Ward Sidmouth Town

Reference 24/0823/FUL

Applicant Naomi Cook

Location Sidmouth Lifeboat The Lifeboat Station The

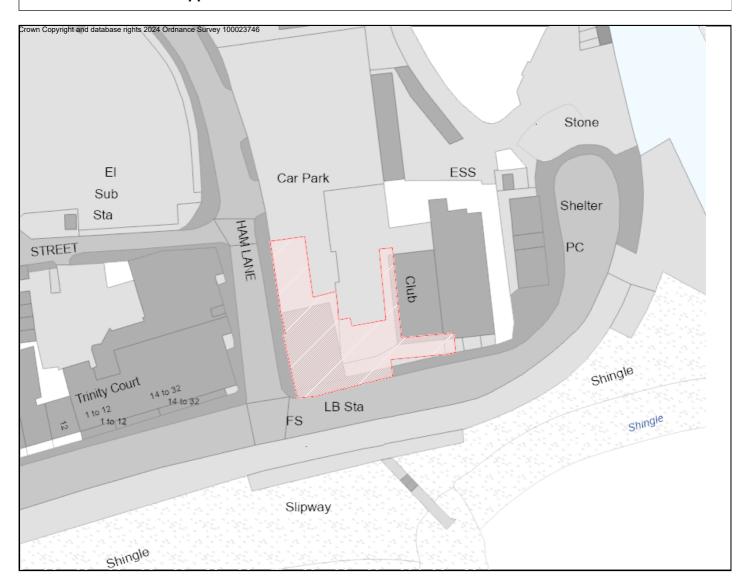
Esplanade Sidmouth EX10 8BE

Proposal Extension and alterations to existing lifeboat

station.



RECOMMENDATION: Approval with conditions



| | | Committee Date: 18.06.2024 | | |
|-----------------------------|---|--|-------------------------|--|
| Sidmouth Town (Sidmouth) | 24/0823/FUL | | Target Date: 19.06.2024 | |
| Applicant: | Naomi Cook | | | |
| Location: | Sidmouth Lifeboat | Sidmouth Lifeboat The Lifeboat Station | | |
| Proposal: | Extension and alterations to existing lifeboat station. | | | |

RECOMMENDATION: Approval with conditions

EXECUTIVE SUMMARY

This application is brought before the Planning Committee owing to the applicant being a related to an EDDC employee.

The application site is Sidmouth Lifeboat Station, which sits on the sea facing esplanade at the eastern end of the town. The site is within the Sidmouth Town Centre Conservation Area is also within flood zone 3.

The proposal involves the extension of the existing building to provide better launching facilities for the smaller 'Sea Rider' lifeboat which is currently housed within a garage to the rear of the site. The scheme would also include a new meeting and training room at first floor level and internal reconfigurations to the ground floor of the building. The proposal is intended to speed up launch times and to provide better facilities for crew members and staff.

The Parish Council are in support of the scheme and no objections to the scheme have been received from any statutory consultees. Sidmouth Lifeboat provides a valued local service which benefits the community and visitors to Sidmouth and the surrounding coastline. The proposal would preserve and enhance the character and appearance of the conservation area and complies with policies contained within the East Devon Local Plan and the Sid Valley Neighbourhood Plan. On this basis the scheme is recommended for approval, subject to conditions.

CONSULTATIONS

Local Consultations

Parish/Town Council SUPPORT

Technical Consultations

Natural England - No Objection

Environmental Health – Condition recommended re site working hours

South West Water – request that water run off hierarchy to be addressed. Applicant has provided additional information to meet this requirement.

Other Representations

Two third party representations to the proposal have been received, both objecting to the proposal.

A summary for the reasons for refusal is as follows:

- Loss of cycle parking for swimmers a result of the development
- The size of the building will take away the natural beauty of the surrounding area
- Increased footfall and vehicle movements for local residents
- Further bicycle storage would be beneficial as would more public seating

PLANNING HISTORY

| Reference | Description | Decision | Date |
|-----------|------------------------|--------------------------|------------|
| 98/P0849 | Extension To Boathouse | Approval with conditions | 23.06.1998 |

POLICIES

Adopted East Devon Local Plan 2013-2031 Policies

Strategy 6 (Development within Built-up Area Boundaries)

Strategy 26 (Development at Sidmouth)

Strategy 48 (Local Distinctiveness in the Built Environment)

D1 (Design and Local Distinctiveness)

D2 (Landscape Requirements)

EN5 (Wildlife Habitats and Features)

EN8 (Significance of Heritage Assets and their Setting)

EN10 (Conservation Areas)

EN14 (Control of Pollution)

EN19 (Adequacy of Foul Sewers and Adequacy of Sewage Treatment Systems)

EN21 (River and Coastal Flooding)

EN22 (Surface Run-Off Implications of New Development)

RC6 (Local Community Facilities)

TC7 (Adequacy of Road Network and Site Access)

TC9 (Parking Provision in New Development)

Sid Valley Neighbourhood Plan (Made)

Policy 1 - Sid Valley Development Principles

Policy 2 – Protection of Key Views

Policy 7 - Local Distinctiveness

Policy 20 – Protection and Enhancements of Community Facilities and Assets

Policy 22 – Eastern Town Redevelopment

Policy 23 - Eastern Town Access

Policy 24 – Eastern Town Maritime Heritage

Government Planning Documents

NPPF (National Planning Policy Framework 2023)

Site Location and Description

The existing lifeboat station in Sidmouth sits on the eastern end of the seafront Esplanade. Sidmouth Lifeboat is a self-funded independent lifeboat charity that provides a life saving search and rescue service between Axmouth and Budleigh Salterton. The original lifeboat station was based opposite the current site on the corner of The Esplanade and York Street between 1869 and 1912, when the service was disbanded. The service was set up again in the 1960s, and in 1998 a new lifeboat, the 'Sidmouth Herald' was purchased, which required a longer boathouse. The current lifeboat house was created through the significant extension of an existing 1930s building on the Esplanade in Sidmouth. The building was extended again in 2007, to the rear, to provide a training room, changing facilities and tractor store.

The site is within the Sidmouth Town Centre Conservation Area and is within flood zone 3.

Proposed Development

The existing lifeboat station has two lifeboats; the Artic 24 which is housed within the main building, and the Sea Rider, which is stored in an external remote garage accessed through Ham East car park to the rear of the station.

The site adjacent the existing lifeboat station is currently in use as a boat park for the nearby Watersports Hub, but is within the ownership of the lifeboat station. The proposals indicate a two storey extension to enable all lifeboats and associated lifting equipment to be housed under one roof, to reduce existing boat launch and recovery times. The proposal also seeks to provide improved facilities and circulation for crew and staff.

The proposed two storey extension sits to the east of the current lifeboat station, and measures approximately 7 metres wide by 7.5 metres deep. The proposed ground floor extension would contain a boathouse for the Sea Rider, and the second boathouse would be an independent garage for use by the adjacent Watersports Hub. The proposed first floor extension would contain a larger crew room for training purposes and a separate private meeting room. The large gable window would provide operational views over the boat launch and recovery site. The proposal would also allow for the reconfiguration of the existing ground floor space to provide additional space for changing and drying of kit. The existing garage housing the Sea Rider boat would be returned to the use of the Watersports Hub.

The proposed extension is conceived of as a third gabled form to the east of the existing building. The ground floor boathouse doors are proposed as being in timber with glazed porthole windows, whilst the first floor training room has large glazed bifold doors with a glazed gable apex over and a Juliet balcony.

ANALYSIS

The main issues for consideration are the principle of development, the visual impact and design of the extension upon the character and appearance of the area, and the flood risk.

Principle of Development

The application site is within the Built-up Area Boundary (BuaB) of Sidmouth therefore Strategy 6 applies. Its provisions permit growth and development within the BuAB where, among other things it would be compatible with the character of the site and its surroundings; would not lead to unacceptable pressure on services and would not adversely affect flood risk; would not damage and, where practical, support promotion of wildlife or townscape interests, and would not impair highway safety or traffic flows.

Policy 24 'Eastern Town Maritime Heritage' of The Sid Valley Neighbourhood Plan lends support to the retention of the lifeboat station on the site and the provision of safe access to the sea. The neighbourhood plan highlights the special identify of the area as a place with connections to the sea and to the site's maritime history. The lifeboat station is identified as a facility of community value under Policy 20 of the Sid Valley Neighbourhood Plan. The policy states that proposals that seek to improve existing community facilities will be supported subject to considerations of visual and amenity impacts. The policy is similar in its aims to Policy RC6 – Local Community Facilities of the Local Plan.

As such the principle of an extension to the existing lifeboat station is in accordance with Strategy 6 and Policy RC6 of the Local Plan and Policies 20 and 24 of the Sid Valley Neighbourhood Plan.

Design impact on character of site

The existing Esplanade facing elevation consists of the main gabled boathouse which was constructed in 1998 and the smaller gabled section with a projecting first floor bay window which is the earliest part of the building and dates from the 1930s. The existing building is predominately finished in a cream coloured render, with a contrasting blue render plinth. The existing fascias, soffits and the vertical cladding to the projecting bay window are also in a blue painted finish.

The existing building sits on the corner of York Terrace and Ham Lane, right up to the back of the pavement. The area to the east of the site is currently a boat park for the Sidmouth Watersports Hub, and their building sits 12 metres to the east of the current lifeboat station. The boat park has vertical timber boarded fencing and a metal gate set slightly back from the rear of the pavement. The proposed extension would extend the frontage of the lifeboat station further along the Esplanade, with the access to the boat park being retained between the two buildings.

The proposed extension looks to continue the language of the existing building in terms of both the form of the building and the proposed palette of materials. The extension is conceived as a third gabled form which reflects the existing building, with the proposed ridge line just below the ridge line of the tallest gable of the existing building.

The proposed first floor training room has large full height bi-fold doors with a glazed gable apex over. A glazed Juliet balcony balustrade with stainless steel handrail would allow the doors to be fully opened. Below the training room, the two timber boathouse doors have glazed porthole windows which help to enliven the elevations and provide glimpses into the boat storage areas when the doors are shut. The application documents state that privacy blinds would be fitted behind should they be required for operational reasons.

The materials for the extension have been chosen to suit the harsh marine environment in which the building sits. The proposed extension has a zinc roof, as opposed to the man-made slate roof to the rest of the building. The proposed zinc roofing would extend to the fascias, and would be complemented by zinc guttering and downpipes. The proposed roof cladding would allow the extension to be distinguishable from the existing building, and would provide a robust, high quality and long lasting finish. The proposed colour is 'quartz' which is a slightly lighter grey than the existing slate. The first floor of the extension will be clad in fibre cement cladding, the appearance of which will reflect that of the original bay window cladding but will provide a more durable finish given the highly exposed nature of the site. The piers between the doors are proposed to be off white painted render to match the predominant colour of rest of the building and both the render and blue cladding will continue around to the rear of the proposed extension.

As such, it is considered that the proposed design and scale of the building is considered to be acceptable and in accordance with Policy D1 of the Local Plan and Policy 7 of the Sid Valley Neighbourhood Plan.

<u>Heritage</u>

The view along York Terrace, looking east along the seafront, is identified as a key public viewpoint in both the Sid Valley Neighbourhood Plan and the Sidmouth Conservation Area Appraisal. In addition to this, the buildings to the west of the site are noted in the conservation area appraisal as being key buildings which make a significant contribution to the townscape. The buildings further west along York Terrace are predominantly Grade II listed. The buildings are significantly taller than the existing lifeboat station and have largely unspoilt frontages with significant ornamental detailing in the form of ornamental balustrades, verandas, sash windows and cornicing.

The site's location within Sidmouth's Town Centre conservation area means the proposal will only be permitted where it would preserve or enhance the appearance and character of the area. The character of the very end of the seafront esplanade where the lifeboat sits is very different to the period terraces along the rest of the seafront. The buildings at the eastern end are much more utilitarian and robust in character, reflecting their purpose and the functional nature of the buildings. The current area between the lifeboat station and the Watersports Hub, which comprises an area of tarmac with a timber boarded fencing behind, detracts from the character of the area therefore the proposal has the potential to enhance the character of the conservation area.

The appearance of the proposed extension reflects its functional requirements and the proposed form of the extension reflects both the existing building and the nearby Drill Hall which is also part of the 'Eastern Town' area as defined in the Sid Valley Neighbourhood Plan. The scheme proposes the use of good quality materials that will stand up to the harsh marine environment and are of a sufficient quality to ensure they will enhance the conservation area. The proposal indicates that all new and replacement windows within the scheme will be in stained accoya timber in a natural finish. The scheme proposes the replacement of the existing boat house doors, and both these and the new boathouse doors will be in stained iroko timber in a natural finish, with double glazed vision panels. Rainwater goods are also proposed in zinc.

The proposals indicate the replacement of the existing timber fascias and soffits to the existing lifeboat station with 'Trespa' high pressure laminate boarding in blue colour to match the colour of the existing fascias and render plinth. Traditional materials would be preferred within the conservation area but given that predominantly natural building materials are proposed, the use of this material in the very limited areas proposed is considered acceptable.

The proposed extension is very slightly recessed behind the current façade of the building by approximately 150mm. When seen in the context of the key public viewpoint along the esplanade the proposal would make a very negligible change to the view. The proposal includes the provision of a couple of rooflights to the first floor to increase daylight levels within the building, which have been positioned to the rear north facing elevation of the building to reduce the visual impact upon the Esplanade facing elevation. In addition, the scheme proposes the installation of several solar panels and these have been positioned on the south facing roof slopes

to avoid any detrimental impacts to the significant views along the Esplanade. The proposal also indicates that the existing ground floor brickwork of the Watersports Hub would be rendered and painted to match the lifeboat station. The existing brickwork is a red wirecut brick that is not reflective of the characteristic materials of the conservation area whereas the proposed render would enhance the Watersports Hub and give a sense of cohesion to the two buildings.

Given the above it is considered that the proposal would preserve the maritime character of the site and enhance the appearance and character of the conservation area, in line with Policy EN10 of the Local Plan and Policy 2 of the Sid Valley Neighbourhood Plan.

Landscape Impact

There are no areas of landscaping as such around the building given the relatively tight urban nature of the site. The pavement immediately in front of the two new boat park garages will be re-laid to allow for a dropped kerb in front of the garages. This is proposed as being re-laid in concrete paving to match the rest of the adjacent pavement around the building. A new metal gate is proposed to the boat parking area which will open outwards and swing against the proposed boat hub wall. A neighbour comment received commented on the lack of public seating proposed in the scheme but given the operational requirements to keep the garage access clear to enable emergency access there is insufficient space to provide this.

Given the above it is considered that the proposal complies with Policy D1 of the local plan and Policy 7 of the Sid Valley Neighbourhood Plan.

Residential / Neighbour Amenity

The proposed extension sits to the east of the existing building, a far as possible away from any nearby dwellings. A neighbour comment expressed concerns about increased noise levels as a result of increased footfall and vehicle movements. It is more likely the proposal would result in reduced noise for neighbours as the smaller Sea Rider boat, which is currently garaged some distance to the rear of the building, will be able to be launched immediately from the building rather than three crew members having to bring the boat along York Street and onto the Esplanade prior to launching. It is not envisaged that the proposal would lead to more vehicular movement to and from the site, but it will provide additional space within the building to allow crew members to move more easily and efficiently around the building and therefore to respond to callouts faster.

Environmental Health have raised concerns about the impacts of the proposal on nearby neighbours during the construction period. As such a condition would be imposed upon any approval to restrict construction working hours to 8am to 6pm Monday to Friday and 8am to 1pm on Saturdays, with no working on Sundays or Bank Holidays. They have also requested that the applicant follows the council's Construction Sites Code of Practice prepared by Environmental Health and adopted by the council in order to ensure that any impacts are kept to a minimum. This is available on the council's website.

With the necessary condition in place, it is considered that the proposal complies with Policy D1 and EN14 of the Local Plan.

Highways, access and parking

A proposed dropped kerb is indicated on the site plan outside the two boathouses which would need to be strong enough to take a small boat on lightweight trailer. The proposal retains the existing access to the boat car park between the two buildings. The proposed extension is set 2.4 metres back from the front edge of the road in order to provide a 2.4 metre by 43 visibility splay in either direction suitable for the speed of the road. Devon County Highways have not commented on the application.

A neighbour comment has been received in respect of the loss of the existing three cycle parking stands that currently sit in front of the timber boarded fence to the east of the lifeboat station. These are being replaced outside the Watersports Hub building and will be available for the use of lifeboat staff and the public, as per the current cycle stands. The site does not currently have any car parking spaces and no additional parking is proposed.

As such the proposal complies with Polices TC7 and TC9 of the Local Plan and Policy 23 of the Sid Valley Neighbourhood Plan.

Ecology / biodiversity

The application is accompanied by a Preliminary Roost and Nest Survey. A visual search of the interiors and exteriors of the building found no evidence of bats and it was noted that the roofing slates and fascias were secure with no access points for bats. The report makes recommendations in respect of the protection of wildlife during the course of the works. The report also recommends ecological mitigation, in the form of a bird nesting box. As agreed with the ecologist, this is indicated as being fitted to the north elevation of the existing boathouse.

There are currently two large floodlights fixed to the south eastern corner of the station, facing eastwards. Two additional floodlights will be fitted about the proposed Searider and Watersports Hub boathouse doors which will be needed for operational requirements for call outs out of daylight hours.

With the appropriate condition in place to ensure the appropriate mitigation measures are in place during the course of the works, the proposal is considered to be acceptable and in accordance with Policy EN5 of the Local Plan.

<u>Drainage</u>

The existing building is surrounded by hardstanding. The southern sections of the building discharge onto the beach via outfalls from the seawall and the northern sections discharge into a combined sewer. Given that the proposal looks to erect an extension over an area of existing hardstanding the scheme would not lead to an increase in run off rates. The surface water run off implications of the proposal have been fully considered by the applicant. Rainwater harvesting or the use of soakaways is not practical owing to the very constrained nature of the site.

Rainwater run off from the south of the roof will therefore continue be directed to the existing surface water drain along York Street which discharges via the seawall to the beach, and rain from the north of the building will continue to discharge to the combined sewer. The number of users proposed within the building is unchanged from the existing building therefore there will be no change to foul sewage outputs from the building.

As such the proposal complies with Policy EN19 and EN22 of the Local Plan.

Flood risk

The application site falls within Flood Zone 3 and to this end a flood risk assessment has been submitted with the application. The building is at risk from tidal flooding and the potential for wave overtopping of the sea defences.

A sequential test would not be required as the proposals would be classed as 'minor development' as defined in the PPG. Lifeboat stations are classified as 'water compatible' development and as such the proposal is not subject to the exception test. The proposed development would not lead to an alteration in run off rates therefore would not lead to any potential increase in flood risk in areas outside the site boundary.

The proposed building would utilise flood resilient materials to a height of 600mm to ensure flooding does not cause permanent damage. Electrical fittings would be installed at 600mm above finished floor level and it is recommended that non-return valves are fitted to foul sewer connections within the building to prevent backflow of sewage. The report also recommends that any fuel storage cans within the building are stored outside of the areas at risk due to wave overtopping.

Based on the nature of operations at the site, users of the building are well informed of weather hazards and tidal conditions such that potentially hazardous conditions would be well understood and could be acted on promptly.

Given the above considerations, the proposal complies with EN21 of the Local Plan and Policy 22 of the Sid Valley Neighbourhood Plan.

Summary / Conclusion

The proposal would support the continuing presence of the sea based activities within the 'Eastern Town' area of Sidmouth. Sidmouth Lifeboat provides a valued local service which benefits the community and visitors to Sidmouth and the surrounding coastline. The proposal would preserve and enhance the character and appearance of the conservation area and complies with policies contained within the East Devon local plan and the Sid Valley Neighbourhood Plan. On this basis the scheme is recommended for approval, subject to conditions.

RECOMMENDATION

APPROVE subject to the following conditions:

- 1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission and shall be carried out as approved. (Reason To comply with section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).
- 2. 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.)
- 3. The development shall be carried out in accordance with the recommendations and mitigation measures contained within the Preliminary Roost and Nest Survey carried out by Ecological Surveys Ltd dated 23rd January 2024. (Reason In the interests of ecology in accordance with Policy EN5- (Wildlife Habitats and Features) of the East Devon Local Plan.)
- 4. No works for the construction of the development hereby permitted shall be undertaken on Sundays or Public Holidays. On other days no construction work shall be undertaken outside of the following hours: 08:00 hours and 18:00 hours Mondays to Fridays inclusive and 08:00 hours and 13:00 hours on Saturdays.
 (Reason To protect adjoining occupiers from excessive noise in accordance
 - (Reason To protect adjoining occupiers from excessive noise in accordance with Policies D1 Design and Local Distinctiveness and EN14 Control of Pollution of the Adopted East Devon Local Plan 2013-2031.)
- 5. Prior to its installation, details of the proposed glazed balustrade shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. (Reason To ensure that the materials are considered at an early stage and are sympathetic to the character and appearance of the area in accordance with Policy D1 Design and Local Distinctiveness and Policy EN10 Conservation Areas of the Adopted East Devon Local Plan 2013-2031.)

NOTE FOR APPLICANT

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.

Plans relating to this application:

| 19 REV P3 | Sections | 17.04.24 |
|-----------|-------------|----------|
| 18 REV P4 | Sections | 17.04.24 |
| 17 REV P3 | Other Plans | 17.04.24 |

| 16 REV P4 | Sections | 17.04.24 |
|-----------|----------------------|----------|
| 15 REV P4 | Proposed Elevation | 17.04.24 |
| 14 REV P4 | Proposed Elevation | 17.04.24 |
| 13 REV P3 | Proposed roof plans | 17.04.24 |
| 12 REV P3 | Proposed Floor Plans | 17.04.24 |
| 11 REV P3 | Proposed Floor Plans | 17.04.24 |
| 10 REV P3 | Proposed Site Plan | 17.04.24 |
| | Location Plan | 19.04.24 |

List of Background Papers

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

Natural England

SUMMARY OF NATURAL ENGLAND'S ADVICE

NO OBJECTION

Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on statutorily protected nature conservation sites or landscapes.

Natural England's generic advice on other natural environment issues is set out at Annex A.

SEE SCANNED DOCUMENTS FOR FULL REPORT AND ANNEX A

Environmental Health

I have considered the application and note that this site is close to nearby residents who may be impacted during the construction process. Construction working hours shall be 8am to 6pm Monday to Friday and 8am to 1pm on Saturdays, with no working on Sundays or Bank Holidays. We would request the applicant to consult and follow the council's Construction Sites Code of Practice prepared by Environmental Health and adopted by the council in order to ensure that any impacts are kept to a minimum. This is available on the council's website.

South West Water

Proposal: Extension and alterations to existing lifeboat station.

With reference to the planning application at the above address, the applicant/agent is advised to contact South West Water if they are unable to comply with our requirements as detailed below.

Surface Water Services

The applicant should demonstrate to your LPA that its prospective surface run-off will discharge as high up the hierarchy of drainage options as is reasonably practicable

(with evidence that the Run-off Destination Hierarchy has been addressed, and reasoning as to why any preferred disposal route is not reasonably practicable):

- 1. Water re-use (smart water butts, rainwater harvesting, grey flushing toilets)
- 2. Discharge into the ground (infiltration); or where not reasonably practicable,
- 3. Discharge to a surface waterbody; or where not reasonably practicable,
- 4. Discharge to a surface water sewer, highway drain, or another drainage system; or where not reasonably practicable,
- 5. Discharge to a combined sewer. (Subject to Sewerage Undertaker carrying out capacity evaluation)

Having reviewed the applicant's current information as to proposed surface water disposal for its development (domestic roof and driveway run off only) Please note that discharging to the public combined sewerage network is not an acceptable proposed method of disposal, in the absence of clear evidence to demonstrate why the preferred methods listed within the Run-off Destination Hierarchy have been discounted by the applicant.

For Highway run off please contact the Highway Authority to agree disposal method. I trust this provides confirmation of our requirements, however should you have any questions or queries, please contact the Planning Team on 01392 442836 or via email: DeveloperServicesPlanning@southwestwater.co.uk.

Kind regards, The Pre-Development Team SEE SCANNED DOCUMENTS FOR ASSET MAP AND WATER & SEWER KEY

Statement on Human Rights and Equality Issues

Human Rights Act:

The development has been assessed against the provisions of the Human Rights Act 1998, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Equality Act:

In arriving at this recommendation, due regard has been given to the provisions of the Equality Act 2010, particularly the Public Sector Equality Duty and Section 149. The Equality Act 2010 requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. Protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race/ethnicity, religion or belief (or lack of), sex and sexual orientation.