

PLANNING APPLICATION REPORT

Case Officer: Wendy Ormsby

Parish: Salcombe **Ward:** Salcombe and Thurlestone

Application No: 1307/16/FUL

Agent:

Mr Phillip Pawsey
10 Moor Farm
East Portlemouth
Salcombe
TQ8 8PW

Applicant:

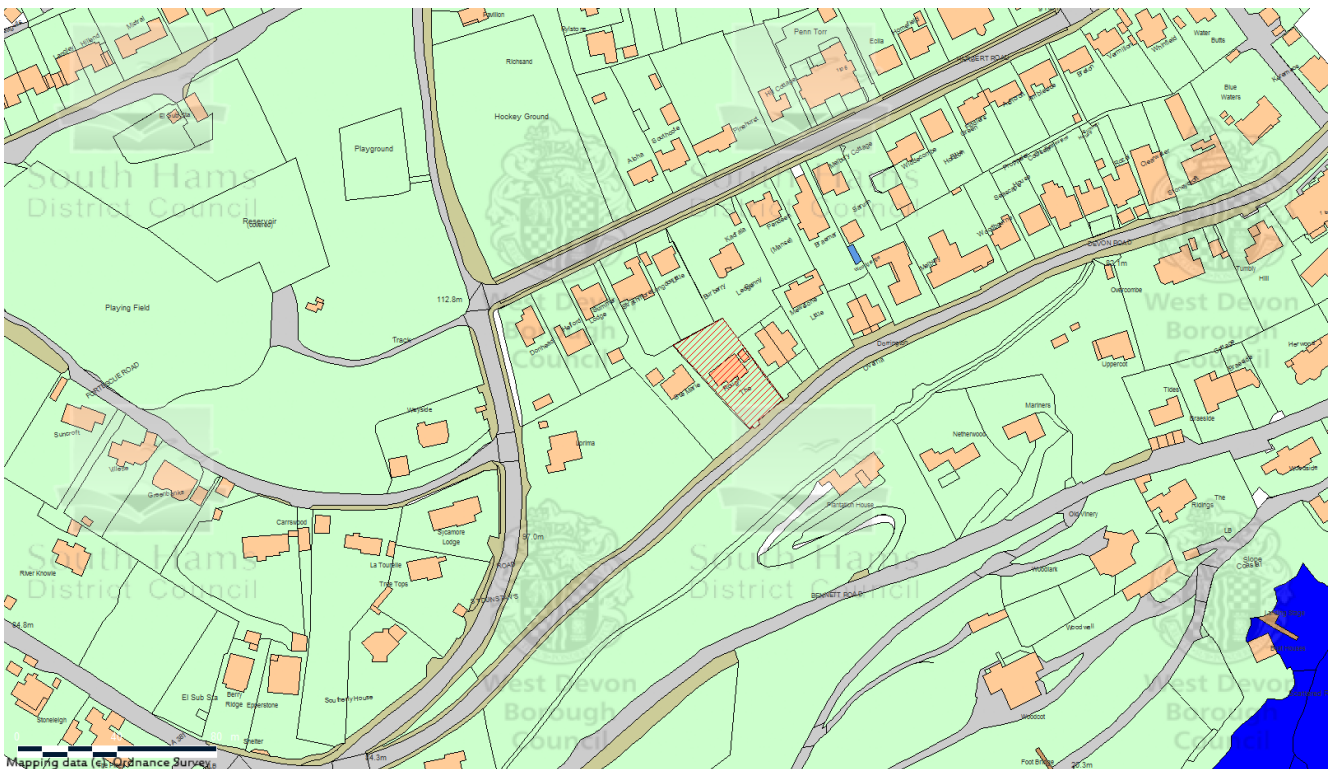
Mr & Mrs Richard Tudor
46 Park Avenue North
Harpenden
Hertfordshire
AL5 2ED

Site Address: The Rough, Devon Road, Salcombe, TQ8 8HJ

Development: Resubmission of application number 0116/16/FUL being the demolition of an existing house and the building of a new dwelling and associated works

Reason item is being put before Committee: Both Ward Members have requested this be considered at Committee for reasons including the following:

- Impact on neighbouring amenity
- Impact on the street scene
- Impact on the AONB



Recommendation: Conditional Approval

Conditions

1. Time
2. Accords with plans
3. Details of materials to be agreed
4. Natural roof slates to be used
5. Sample of stone to be approved including stone panel
6. Details of hard and soft landscaping to be agreed including boundary treatment
7. Details of drainage to be agreed
8. Recommendations of Ecology Report to be adhered to.
9. Windows indicated as obscure to be retained as such
10. Louvres on north east elevation to be angled to prevent overlooking of neighbour and to be retained
11. Permitted Development rights removed – extensions, roof alterations.
12. 1.8m privacy screen to be provided on north east end of first floor balcony

Key issues for consideration:

Impact on neighbours, impact on the street scene and the AONB.

Site Description:

The Rough is a vacant house sited towards the western end of Devon Road in Salcombe. The eastern end of Devon Road is included within the Conservation Area and is notable for its substantial Victorian dwellings set in spacious plots. As Devon Road continues westward and upwards the character of the road changes; many of the plots on the central, north side of the road have been redeveloped or modernised and the development density is much higher. There are a number of 3 storey dwellings set above a parking areas in this part of the road, therefore presenting the scale of a 4 storey property.

As you continue further west, upwards and away from the heart of the town the development density drops again; architectural styles are very varied including some modern redevelopments. The north side of Devon Road is elevated as the land drops down, north south, towards to estuary. The majority of the dwellings at the western end of Devon Road are elevated above the road and set well back from the road, older properties, including The Rough have no vehicular access. Due to the houses being set well back in their plots the character of this part of the road is green and leafy. The southern side of Devon road at this western end is not developed due to the steep gradient of the land and the road is tree lined but offering some views through across the estuary.

The Rough is a two storey dwelling of no particular architectural merit set back from the road and elevated from the road. Access is via a steep set of steps leading up from Devon Road. Part of the rear (north) garden of The Rough has recently been separated from the plot and now forms part of the gardens to the neighbour, Ste Marie, to the south west. Until recently the front garden of The Rough was heavily vegetated, much of the land has recently been cleared.

To the south west of the site is the property Ste Marie which is set well behind the building line of The Rough, to the north east are a pair of modern semi-detached houses, Burberry (the closest to The Rough) and Sunny Ledge. These are a pair of three storey houses with parking at the lower level. This modern development has been set at a lower level than the majority of dwellings in the area. Further east is Little Mewstone, an elevated, substantial dwelling set above and back from two levels of retaining walls which have allowed a garage and parking are to be provided below the house at road level.

Until recently the boundary between The Rough and Burberry was defined by dense, tall vegetation including trees. The owners of Burberry have recently cut a lot of this back including the felling of a

large tree that was located between the properties on Burberry's north west boundary. Despite this pruning there remains a substantial vegetative screen between the two sites.

The site is located within the development boundary of Salcombe and is within the South Devon Area of Outstanding Natural Beauty.

The Proposal:

It is proposed to demolish The Rough and to replace it with a much larger dwelling which will include the provision of access and garaging at road level. Whilst the principal accommodation will be provided within the 2 storey element of the house located towards the rear of the site it is proposed to use the space above the garage as additional rooms and to incorporate a lift shaft onto the front of the building. This gives the appearance of a four storey building, particularly when viewed as a 2D drawing. The main part of the house (upper 2 levels) however will be set back from the front of the garage (lower 2 levels) by approx. 9m, the lift shaft extends only to the 3rd level.

This application follows an earlier submission which was withdrawn in an attempt to respond to objections that had been raised; these alterations have resulted in a smaller and lower building. The scheme has been amended again during this submission, the alterations being the introduction of obscure glazing into a number of the north east facing windows and the materials have been changed in an attempt to reduce the vertical emphasis of the front elevation.

The development proposes a 5/6 bedroom house with one main living/kitchen area, double garage, conservatory and games room; it is a large house but is not as big internally as it may seem due to the changes in levels within the site. There will be outdoor terraces at first floor level to the south and west of the building. A balcony is proposed at second floor level, above the lift shaft.

Whilst contemporary in design the development does not follow the current trend of large glazed gables but includes a more traditional roof shape. The palette of materials includes natural slate, natural stone, timber cladding and painted render.

Consultations:

- County Highways Authority – standing advice
- Environmental Health Section - to be updated at Committee
- Town/Parish Council – objects for reasons including the following:
 - Overbearing impact on neighbours
 - Major impact on AONB, site is visible from the estuary
 - Major impact on street scene
 - Will dwarf neighbouring properties
 - Overlooking
 - Loss of light

Representations:

7 letters of objection have been received. The letters can be viewed in full on the Council's website. The reasons for objection are summarised and include the following:

- Overbearing impact
- Obtrusive
- Adverse impact on street scene
- Adverse impact on AONB
- Out of character with the area

- Overbearing lift shaft structure
- Appears as a 5 storey building
- Huge increase in size – 3 x size of previous
- Loss of privacy
- Loss of light – shadowing
- Loss of holiday letting revenue (construction and after development)
- Overdevelopment
- Loss of gardens
- Has Natural England been consulted?
- Plans lack information
- No privacy screen on front balcony
- Should not exceed original footprint.
- Planting will not screen neighbour
- Right to light breached

Relevant Planning History

41/0121/15/F

Householder application for garden landscaping to include a new access and garage along with associated works

The Rough Devon Road Salcombe TQ8 8HJ

Conditional approval: 04 Mar 15

0116/16/FUL

Demolition of existing house and building of new dwelling and associated works.

The Rough, Devon Road, Salcombe TQ8 8HJ

Withdrawn

ANALYSIS

Principle of Development/Sustainability:

The site is within the development boundary of Salcombe where the principal of residential development is acceptable subject to all other material planning considerations.

Design/Landscape:

The character of Devon Road has been described above (site description). This western end of Devon Road includes a number of properties such as the Rough that still maintain their elevated front gardens and have no vehicular access. Where vehicular access has been provided elsewhere on Devon Road this has often required significant excavation and the construction of large retaining walls which makes a significant change to the character of the area and the street scene.

In 2015 planning permission (41/0121/15/F) was granted at The Rough for the provision of a vehicular access from Devon Road and the construction of a triple garage, set into the hillside with a large retaining wall above. Viewed from a distance, with the 2 storey house above, this will appear as four levels of built development on the site. The principal of significantly increasing the built up appearance of the site and loss of garden has therefore already been accepted on the site.

The principal of development at street level has also been accepted at the adjoining dwellings of Burberry, Sunny Ledge and Little Mewstone. Officers consider that it is this loss of garden and introduction of built form at street level that most impacts on the character of the area and street scene and this principal is already accepted.

The principal of 3 and 4 storey dwellings is also well established within Devon Road.

The 2D drawings do give an impression of a tall, imposing building but the majority of the main part of the house (upper 2 levels) is set some 9m back from the garage with rooms above (lower 2 levels), this articulation will significantly reduce the impact and dominance of the building. The lift shaft is a prominent feature but the use of two material types reduces its vertical emphasis. Again the 2D drawings can give the impression that the lift shaft continues straight up to the top of the building but it terminates at first floor level; the conservatory set above the lift shaft is set back with a glazed balcony in front.

The tallest part of the building on the north east elevation is in line with the front building line of the neighbour Burberry, the lift shaft does project forward of this building line by 2m, but having regard to the position of the building relative to the road this will not be unduly prominent in the street scene. The remaining forward elements (Levels 1 and 2) are much lower and due to the topography will only be visible head on.

The upper 2 stories of the house will be visible when approaching the site from the west and east but will not appear out of place or out of character with the area; existing vegetation and proposed vegetation screens and softens views of the site.

Distant views of the site are possible from the estuary which is within the AONB. However due to the setback between the upper and lower parts of the dwelling and the use of different materials the development will not read as a solid, single built form and will not be unduly prominent in the landscape.

The development proposes to use a palette of materials that, with the exception of the timber cladding, fit with the local vernacular and will help the building to assimilate into its surroundings.

It is considered that the design of the dwelling is acceptable and there will be no significant, adverse impact on the street scene, the character of the area or on the AONB.

Neighbour Amenity:

Immediate neighbours have raised strong concerns about impact on their residential amenity with particular reference to overbearance, loss of privacy and loss of light.

Overbearance

The dwelling most likely to be affected by this development is Burberry, located on the north east boundary. Whilst the proposed new dwelling will be significantly deeper than the existing dwelling it will project only 2m forward of the front building line of Burberry (excluding the lower garage levels which will not impact on Burberry) and approx. 3m beyond the rear building line of Burberry. The new development will be set between 2.8m and 3.4m from the common boundary.

Burberry has no windows in its central side facing gable element but does have windows in the rear element of the side elevation and a rear outdoor terrace. The impact of the development on the aspect of these windows and the amenity area has been considered, it is concluded that the impact will be acceptable having regard to the existing relationship between the two sites.

The forward projection of the new dwelling will not have an unduly overbearing impact.

The impact on the neighbour to the east is also considered to be acceptable.

Loss of light

There will be no significant impact with regard to loss of light to front facing windows and the front terraces of adjoining properties and the very pleasant outlook over the estuary from these properties will remain.

Due to the level of Burberry and Sunny Ledge relative to the existing height of The Rough and due to the presence of boundary vegetation, Burberry and Sunny Ledge already receive shadow towards the end of the day when the sun is in the west. Whilst the proposed dwelling will be some 1.3m higher than the existing property and will project some 3m further back into the site it is not considered that the loss of sunlight to neighbours will be increased to a level that would justify the refusal of planning permission.

The legal 'Right to Light' issue raised by one of the neighbours is a civil matter and not a material planning consideration.

Overlooking/loss of privacy

The majority of the windows in the north east elevation that face Burberry will either be obscure glazed or screened with forward viewing louvres. The first floor kitchen windows will remain clear glazed but these look across to the blank gable of Burberry. The 2 windows to the guest bedroom on the second floor will also remain clear glazed, these also face the blank gable.

It is proposed that a condition be applied requiring a privacy screen at the north east end of the second floor balcony.

There is one side facing bedroom window which will overlook the front garden of St Marie, this has been reduced in size from the withdrawn scheme and the impact is considered to be acceptable.

The rear elevation has a number of windows that will overlook the garden which is now in the ownership of Ste Marie; it would be unreasonable for the new owners of what was the garden of The Rough to expect privacy in this area.

There will not be an unacceptable level of overlooking as a result of this development.

Highways/Access:

The principal of providing a new vehicular access into this site has already been accepted. Adequate on-site parking and turning is available.

Other matters raised by third parties:

Loss of private letting income as a consequence of this development is not a material planning consideration.

Natural England have not been consulted regarding this application as there is no statutory or requirement for this.

Concerns have been raised regarding the adequacy of the information within the plans. Officers believe sufficient information has been provided to allow the development to be fully and properly assessed.

Conclusion

This application has been considered with particular reference to Policies DP3 (Residential Amenity), DP1 (High Quality Design) and DP2 (Landscape Character) of the South Hams Local Development

Framework and for reasons set out in this report is considered to be in accordance with these policies; as such Conditional Approval of this application is recommended.

This application has been considered in accordance with Section 38 of the Planning & Compulsory Purchase Act 2004

Planning Policy

NPPF

South Hams LDF Core Strategy

CS1 Location of Development

CS7 Design

CS9 Landscape and Historic Environment

CS10 Nature Conservation

CS11 Climate Change

Development Policies DPD

DP1 High Quality Design

DP2 Landscape Character

DP3 Residential Amenity

DP4 Sustainable Construction

DP5 Conservation and Wildlife

DP7 Transport, Access & Parking

Considerations under Human Rights Act 1998 and Equalities Act 2010

The provisions of the Human Rights Act 1998 and Equalities Act 2010 have been taken into account in reaching the recommendation contained in this report.