in brick and render, with timber, glazing with decorative panel features. This would result in a dwelling with contemporary design. The materials could be secured by condition.

- 7.48 It is therefore considered that the siting, scale and design of the proposed development is appropriate and will not have an adverse impact upon the character and appearance of the Conservation Area.
- 7.49 Overall, the proposal is considered to respond positively to its context within the surrounding built form and contributes positively to the area's character and identity. The proposal is therefore considered to accord with Policies LP11 and LP12 of the Local Plan, the Huntingdonshire Design Guide (2017), the National Design Guide and the NPPF (2021) in this regard.

### **Residential Amenity**

- 7.50 The impact of the proposed development on residential amenity of neighbouring dwellings and the amenities of the future occupants is considered in terms of the impact on access to day/sun/sky light and privacy, outlook and overbearing. Policy LP14 of the Local Plan applies and seeks to provide a good standard of design in all new development. The Council's Design Guide supplements Policy LP14 and expects that development should not cause loss of light or be unduly dominant from adjoining properties, as a result of either the length of projection, the height or the proximity of the development. The Policy reflects the guidance at paragraph 130 of the NPPF, which seeks amongst other things to create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users of development.
- 7.51 The proposed dwelling would be sited at a distance of approximately 8.2m from the side elevation of the listed building and the boundary between the two plots is to be defined by a hedge with a 1.8m high close boarded fence between the rear gardens. There are no windows on the flank elevation apart from a single door within the south eastern elevation. Given this relationship it is not considered that the proposal will adversely affect the living conditions of the occupants of White Roses.
- 7.52 The proposed dwelling is to be sited approximately 1.0m from the common boundary with The Gables (No. 15, which is to the north west) and is to be slightly closer to the highway than The Gables. The distance between the flank wall of the new dwelling and The Gables will be approximately 5.3m. Whilst there will be some miniscule overshadowing and loss of light to windows within the front elevation of The Gables, it is not considered that this will be unacceptable when having regard to the 45-degree rule as set out within the Design Guide. The dwelling would not

impact adversely on the occupiers of The Gables with regard to overlooking, loss of privacy or loss of light to warrant the refusal of planning permission.

- 7.53 Given the established residential character of the area, with the proposed dwelling fronting onto Sawtry Road it is not considered that the development would result in any unacceptable levels of noise and general disturbance as a result of the proposal. Neither would the new dwelling impact upon the peaceful enjoyment of each property to warrant a refusal of planning permission.
- 7.54 It is therefore Officer opinion that the proposal will not have a significantly harmful impact upon the existing residential amenity and therefore no objections are raised in this regard.
- 7.55 With regard to impact on the future occupants of the proposed dwellings, Policy LP14 of the HDC Local Plan requires all new development to provide satisfactory environment for the occupiers of both the existing and new development. Having regards to the National Housing Space Standards it is considered that there would be sufficient floorspace within the proposed dwelling. The proposed rear garden/amenity space for the development as shown on the site layout plan would be sufficient including, parking spaces and associated landscaping.
- 7.56 Overall, it is considered that a high standard of amenity would be provided for all users of the development and maintained for neighbours. The development is considered acceptable in terms of overshadowing, overlooking, overbearing impact, loss of privacy, loss of light and would not have a significant detrimental impact upon residential amenity. The proposal is therefore considered to be in accordance with Policy LP14 of the Local Plan and paragraph 130(f) of the NPPF (2021).

### **Highway Safety, Parking Provision and Access**

- 7.57 Policy LP17 of the Local Plan seeks to ensure that new development incorporates appropriate space for vehicle movements, facilitates access for emergency vehicles and service vehicles and incorporates adequate parking for vehicles and cycles.
- 7.58 Cambridgeshire County Council as the Local Highways Authority have reviewed the proposals and advised there is no objection to that proposal, which appears to be infill development of a single dwelling subject to the imposition of conditions relating to highway safety.
- 7.59 The submitted site plan indicates an in and out arrangement with parking and turning within the site. The proposal provides three parking spaces for the new dwelling. The driveway and turning

area for the new dwelling appear adequate and would enable vehicles to manoeuvre within the site to allow entry and exit in forward gear.

- 7.60 The suggested conditions from the Local Highway Authority relating to no gates to be erected across the approved access, construction details of the crossover, and drainage details are noted and considered reasonable.
- 7.61 It is therefore considered that the proposal will not have an adverse impact upon highway safety. The proposal is therefore considered to accord with Policy LP17 of the Local Plan and the NPPF (2021) in this regard.
- 7.62 Policy LP16 of the Local Plan and the Huntingdonshire Design Guide (2017) seek the provision of secure and covered cycle parking on the basis of 1 space per bedroom. The proposed development would therefore require the provision of 4 cycle parking spaces, which has not been shown on the submitted site layout plan however, there is ample space on the site and could be provided. The Design and Access Statement confirms that secure cycle parking would be provided on site through a timber-clad cycle store, either to the front or rear of the new dwelling (integrated with refuse and recycling collection). This could be dealt with subject to the imposition of planning condition.
- 7.63 Subject to conditions the proposed development is considered to accord with Policy LP17 and LP16 of the Local Plan and the NPPF (2021) in this regard.

### **Biodiversity and Ecology**

- 7.64 Policy LP30 of the Local Plan requires proposals to demonstrate that all potential adverse impacts on biodiversity and geodiversity have been investigated. Policy LP30 of the Local Plan also requires development proposals to ensure no net loss in biodiversity and provide a net gain in biodiversity where possible.
- 7.65 The proposed development site has an area of approximately 0.09ha and is dominated by managed amenity grassland with features of short sward. There is a small area containing shrub and hardstanding with many scattered trees on the site. There are hedgerows on the south-western and north-western boundaries, while fencing is present along the south-eastern and north-eastern boundaries. A block of broadleaved woodland is present behind the rear, north-eastern boundary of the site. Residential properties flank the site, while the front south-western boundary of the property borders a road.
- 7.66 The application is accompanied by a Preliminary Ecological Appraisal (PEA), identifies the potential issues with ecological receptors on or adjacent to site in respect of amphibians, trees

and hedgerows, invasive species, breeding birds and bats. The PEA has concluded that the development could proceed without adversely impacting the aforementioned ecological receptors, subject to the recommendations detailed in the report.

- 7.67 With regard to biodiversity, the report identifies that the development also presents an opportunity to enhance the habitats available to wildlife on site. This include the provisioning of bat and bird nest boxes on site to provide improved roosting and nesting opportunities into the long-term future of the site.
- 7.68 Subject to compliance condition the proposed development is considered to accord with Policy LP30 of the Local Plan and paragraph 174 d) of the NPPF (2021).

## **Trees**

- 7.69 Policy LP31 of the Local Plan requires proposals to demonstrate that the potential for adverse impacts on trees, woodland, hedges and hedgerows has been investigated and that a proposal will only be supported where it seeks to conserve and enhance any existing tree, woodland, hedge or hedgerow of value that would be affected by the proposed development.
- 7.70 There are a number of trees and shrubbery within and along the shared boundaries of the site. The application is accompanied by an Arboricultural Report, which indicate that a number of trees would be removed as part of the proposals. These trees are not considered to be of particular merit as detailed in the tree survey. The report goes further and indicate that where necessary, replacement trees and planting would be provided as part of mitigation strategy to offset any trees lost as part of the proposals.
- 7.71 The HDC Tree Officer has assessed the application and has raised an objection on the grounds of the proposed layout/positioning and the resulting impact on neighbouring trees. The trees in question are the surrounding offsite trees NT1 Ash and NT2 Pear. NT1 is already in decline and the proposed extent of no-dig surfacing is likely to speed up the decline further. The British Standard states that new permanent hard surfacing should not exceed 20% of any existing. No figures have been provided against the criteria set in the British Standards. The Officer has gone further and indicated that although no information has been provided, the submitted plans appear to indicate that the no-dig area is greater than 20%. As such, the proposed building footprint would be within the root protection area (RPA) of NT2, which is in conflict with the advice within The British Standard para 5.3.1. Furthermore, the removal of tree NT9142 is considered unnecessary as the development proposed could be safely accommodated within the site.
- 7.72 It is therefore considered that insufficient information has been submitted to demonstrate that the proposed dwelling could be

sited without having significant adverse impact on off-site trees, which contribute significantly to the visual amenities of the area. The proposal is therefore in conflict with the objectives of Policy LP31 of the Local Plan and paragraph 174 b) of the NPPF (2021) in this regard.

### **Accessible and Adaptable Homes**

- 7.73 Policy LP25 of the Local Plan requires proposals that include housing to meet the optional Building Regulation requirement M4(2) "Accessible and adaptable dwellings" unless it can be demonstrated that site specific factors make this unachievable.
- 7.74 The applicant has confirmed in the Design and Access Statement that the proposed development is designed in accordance with and will be built in accordance with the M4(2) standards.
- 7.75 A condition would be imposed upon any consent to ensure that the development is built in accordance with these standards and that they are maintained for the life of the development.

### **Water Efficiency**

- 7.76 Policy LP12 of the Local Plan requires proposals that include housing to comply with the optional building regulation for water efficiency, as set out in Approved Document G.
- 7.77 The applicant has confirmed in the Design and Access Statement that the proposed development is designed in accordance with and will be built in accordance with the LP12 (j) standards.
- 7.78 A condition would be imposed upon any consent to ensure that the development is built in accordance with these standards and that they are maintained for the life of the development.

### **Developer Contributions**

- 7.79 The application is not accompanied by a Unilateral Undertaking (UU) for the provision of wheeled bins meaning the needs of future residents would not be met with regard to household waste management contrary to part H of the Developer Contributions Supplementary Planning Document (2011) and Policy LP4 of the Local Plan.

### **Community Infrastructure Levy (CIL):**

- 7.80 The development will be CIL liable in accordance with the Council's adopted charging schedule; CIL payments will cover footpaths and access, health, community facilities, libraries and lifelong learning and education.

## **Conclusion and Planning Balance**

- 7.81 Planning law requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise.
- 7.82 In assessing applications, it is necessary to first consider whether the proposal accords with the Development Plan as a whole, notwithstanding non-compliance that may occur with individual policies, and having regard to the reasoning for those policies together with others in the Local Plan.
- 7.83 In this case, it is considered that the proposed development would fail the sequential test for flooding, would likely cause unjustified harm to trees located off-site along the shared boundaries of the site, which would lead to the loss of the trees which contribute to the visual amenities of the Glatton Conservation Area. It is therefore considered that the proposal does not accord with the Development Plan. The development is considered acceptable in relation to biodiversity, access and highway safety although these are matters expected to be addressed, mitigated and complied with as part of the development of this type and are matters which have neutral weight in the planning balance.
- 7.84 Officers recognise that the proposed development would provide material benefits and other economic benefits including job creation through construction and CIL contributions. The development will also lead the provision of one additional market housing however, this is given only moderate weight as Huntingdonshire District Council can demonstrate a five-year housing land supply. The development will also bring associated support to the local economy, which are standard development benefits and given limited weight.
- 7.85 Carefully weighing up all of the material considerations it is concluded that the clear conflict with the development plan policies are not outweighed by the benefits of the development. There are no overriding material considerations that indicate that permission should be granted in this instance.
- 7.86 Therefore, it is recommended that the application be refused.

## **8. RECOMMENDATION - REFUSE for the following reasons:**

- 8.1 The proposed development for a new dwellinghouse would fail the sequential test for flooding contrary to Policy LP5 of the Huntingdonshire's Local Plan to 2036, Section 4 of the Cambridgeshire Flood and Water SPD 2017 and the objectives of the NPPF (2021) set out at paragraphs 159 and 162. The proposed development is therefore unacceptable in principle as it

would place people and property at an unwarranted risk of flooding.

- 8.2 In the opinion of the Local Planning Authority, insufficient information has been submitted to demonstrate that the proposed development could take place without prejudicing the long-term future of the existing mature trees off the site, which make important contribution to the visual amenity of the area. Specifically, as a result of the close proximity of the proposed house to the two trees (NT1 Ash and NT2 Pear Tree), as shown on the submitted Tree Protection Plan (Drawing No. 4532.Glatton.BBA.TPP), this is likely to lead to the loss of these trees. Such loss / damage would detract from the character, appearance and visual amenity of the area. The development would therefore be contrary to Policy LP31 of the Huntingdonshire's Local Plan to 2036 and paragraph 174 of the NPPF (2021).
- 8.3 The application is not accompanied by a Unilateral Undertaking (UU) for the provision of wheeled bins meaning the needs of future residents would not be met with regard to household waste management contrary to part H of the Developer Contributions Supplementary Planning Document (2011) and Policy LP4 of Huntingdonshire's Local Plan to 2036.

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**CONTACT OFFICER: Richard Sakyi**  
Senior Development Management Officer

# Development Management Committee

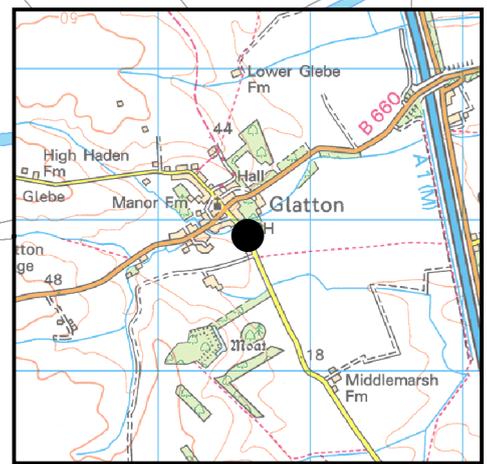
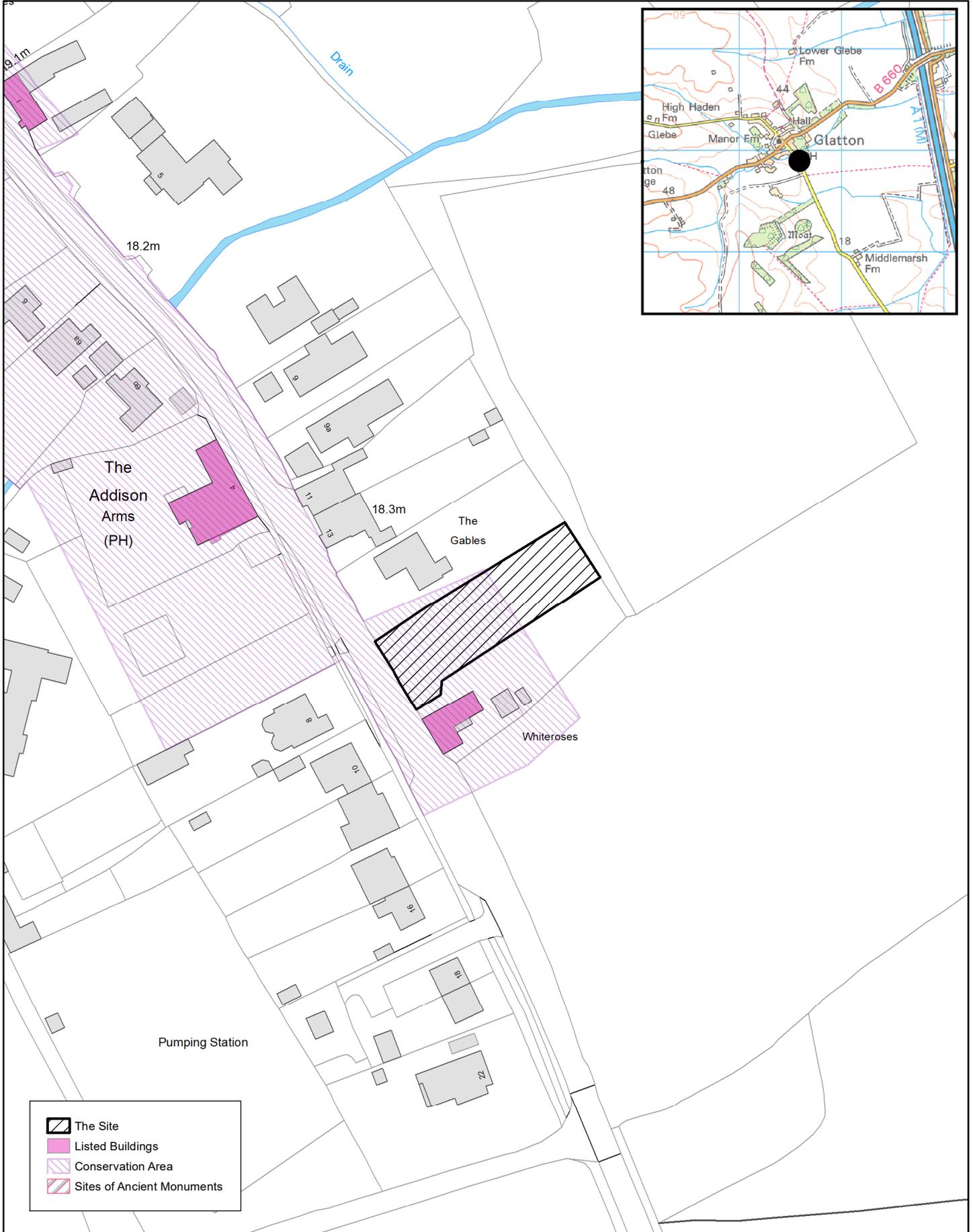


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Date Created: 05/06/2023

Application Ref:22/00649/FUL

Location: Glatton



- The Site
- Listed Buildings
- Conservation Area
- Sites of Ancient Monuments



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- Key**
- Existing construction
  - Proposed demolition
  - Proposed construction

P3 20/06/2022 For planning  
revision issue date amendment

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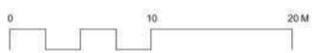
project information  
**Land adjacent to White Roses**  
 17 Sawtry Road  
 Glatton PE28 5RZ  
client  
**N. Varnham**

drawing title  
**Existing Block Plan**

project	originator	zone	level	type	role	drawing no.
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scale	paper size	revision	drawn by	checked by		
1:500	A3	P3	VS	LB		

purpose of issue  
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Key  
 Existing construction  
 Proposed demolition  
 Proposed construction

P3 20/06/2022 For planning  
 revision issue date amendment

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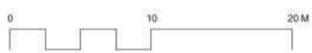
project information  
**Land adjacent to White Roses**  
 17 Sawtry Road  
 Glatton PE28 5RZ  
 client  
**N. Varnham**

drawing title  
**Proposed Block Plan**

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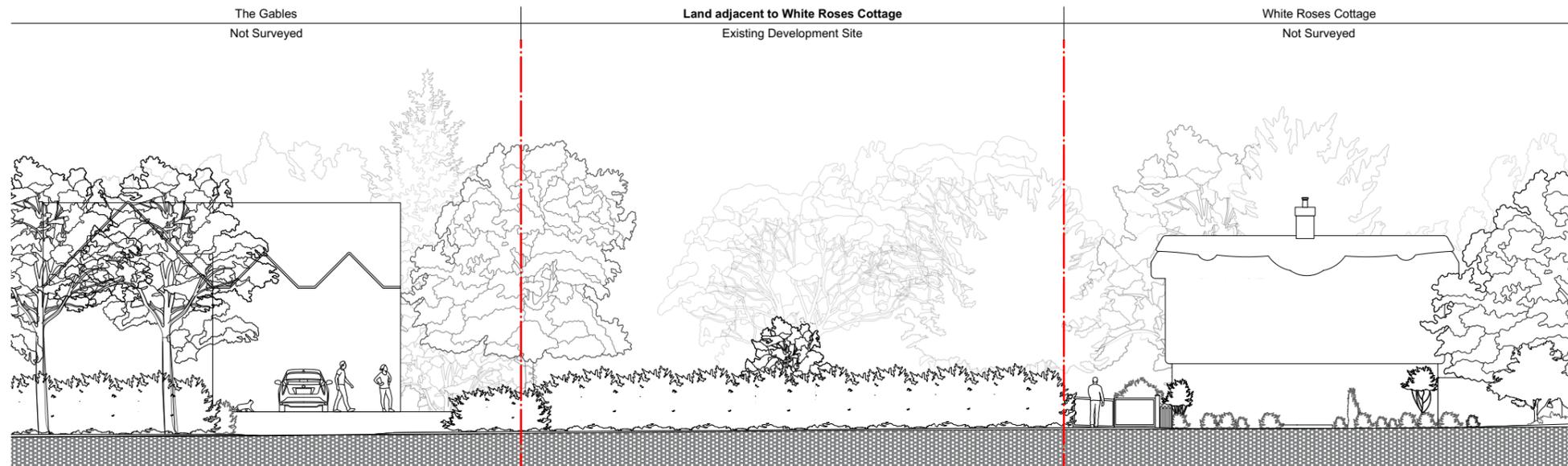
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- Key**
- Existing construction
  - Proposed demolition
  - Proposed construction



Existing Front (South West) Street Scene

P4 09/03/2022 For planning  
revision issue date amendment

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project information  
**Land adjacent to White Roses**  
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 Glatton PE28 5RZ

client  
**N. Varnham**

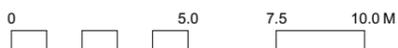
drawing title  
**Existing Elevations**  
**Street Scene**  
**Front (SW)**

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scale	paper size	revision	drawn by	checked by
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- Key**
-  Existing construction
  -  Proposed demolition
  -  Proposed construction



Proposed Front (South West) Street Scene

P6 09/03/2022 For planning  
revision issue date amendment

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project information  
**Land adjacent to White Roses**  
 17 Sawtry Road  
 Glatton PE28 5RZ

client  
**N. Varnham**

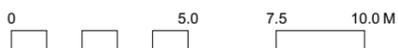
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**Proposed Elevations**  
**Street Scene**  
**Front (SW)**

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scale	paper size	revision	drawn by	checked by
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**Key**

- Existing construction
- Proposed demolition
- Proposed construction

**E - EXISTING**

**C - Cladding**  
EC01

**D - Doors**  
ED01

**W - Windows**  
EW01

**R - Roof**  
ER01

**A - Additional**  
EA01

**P - PROPOSED**

**C - Cladding**  
 PC01 Brickwork, buff-brick  
 PC02 Render, off-white  
 PC03 Timber  
 PC04 Timber

**D - Doors**  
PD01 Timber

**W - Windows**  
PW01 Timber

**R - Roof**  
 PR01 Slate, grey  
 PR02 Wildflower roof

**A - Additional**  
PA01 Aluminium, grey

P6 26/05/2022 For Planning  
revision issue date amendment

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project information  
**Land adjacent to White Roses**  
 17 Sawtry Road  
 Glatton PE28 5RZ

client  
**N. Varnham**

drawing title  
**Proposed Elevations**  
**Front (South West)**

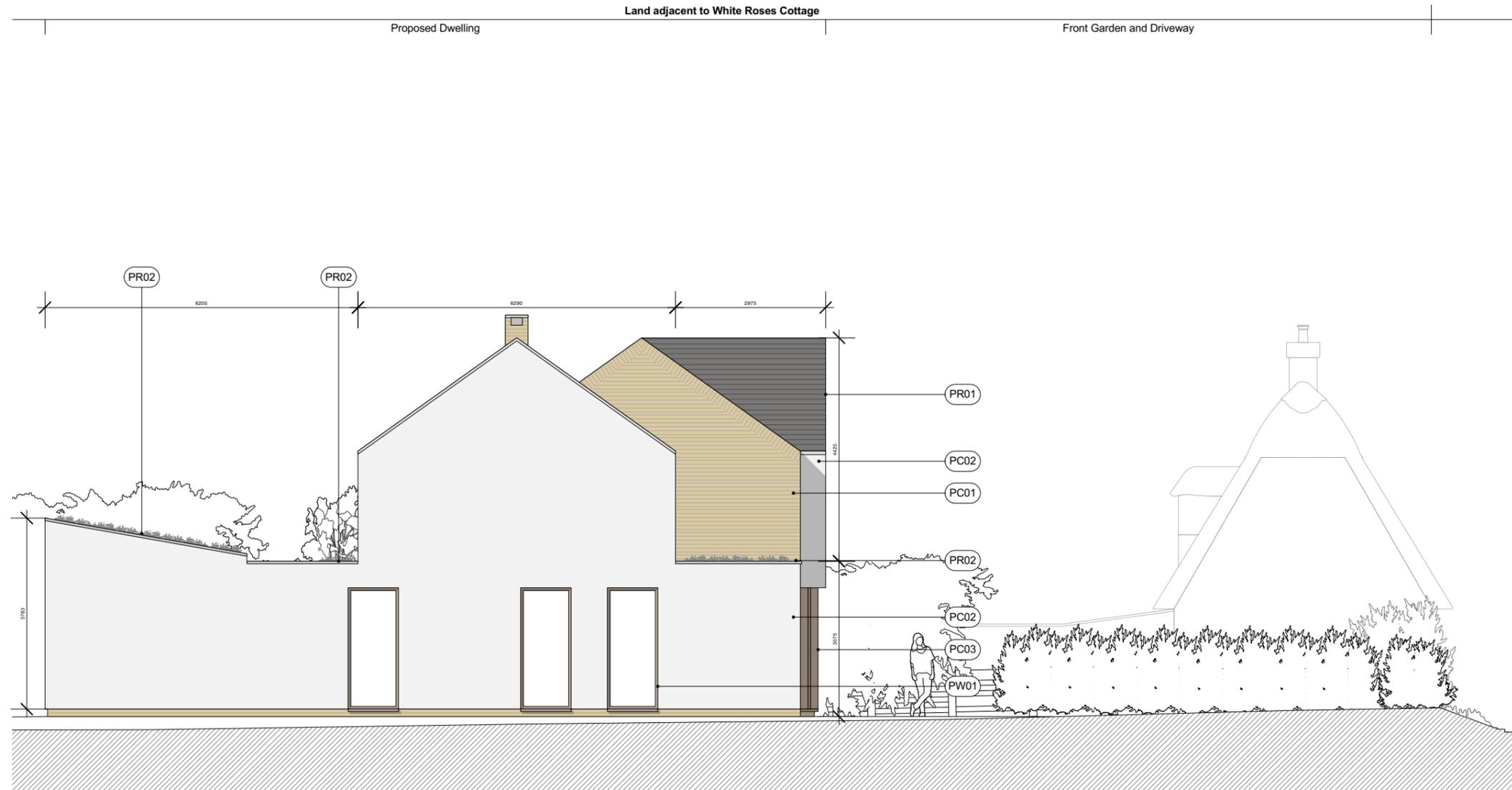
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**Key**

- Existing construction
- Proposed demolition
- Proposed construction

**E - EXISTING**

**C - Cladding**  
 EC01

**D - Doors**  
 ED01

**W - Windows**  
 EW01

**R - Roof**  
 ER01

**A - Additional**  
 EA01

**P - PROPOSED**

**C - Cladding**  
 PC01 Brickwork, buff-brick  
 PC02 Render, off-white  
 PC03 Timber  
 PC04 Timber

**D - Doors**  
 PD01 Timber

**W - Windows**  
 PW01 Timber

**R - Roof**  
 PR01 Slate, grey  
 PR02 Wildflower roof

**A - Additional**  
 PA01 Aluminium, grey

P6 26/05/2022 For Planning  
 revision issue date amendment

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project information  
**Land adjacent to White Roses**  
 17 Sawtry Road  
 Glatton PE28 5RZ

client  
**N. Varnham**

drawing title  
**Proposed Elevations**  
 Side (North West)

project	originator	zone	level	type	role	drawing no.
129	BBA	00	ZZ	DR	A	02307

scale	paper size	revision	drawn by	checked by
1:100	A3	P6	KH	LB

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**Key**

-  Existing construction
-  Proposed demolition
-  Proposed construction

**E - EXISTING**

**C - Cladding**  
EC01

**D - Doors**  
ED01

**W - Windows**  
EW01

**R - Roof**  
ER01

**A - Additional**  
EA01

**P - PROPOSED**

**C - Cladding**  
PC01 Brickwork, buff-brick  
PC02 Render, off-white  
PC03 Timber  
PC04 Timber

**D - Doors**  
PD01 Timber

**W - Windows**  
PW01 Timber

**R - Roof**  
PR01 Slate, grey  
PR02 Wildflower roof

**A - Additional**  
PA01 Aluminium, grey

P6 26/05/2022 For Planning

revision issue date amendment



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project information

**Land adjacent to White Roses**  
17 Sawtry Road  
Glatton PE28 5RZ

client

**N. Varnham**

drawing title

**Proposed Elevations**  
Side (South East)

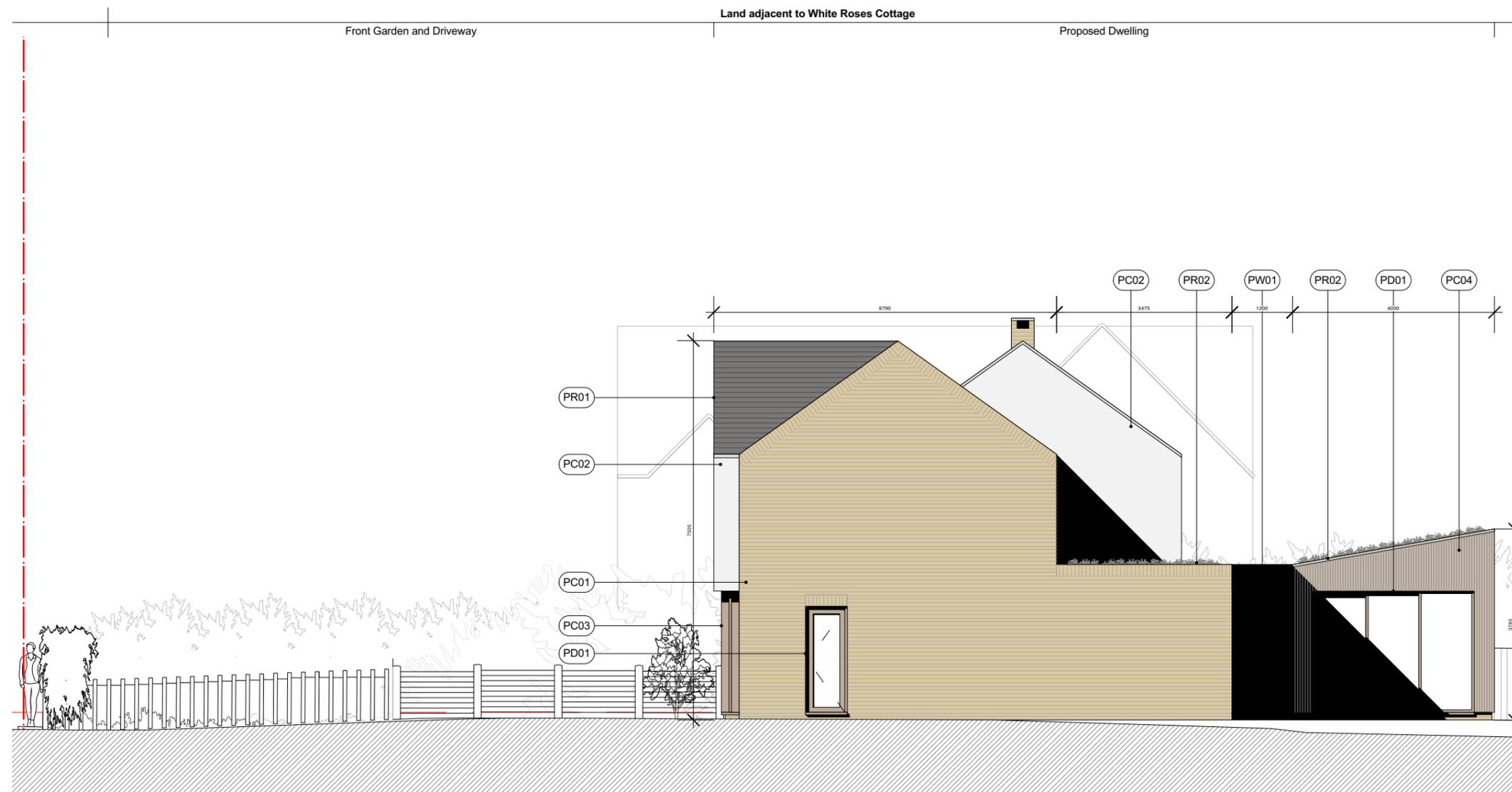
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scale	paper size	revision	drawn by	checked by
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purpose of issue

**For Planning**

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**Key**

- Existing construction
- Proposed demolition
- Proposed construction

**E - EXISTING**

**C - Cladding**  
 EC01

**D - Doors**  
 ED01

**W - Windows**  
 EW01

**R - Roof**  
 ER01

**A - Additional**  
 EA01

**P - PROPOSED**

**C - Cladding**  
 PC01 Brickwork, buff-brick  
 PC02 Render, off-white  
 PC03 Timber  
 PC04 Timber

**D - Doors**  
 PD01 Timber

**W - Windows**  
 PW01 Timber

**R - Roof**  
 PR01 Slate, grey  
 PR02 Wildflower roof

**A - Additional**  
 PA01 Aluminium, grey

P6 26/05/2022 For Planning  
revision issue date amendment

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project information  
**Land adjacent to White Roses**  
 17 Sawtry Road  
 Glatton PE28 5RZ  
 client  
**N. Varnham**

drawing title  
**Proposed Elevations**  
**Rear (North East)**

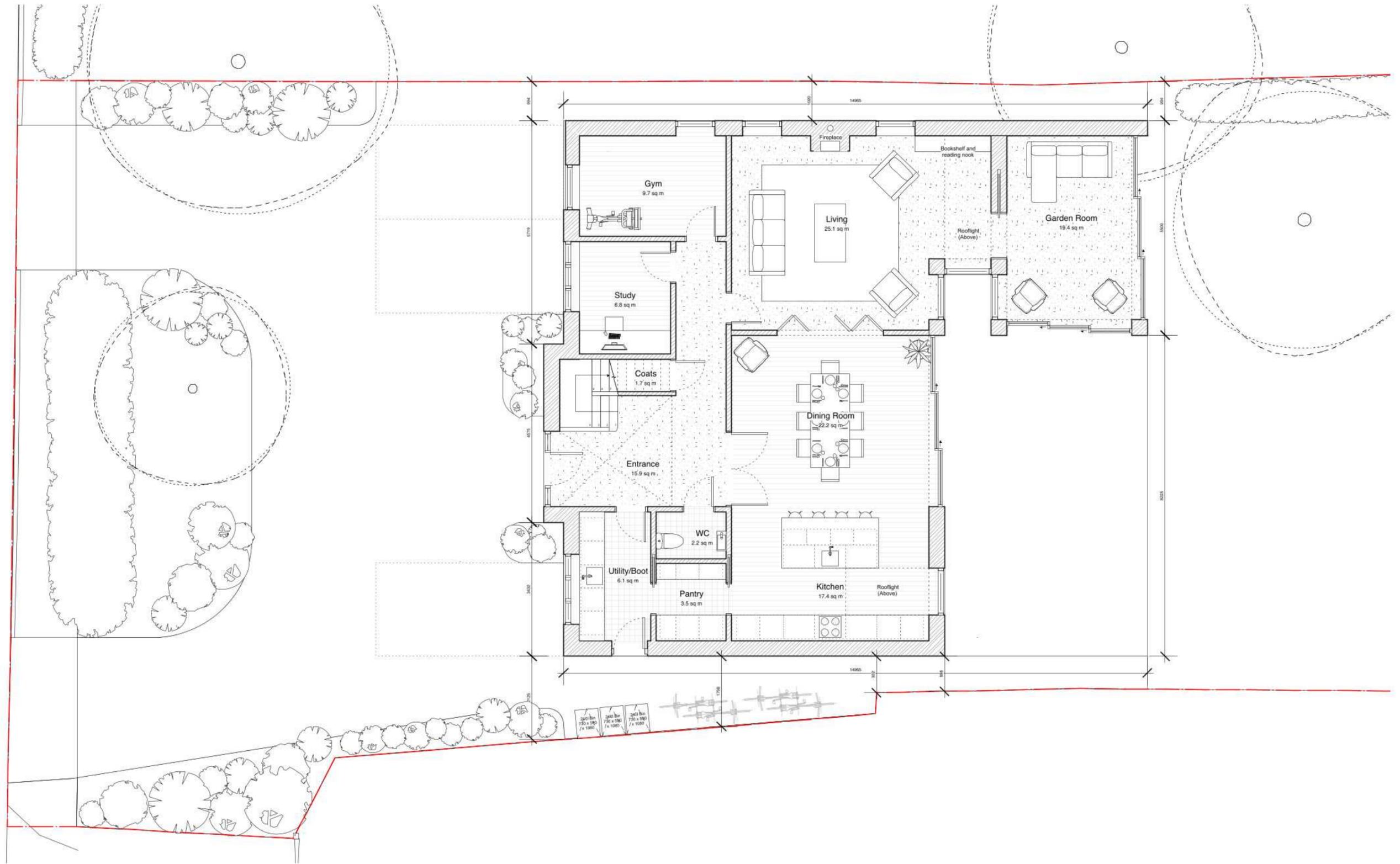
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scale	paper size	revision	drawn by	checked by
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purpose of issue  
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P8	26/05/2022	For Planning
revision	issue date	amendment

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**Key**

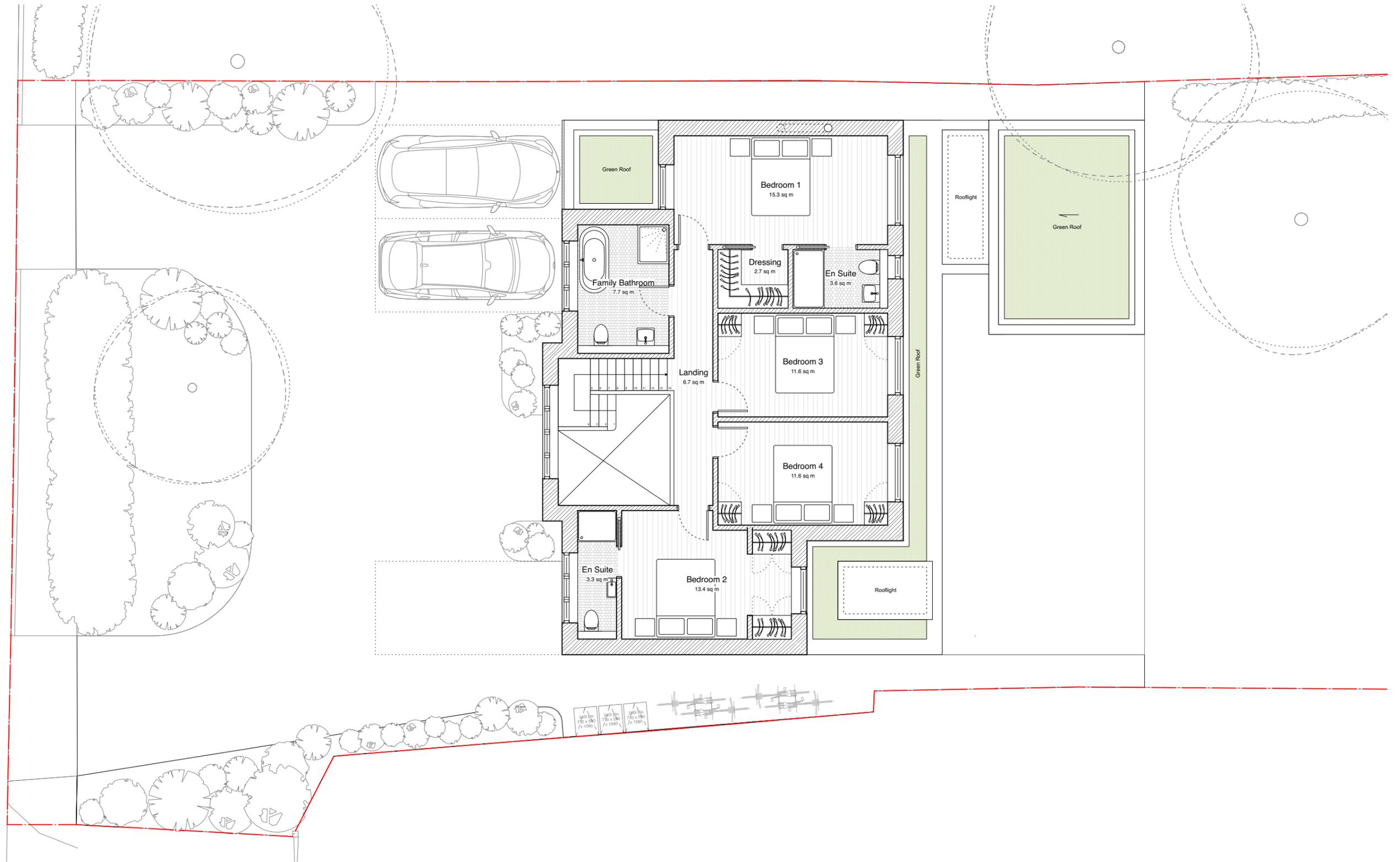
- Existing construction
- Proposed demolition
- Proposed construction

<b>project information</b>	
Land adjacent to White Roses 17 Sawtry Road Glatton PE28 5RZ	
client N. Varnham	
purpose of issue For Planning	

<b>drawing title</b>					
Proposed Plans Ground Floor					
project	originator	zone	level	type	role
129 - BBA - 00 - GF - DR - A - 02100					
scale	paper size	revision	drawn by	checked by	
1:100	A3	P8	KH	LB	

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P7	09/03/2022	For planning
revision	issue date	amendment

**notes**

All levels and dimensions to be checked on site. Report all discrepancies to architect and client.

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To be read in conjunction with Structural Engineer's drawings, structure shown for indicative purposes only.

If in doubt, ask, before putting any work in hand.

**Key**

- Existing construction
- Proposed demolition
- Proposed construction

**project information**

Land adjacent to White Roses  
17 Sawtry Road  
Glatton PE28 5RZ

**client**

N. Varnham

**purpose of issue**

For Planning

**drawing title**

Proposed Plans  
First Floor

project	originator	zone	level	type	role	drawing no.
129 - BBA - 00 - 01 - DR - A - 02101						

scale	paper size	revision	drawn by	checked by
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