

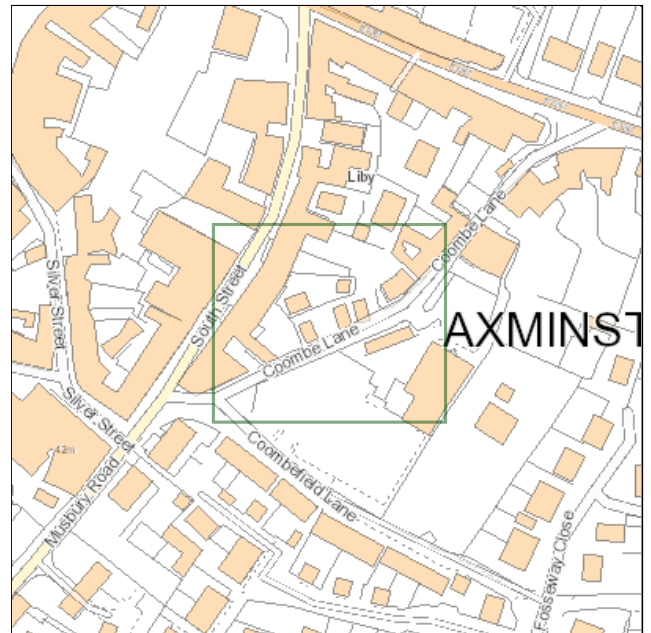
Ward Axminster

Reference 20/1559/OUT

Applicant Mrs Sandra Gigg

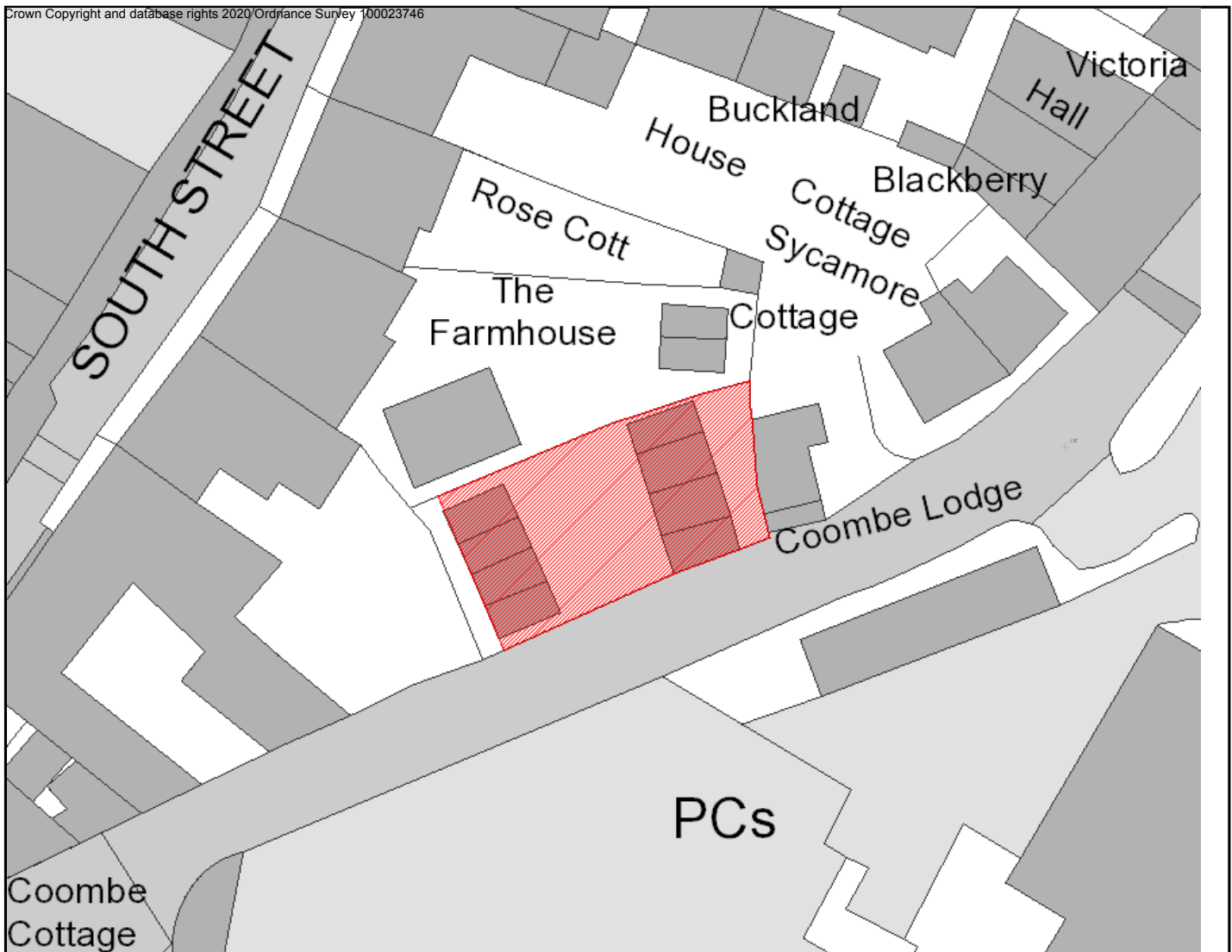
Location Garages Coombe Lane Axminster

Proposal Creation of 2no dwellings (outline consent sought with all matters reserved)



RECOMMENDATION: Approval with conditions

Crown Copyright and database rights 2020/Ordnance Survey 100023746



		Committee Date: 4th November 2020
Axminster (Axminster)	20/1559/OUT	Target Date: 23.09.2020
Applicant:	Mrs Sandra Gigg	
Location:	Garages Coombe Lane	
Proposal:	Creation of 2no dwellings (outline consent sought with all matters reserved)	

RECOMMENDATION: Approval with conditions

EXECUTIVE SUMMARY

This application is before Members as the comments of one of the ward member's conflicts with the officer recommendation.

The proposal seeks outline consent for the creation of 2 dwellings (with all matters reserved). The proposal takes place within the built up area boundary of Axminster and within the designated conservation area. The site is currently occupied by garages which would be demolished to make way for the development proposed. In 2016 an application for the same development was approved. The policies of the local plan are materially the same and material considerations 'on the ground' have not changed to now depart from the 2016 decision.

A development of two small dwellings can be accommodated within the plot without leading to overdevelopment or being incongruous with the urban grain. Whilst layout and appearance are reserved matters there is not anything to suggest at this outline stage a development could not be put forward at the reserve matters stage that could not preserve or enhance the conservation area.

The proposal is accompanied by illustrative plans indicating how the development could be carried out. Whilst it is recommended that changes are required to the layout and appearance in order to produce an acceptable development – such considerations should be addressed at reserved matters stage and do not weigh against this outline application.

Taking everything into account and the relevant planning history a recommendation of approval is made.

CONSULTATIONS

Local Consultations

Parish/Town Council

AXMINSTER TOWN COUNCIL OPPOSES THIS APPLICATION FOR THE FOLLOWING REASONS:

1. INCONSISTENCIES BETWEEN THE PLANS AND THE APPLICATION FORM REGARDING THE NUMBER OF BEDROOMS IN THE PROPOSED DWELLINGS.
2. THAT TWO DWELLINGS REPRESENTED OVER-DEVELOPMENT AND PREVENTED PROVISION OF A PROPER TURNING AREA WITHIN THE SITE AND WOULD MAKE FUTURE MAINTENANCE OF ONE OF THE PROPERTIES IMPOSSIBLE WITHOUT MAKING USE OF ACCESS FROM AN ADJACENT SITE BECAUSE THE DWELLING HAD BEEN PUSHED UP RIGHT TO THE EDGE OF THE SITE.
3. LOSS OF PRIVACY FOR ADJOINING PROPERTIES BY VIRTUE OF OVERLOOKING

Axminster - Cllr Andrew Moulding

I recommend that this application is approved

Axminster - Cllr Ian Hall

I support this application

Axminster - Cllr Sarah Jackson

I cannot support this application on the grounds that I believe this is overdevelopment. the rooms in the current plan appear to be painfully small given the suggestion that the site can accommodate 2 family dwellings. The access to the parking presents an issue whereby occupants may have to reverse back onto a one way street with poor visibility, used by a significant amount of traffic circumventing the town centre.

Technical Consultations

Devon County Archaeologist

Application No. 20/1559/OUT

Garages, Coombe Lane, Axminster - Creation of 2no dwellings (outline consent sought with all matters reserve: Historic Environment

My ref: Arch/DM/ED/35768a

I refer to the above application. The proposed development lies within the historic core of Axminster and there is potential for the site to contain archaeological and artefactual deposits associated with the early settlement here. As such, groundworks for the construction of the proposed development have the potential to expose and destroy archaeological and artefactual deposits associated with the historic settlement within the town. The impact of development upon the archaeological resource should be mitigated by a programme of archaeological work that should investigate, record

and analyse the archaeological evidence that will otherwise be destroyed by the proposed development.

The Historic Environment Team recommends that this application should be supported by the submission of a Written Scheme of Investigation (WSI) setting out a programme of archaeological work to be undertaken in mitigation for the loss of heritage assets with archaeological interest. The WSI should be based on national standards and guidance and be approved by the Historic Environment Team.

If a Written Scheme of Investigation is not submitted prior to determination the Historic Environment Team would advise, for the above reasons and in accordance with paragraph 199 of the National Planning Policy Framework (2019) and Policy EN6 (Nationally and Locally Important Archaeological Sites) of the East Devon Local Plan, that any consent your Authority may be minded to issue should carry the condition as worded below, based on model Condition 55 as set out in Appendix A of Circular 11/95, whereby:

'No development shall take place until the developer has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation (WSI) which has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out at all times in accordance with the approved scheme, or such other details as may be subsequently agreed in writing by the Local Planning Authority.'

Reason

'To ensure, in accordance with Policy EN6 (Nationally and Locally Important Archaeological Sites) of the East Devon Local Plan and paragraph 199 of the National Planning Policy Framework (2019), that an appropriate record is made of archaeological evidence that may be affected by the development'

This pre-commencement condition is required to ensure that the archaeological works are agreed and implemented prior to any disturbance of archaeological deposits by the commencement of preparatory and/or construction works.

I would envisage a suitable programme of work as taking the form of a staged programme of archaeological works, commencing with the excavation of a series of evaluative trenches to determine the presence and significance of any heritage assets with archaeological interest that will be affected by the development. Based on the results of this initial stage of works the requirement and scope of any further archaeological mitigation can be determined and implemented either in advance of or during construction works. This archaeological mitigation work may take the form of full area excavation in advance of groundworks or the monitoring and recording of groundworks associated with the construction of the proposed development to allow for the identification, investigation and recording of any exposed archaeological or artefactual deposits. The results of the fieldwork and any post-excavation analysis undertaken would need to be presented in an appropriately detailed and illustrated report, and the finds and archive deposited in accordance with relevant national and local guidelines.

I will be happy to discuss this further with you, the applicant or their agent. The Historic Environment Team can also provide the applicant with advice of the scope of the works required, as well as contact details for archaeological contractors who would be able to undertake this work. Provision of detailed advice to non-householder developers may incur a charge. For further information on the historic environment and planning, and our charging schedule please refer the applicant to: <https://new.devon.gov.uk/historicenvironment/development-management/>.

Conservation

The proposed development lies within the historic core of Axminster. Coombe Lane is sited on the periphery of Axminster Conservation Area, as a curved Lane located to the rear of South Street, the character and appearance is defined as having mainly C18th / early C19 frontages. Notwithstanding the identified historic frontages, the character of the street dilutes towards Coombefield Lane, where the character is typically informal, including the 20th century, single storey, flat roof, garages to the rear addressing Coombe Lane.

The garage site, subject to this application is a C20th addition, which makes little contribution to the historic and architectural character of the surrounding conservation area. However the site does provide access through to the rear of the properties addressing South Street. In turn the ad-hoc alteration and additions to the rear, of these properties provide historic and architectural value to Coombe Lane and the surrounding area.

Given the limited contribution the garages make to the surrounding area, there is an opportunity to, enhance and preserve the key characteristics, associated with the immediate and wider area, through development. In this respect the principle of demolition of the existing garages and creating 2no dwellings as proposed, is considered acceptable subject to;

The scale (width and height) of the gable end and ridge should not exceed those that exist and contribution to the streetscene.

The massing of the building on the streetscene, is mostly addressed through its proposed orientation. Care should be taken with the detailing of the boundary treatments too.

The materials that contribute to the surrounding area are natural slate, red clay ridge tiles, brick, render and/or paint and traditionally proportioned white windows and are recommended for this proposal.

The principle of the proposal would go towards enhancing the streetscene and in turn the surrounding conservation area.

PROVISIONAL RECOMMENDATION - PROPOSAL ACCEPTABLE

Other Representations

1 letter of objection has been received to date (in summary);

- Overdevelopment
- Not appropriate in conservation area

- Inadequate room for onsite parking and turning - resulting in vehicles reversing on highway

PLANNING HISTORY

Reference	Description	Decision	Date
89/P1357	Two Detached Houses & Garages	Refused and dismissed at appeal	
16/1294/OUT	Creation of 2no dwellings (outline consent sought with all matters reserved)	Approved	13.12.2016

POLICIES

Adopted East Devon Local Plan 2013-2031 Policies
Strategy 6 (Development within Built-up Area Boundaries)

D1 (Design and Local Distinctiveness)

EN10 (Conservation Areas)

EN6 (Nationally and Locally Important Archaeological Sites)

TC2 (Accessibility of New Development)

EN10 (Conservation Areas)

TC2 (Accessibility of New Development)

TC7 (Adequacy of Road Network and Site Access)

Government Planning Documents
NPPF (National Planning Policy Framework 2019)

Site Location and Description

The site lies within the built up area boundary of Axminster close to the designated town centre and within the Conservation Area. It currently comprises two blocks of garages each containing 4no. garages with a right of way between them serving as an access to residential dwellings. To the south west of the garages lies a footpath link to residential dwellings. The site is served directly off Coombe Lane lying opposite the Council owned car park.

Proposed Development

This application seeks outline planning permission with all matters reserved for the demolition of 8no. garages and replacement with 2no. two storey dwellings. Illustrative plans of the site layout and size and elevational treatment of the type of the dwellings that would be envisaged have been submitted with the application.

Analysis

The main considerations in the determination of this application relate to the principle of the proposed development and the illustrative plans submitted with the application.

Principle

The site lies within the built up area boundary of Axminster as defined by Strategy 6 of the East Devon Local Plan. Axminster is considered to be a settlement capable of support housing growth due to the level of services it contains for shopping, leisure and access to medical services and public transport to further afield settlements. Accordingly the principle of providing two dwellings on site is acceptable in principle providing its impacts in relation to other policies contained in the local plan and any other material considerations are acceptable.

It is also material to consideration of this application that an almost identical application was approved in 2016 and that despite this application no longer being able to be implemented, there have been no planning policy changes or changes in circumstance in relation to the site since that consent to reach a different decision.

Illustrative plans

The illustrative plans submitted with the application indicative a potential access point, potential layout, potential scale of buildings and potential design/appearance of buildings, each of these will be considered in turn. Although all matters are reserved for subsequent consideration it is necessary to look at these aspects to ascertain whether development of an acceptable form can be achieved on the site.

Access

The access point is existing and serves the eight existing garages on site as well as access to a parking area to the north of the site, the proposed houses would need to take account of the right of access when considering the layout, however, from a highway safety perspective, it is considered that the illustrative access point would be acceptable in accordance with Policy TC7 of the East Devon Local Plan.

Layout and scale

The illustrative layout proposes two dwellings either side of the existing vehicular access to the parking area to the north, this layout would be acceptable. However, parking spaces are indicated and so are two rather large dwellings, the layout is not considered to be appropriate in the Conservation Area with the dwellings needing to be set back and reduced in size. The parking spaces could also be removed to create additional garden area as there is a public car park opposite the site. This would create additional space for which to set the houses back and reduce their scale whilst

providing additional garden area. That said it is not for the Local Planning Authority to design an acceptable scheme that is for the applicant to consider when at the reserved matters stage. At this stage it is however considered that two dwellings could be accommodated without impacting unreasonably on the Conservation Area, neighbouring residential properties' amenity or highway safety.

It is however recommended that, as with the 2016 consent, an Informative be added to any planning permission to clarify that the indicative plans are unlikely to be acceptable with a more appropriate form, scale and design of dwellings required at the reserve matters stage.

The single representation received raises issues of parking/turning which have been addressed above, impact of windows would need to be assessed at the reserved matters stage and maintaining a right of way is a civil issue, although removing the parking for the two dwellings may reduce the likelihood of vehicular or pedestrian conflict.

The comments from the Town Council are appreciated but as consent has already been granted, and subject to amended design and layout, it is not considered that the proposal would represent over-development. The number of bedrooms would be considered at the reserve matters stage along with issues of privacy and window locations.

Design/appearance

The illustrative designs provided are fairly basic in their detailing and layout, being in the Conservation Area the detailing and overall design would need to be improved and a bespoke design to fit the characteristics of the site provided.

There is a statutory and policy requirement to ensure that conservation area are persevered or enhanced.

The comments from the Conservation Officer re-iterate those from 2016 and again raise no objection to two appropriately designed dwellings on the site concluding that the proposal is acceptable with the current site making little contribution to the Conservation Area and development providing the opportunity to enhance the area.

Archaeology

Under this outline consent the Archaeology Team at Devon County have identified this site as having archaeological potential. As such they have a recommended securing an implementation programme prior to the commencement of the development. It should be noted that this was not a condition under the previous 2016 outline consent. However, the fact that this issue was not picked up on that historic outline does not now mean such a request is unreasonable. Whilst the policy context remains unchanged the fact that it was not previously requested does not diminish the necessity for this implementation programme given the identified archaeological potential of this site. A condition requiring an implementation programme is therefore a requirement to comply with local plan policy EN6.

RECOMMENDATION

APPROVE subject to the following conditions:

1. Approval of the details of the layout scale and appearance of the buildings, the means of access thereto and the landscaping of the site (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.
(Reason - The application is in outline with one or more matters reserved.)
2. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.
(Reason - In accordance with the requirements of Section 92 of the Town & Country Planning Act 1990.)
3. 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.)
4. 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 works shall be undertaken within the Schedule 2 Part 1 Classes A, B, or E for the enlargement, improvement or other alterations to the dwelling hereby permitted, other than works that do not materially affect the external appearance of the buildings, or for the provision within the curtilage of any building or enclosure, swimming or other pool, [other than any enclosure approved as part of the landscape management scheme]
(Reason - The space available would not permit such additions with detriment to the character and appearance of the area or to the amenities of adjoining occupiers in accordance with Policy D1 - Design and Local Distinctiveness of the Adopted New East Devon Local Plan 2016.)
5. No development shall take place until the developer has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation (WSI) which has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out at all times in accordance with the approved scheme, or such other details as may be subsequently agreed in writing by the Local Planning Authority. (Reason - To ensure, in accordance with Policy EN6 (Nationally and Locally Important Archaeological Sites) of the East Devon Local Plan and paragraph 199 of the National Planning Policy Framework (2019), that an appropriate record is made of archaeological evidence that may be affected by the development).

Informative:

In accordance with the aims of Article 35 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 East Devon District Council works proactively with applicants to resolve all relevant planning concerns; however, in this case the application was deemed acceptable as submitted.

The applicant is advised that the reserved matters submission should take a more appropriate layout, form, scale and design to that provided illustratively at the outline stage (which would not be appropriate), that acknowledges the characteristic of the site and the Conservation Area.

Plans relating to this application:

271-1	Location Plan	22.07.20
-------	---------------	----------

List of Background Papers

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