

Ward Exmouth Town

Reference 19/1571/FUL

Applicant Mr Andrew Mann

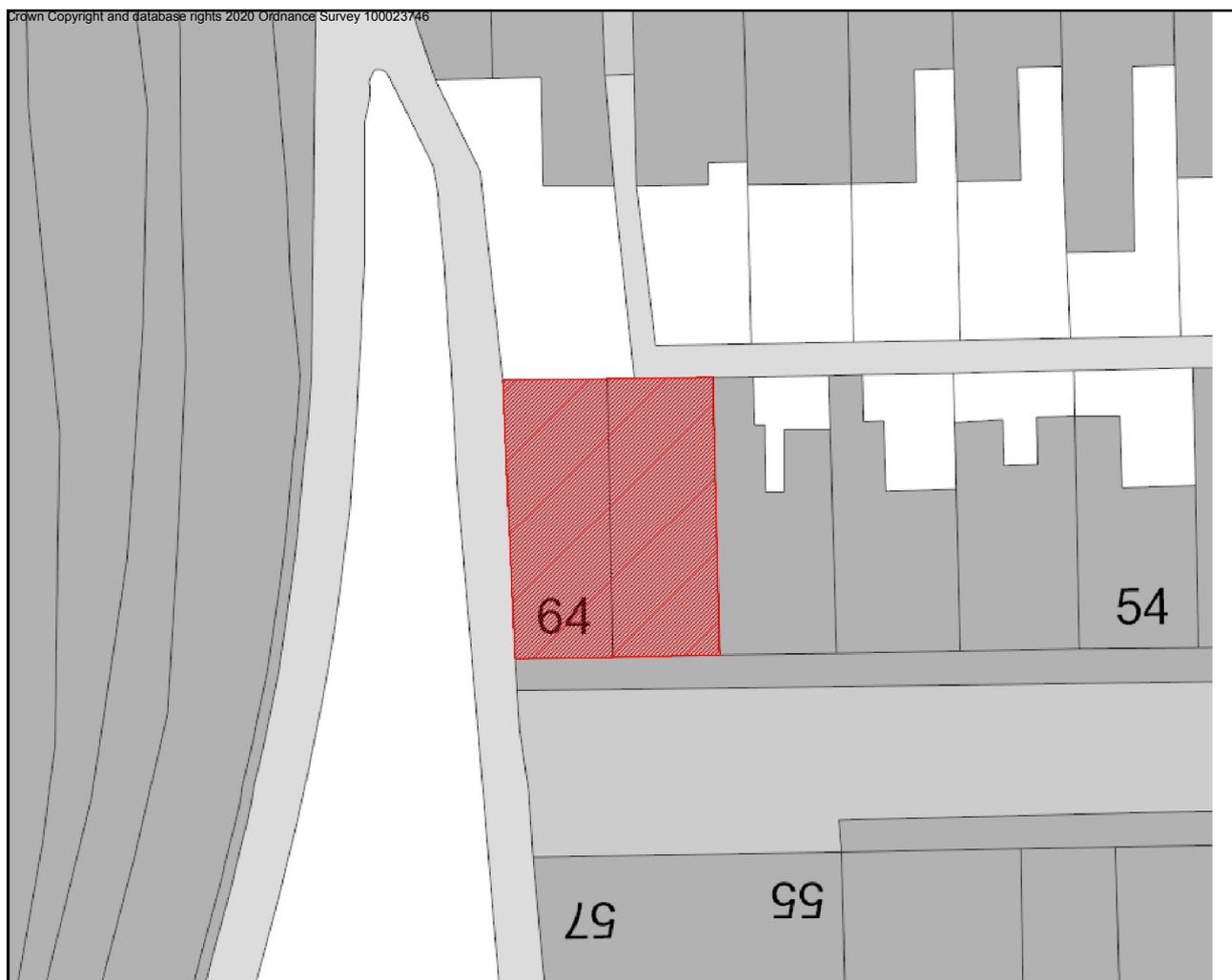
Location 62 - 64 New Street Exmouth EX8 1RT

Proposal Conversion of 2nd floor to provide additional living accommodation to include raising of roof, first floor extension and dormer window extension



RECOMMENDATION: Approval with conditions

Crown Copyright and database rights 2020 Ordnance Survey 100023746



		Committee Date: 4th February 2020
Exmouth Town (Exmouth)	19/1571/FUL	Target Date: 11.09.2019
Applicant:	Mr Andrew Mann	
Location:	62 - 64 New Street Exmouth	
Proposal:	Conversion of 2nd floor to provide additional living accommodation to include raising of roof, first floor extension and dormer window extension (part retrospective)	

RECOMMENDATION: Approval with conditions

EXECUTIVE SUMMARY

This application is before members as the officer recommendation is contrary to the view of the Ward Members.

The application site is located in the built up area boundary of Exmouth at the end of New Street and adjacent to a public footpath which runs alongside the boundary wall and rises to join Marine Way, one of the main access roads into Exmouth town centre. The side elevation of the building is clearly visible and relatively prominent in views from Marine Way and the wider street scene.

The application forms a revised scheme to application 18/0845/FUL which seeks planning permission for the conversion of the second floor of the building to provide additional living accommodation. The proposal includes raising the roof of the two storey projection at the rear of the property by 800 mm and for the construction of two flat roofed dormer windows on the rear elevation.

Whilst the increase in the height of the two storey projection would alter the character of the property when viewed from the side elevation (which is very visible in the townscape being sited on the opposite side of the public highway to Exmouth Train Station and Marks and Spencer) and it would no longer appear as a subservient element because the ridgeline would be raised to match the ridgeline of the existing dwelling, it isn't considered that the proposed changes to the side elevation would be significantly harmful to the character and appearance of the dwelling or the wider area to sustain an objection. The dormer windows are also considered to be acceptable given their subservient nature and the fact that they are only visible by glimpsed views from the wider area.

Significant concerns have been raised by local residents, the Town Council and Ward Members concerning the proposal being overbearing, resulting in increased overlooking and leading to a loss of light, however these impacts are not considered to be detrimental to the living conditions of neighbouring occupiers.

The application is therefore recommended for approval.

CONSULTATIONS

Local Consultations

Parish/Town Council
Meeting 05.08.19

Objection on grounds of over development, loss of light to neighbouring properties and out of keeping to the rest of the street scene and terrace.

Further comments:

Objection sustained, amended plans did not mitigate previous raised that the proposal was over development, loss of light to neighbouring properties and out of keeping with the rest of the street scene and terrace. The proposal was therefore contrary to the ENP policy EB2.

Exmouth Town - Eileen Wragg

Having visited a property in New North Road to the rear of 62-64 New Street, I am most concerned at the impact that the structure is having on the neighbouring homes, and the lives of the residents living in those homes.

The plans are confused and misleading, and the building has been covered in plastic sheeting for months, making it impossible to see what works have been done. This only adds to the worry and stress being caused to residents, some whom have experienced serious health problems. I have twice asked for visits to be made by Officers in recent weeks, one of whom was unable to inspect properly due to the plastic covering, and he referred the case to his Enforcement Officer. The Planning Enforcement Officer is due to visit the site this week, following a telephone conversation with him last Friday, but I have become so concerned that I have decided to submit my comments now.

I object to this application and believe that it should be REFUSED as it conflicts with the East Devon Local Plan 2013-2031 adopted in 2016, namely policies H3, paras.1, 3 and 4. Also, D1, paras. 1,2,3 e & f, 4 e.

Several years ago I was contacted by the owner/former owner of the building, when I was a County Councillor, who wanted the double yellow signs removed to enable parking outside. I was informed by DCC Officers that that was not possible. I don't think that it would be helpful to say more, to be fair to all.

I reserve the right to change my views subject to further information becoming available.

Exmouth Town - Cllr Olly Davey

From a conversation with one of your team today, I realised that I had submitted my comments on this application in the Comments section, rather than as a consultee. I would therefore request that these comments are added to the application, and that this application be considered by DMC.

I am very concerned about this application, having been contacted by several neighbours. It appears to be a complete overdevelopment of the site, resulting in a three storey building, completely out of character with the area, and the proposed raising of the roof of the rear extension would result in substantial loss of light for a number of neighbouring properties. Neighbours have also raised concerns about parking availability, since the application refers to two spaces which currently have double yellow lines.

There is also concern that the builder has pressed ahead with work on the building, which already has permission for some limited alterations, but the fact that the roof has been removed suggests that they are proceeding with the work in anticipation of permission being granted.

As a member of DMC, though possibly absent when this application is considered, I reserve my final judgement until I am in full possession of all the relevant information and have heard what others have to say.

Exmouth Town – Joseph Whibley

I concur with fellow contributors for the following reasons.

- the roofline will be too high, leading to significant loss of light to surrounding properties.
- the road can barely allow access to those who currently live there without this added pressure.
- a number of contributors point to some inaccuracies in statements within the application.

Other Representations

Five representations have been received raising the following concerns:

- Overdevelopment of the site;
- Encroaching on neighbours privacy and light;
- Not in keeping with area;
- Loss of light from raised ridgeline;
- Loss of sunlight;
- Insertion of 2 no. windows not shown on plans;
- Potential for use as a HMO;
- Overlooking;
- Impact on parking;
- Back door way of getting 2 dwellings on site.

POLICIES

Adopted East Devon Local Plan 2013-2031 Policies

Strategy 6 (Development within Built-up Area Boundaries)

D1 (Design and Local Distinctiveness)

EN21 (River and Coastal Flooding)

TC9 (Parking Provision in New Development)

Exmouth Neighbourhood Plan (Made)

Government Planning Documents

NPPF (National Planning Policy Framework 2019)

National Planning Practice Guidance

Other plans

Exmouth Neighbourhood Plan

Site Location and Description

The application site is located at the end of New Street, Exmouth and adjacent to a public footpath which runs alongside the boundary wall and rises to join Marine Way, one of the main access roads into Exmouth town centre. The side elevation of the building is clearly visible and relatively prominent in views from Marine Way and the wider street scene. The property is understood to have been originally two dwellings but which is now occupied as storage/garaging at ground floor with a flat above, which is accessed from the rear of the property via the pedestrian access route between the rear gardens of New Street and New North Road.

Planning History

Planning permission was refused in 2016 (ref 16/1436/FUL) for alterations to the roof including the provision of a Juliette balcony to facilitate the conversion to form a new dwelling. This application was refused for the following reason:

The proposed second floor extension together with the installation of front and rear dormers with a Juliet balcony and patio doors within the roof would result in an unsympathetic alteration to this dwelling house due to its design, scale massing and inappropriate detail such that it detracts from the appearance of the dwelling and fails to respect the character and appearance of the immediate area. As such the proposal is considered to be contrary to Strategy 48 (Local Distinctiveness in the Built Environment) and Policy D1 (Design and Local Distinctiveness) of the Adopted East Devon Local Plan 2013 - 2031 and guidance set out in the National Planning Policy Framework.

Planning permission was granted in 2018 (ref 18/0845/FUL) for alterations and extensions of the property which included the construction of a first floor extension above the existing single storey extension at the rear, and the introduction of a dormer window and roof lights to allow additional accommodation within the roof space for the existing dwelling.

Proposed Development

This is a revised scheme which seeks planning permission for the conversion of the second floor of the building to provide additional living accommodation for the existing dwelling.

The proposal includes raising the roof of the two storey projection at the rear of the property by 800 mm and for the construction of two flat roofed dormers on the rear roof elevation. One of the dormers (that does not have windows) is proposed on the eastern elevation of two storey projection with the other (with windows) proposed on the rear (northern) roof slope of the existing building.

The proposal also includes the construction of a first floor extension above the existing single storey extension at the rear as per the previously approved application. The extensions and dormer windows would be finished in cladding. Two new roof lights would be provided within the western roof slope of the raised roof.

ANALYSIS

Issues and Assessment

The main issues to be considered in determining this application are in terms of the principle of development; the impact that the proposed extension and alterations to the property would have on its character and appearance and the wider area; and the impact on the residential amenities of the occupiers of surrounding properties.

Principle

The application site lies within the built up area of Exmouth where new development, including extensions and alterations to the roof area are considered to be acceptable in principle.

Policy D1 (Design and Local Distinctiveness) of the Local Plan requires that proposals will only be permitted where they:

1. Respect the key characteristics and special qualities of the area in which the development is proposed.
2. Ensure that the scale, massing, density, height, fenestration and materials of buildings relate well to their context.

Policy EB2 of the Exmouth Neighbourhood Plan 2018-2031 (made) requires that new development should be mindful of surrounding building styles and ensure a high level of design.

Therefore, subject to conformity with the design and impact policies of the Local Plan and Neighbourhood Plan (assessed below) the proposal is considered to be acceptable in principle in accordance with Strategy 6 of the EDDC Local Plan.

Character and Appearance

When compared to the previously approved scheme (ref 18/0845/FUL) which included a first floor extension over the existing single storey extension at the rear and a modest dormer window on the rear roof slope, this amended scheme would have a slightly greater impact on the character and appearance of the property by virtue of the increase in the ridge height of the two storey projection, raising the eaves of part of the property and the increased size and scale of the proposed dormer window on the rear elevation and the resultant bulk and massing of the building which is visible from the footpath which runs to the south of the site.

Whilst the increase in the height of the two storey projection would alter the character of the property when viewed from the side elevation (which is very visible in the townscape being sited on the opposite side of the public highway to Exmouth Train Station and Marks and Spencer) and it would no longer appear as a subservient element because the ridgeline would be raised to match the ridgeline of the existing dwelling, it isn't considered that the proposed changes to the side elevation would be significantly harmful to the character and appearance dwelling or the wider area to sustain an objection. The increase in height being only approximately 0.8m at a length of 6.5m.

The bulk and massing of the resultant side elevation and impact on the street scene would be reduced by reason of the roof which has been designed to slope away from the pavement hipping into the site. Furthermore, whilst it is regretful that the applicant has chosen to implement the proposal before a decision has been made on the application, the impact of the resultant raised roof can now be viewed from the public domain and officers remain of the view that the impact of the raised roof is not detrimental to the character and appearance of its surroundings. It is also considered that the timber cladding, that has yet to be installed, would aid in reducing down the bulk of the extension by breaking up this fairly large elevation.

The enlarged dormer window on the rear roof slope and the other dormer would have a greater impact on the character and appearance of the property when viewed from the rear and properties opposite. Whilst this would be the case, views of the rear elevation of the property from public vantage points outside of the site are limited to glimpses from the footpath which runs past the site and as such the dormers will not be highly visible or harmful. Views from an alleyway serving the rear access of the properties in New North Road provide a close up perspective of the dormers on the raised roof element facing its side, however, this is considered to be a private view and as such limited weight can be given to any resulting harm.

Overall, and whilst the dormers will increase the bulk of the building, the proposed design and their location are not considered to cause a level of harm from the public domain that could sustain an objection on appeal.

The proposed extension to the rear would be relatively large, extending to the rear of the tenement, and across the width of the property however it is not considered to be unreasonably prominent or visually intrusive in this location, being seen in conjunction with the existing rear extension and that of neighbouring properties, some of which also have rear dormer windows. In addition, this was granted as part of the previous application in 2018.

Overall, it is considered that the extensions to the end of terrace property represent an acceptable form of development that would not impact unreasonably on its surroundings in accordance with Policy D1 of the EDDC Local Plan or EB2 of the Exmouth Neighbourhood Plan.

Residential Amenity

Significant concerns have been raised by local residents, the Town Council and Ward Members to the impact that the proposal would have on residential amenity through the proposal being overbearing, providing a greater degree of overlooking and leading to a loss of light. Each of these will be addressed in turn below:

Overbearing

The 800mm increase in ridge height of the two storey projecting gable has the potential to impact the greatest on nos. 55, 57 and 59 New North Road whose rear elevations face towards the application site. The separation distance between the rear elevation of the proposal site and those in New North Road is approximately 8.5 metres, therefore any increase in height could have an impact on the living conditions of the aforementioned dwellings. However, that does not mean that the impact would be detrimental to an extent that could justify refusal of planning permission.

During the determination of the application, officers raised concerns regarding the impact of the raised gable and introduction of the side facing dormer window on the edge of the proposed roof, and as a result amended plans have been received reducing the height of the gable to a half hip and moving the side facing dormer back by 1.5 metres. Given these design changes, whilst the proposal would increase the mass and bulk of the proposal, it is considered that the additional impact does not result in a level of overbearing impact on the rear windows of nos. 55 or 57 New North Road (no. 59 has no windows in the rear elevation) or on the garden areas of nos. 55, 57 or 59 New North Road to an extent that could justify refusal of permission.

Overlooking

The enlarged dormer on the rear elevation over that approved on application 18/0845/FUL has the potential to impact on the living conditions of nos. 55 and 57 New North Road through overlooking. However, as the proposed dormer would be set 4 metres back from the edge of the roof, views out and down from the dormer window would not be possible into the first floor windows or garden areas of the aforementioned properties and would instead view over the wider roof space looking north.

It is also relevant to note that the previous application approved a dormer window in this location on the basis that this would not result in any greater levels of overlooking than already existing as the two-storey rear extension was granted without any windows facing numbers 55, 57 and 59. As a result, the windows in the dormer replaced existing windows at first floor level resulting in no greater levels of overlooking.

The dormer feature in the section of roof being raised would contain no windows and therefore overlooking would not be possible.

Loss of light

Due to the separation distance between properties, 8.5 metres (at the closest point) it is not considered that the proposal would lead to a loss of light to properties backing onto the site who front onto New North Road to an extent that could sustain an objection. It is however, likely that there would be some loss of direct sunlight in the winter months due to the 800mm increase in the height of the ridge, however, this would only be for a limited period of time in the later afternoon and is not considered to be significantly detrimental on the living conditions of the aforementioned properties.

Accordingly, whilst the proposal would take place in close proximity to a number of dwellings in New North Road, it is considered that it would not detrimentally impact on the living conditions of any of the neighbouring properties in accordance with Policy D1 of the EDDC Local Plan, EB2 of the Neighbourhood Plan and advice contained in Paragraph 127 of the NPPF.

Access and parking

The application is to extend the property not to increase the number of dwellings and as such there is no requirement to provide additional car parking or to alter the current situation. Furthermore, the site lies in close proximity to the town centre, on street parking and public car parks such the proposal would comply with Policy TC9 of the EDDC Local Plan.

Conclusion

Whilst the proposed development would take place in close proximity to surrounding properties, the impact of the increased ridge height and introduction of an additional and enlarged dormer window is not considered to result in a level of harm that could justify refusal of planning permission.

Whilst the slight increase in the bulk of the building would be noticeable, it would not be harmful to the wider street scene due to the limited increase in height, lack of clear views of the dormers from the public domain and design of the proposal with a roof pitching away from the street and cladding to break up the side elevation.

Again, whilst the increase in bulk of the building will be noticeable, given the relationships to surrounding properties and previous consent, it is not considered that the impacts will be harmful enough to justify a refusal of planning permission.

As a result the application is recommended for approval.

RECOMMENDATION

APPROVE subject to the following conditions:

1. The development hereby permitted shall be carried out in accordance with the approved plans listed at the end of this decision notice.
(Reason - For the avoidance of doubt.)
2. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification) no windows, doors, rooflights or other openings other than those shown on the plans hereby permitted shall be formed in the north (rear) elevation of the extended building.
(Reason - To protect the privacy of adjoining occupiers in accordance with Policy D1 - Design and Local Distinctiveness of the Adopted East Devon Local Plan 2013-2031.)
3. Within 3 months of the date of this decision or prior to occupation of the extended areas of the dwelling hereby approved whichever is the sooner, the timber cladding at first and second floor levels indicated on drawing number 7981-02 Rev B received on 16th September 2019 shall be implemented and thereafter retained.
Reason: To ensure that the materials stated on the plan are implemented in a timely manner in accordance with policy D1 (Design and Local Distinctiveness) of the East Devon Local Plan.

NOTE FOR APPLICANT

Informative:

In accordance with the requirements of Article 35 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 in determining this application, East Devon District Council has worked positively with the applicant to ensure that all relevant planning concerns have been appropriately resolved.

Plans relating to this application:

798-02 rev D (amended)	Proposed Plans	Combined	16.09.19
7981-LP	Location Plan		16.07.19

List of Background Papers

Application file, consultations and policy documents referred to in the report.