

PLANNING APPLICATION REPORT – Householder Developments

Case Officer: Charlotte Howrihane

Parish: Salcombe

Application No: 0385/21/HHO

Agent:

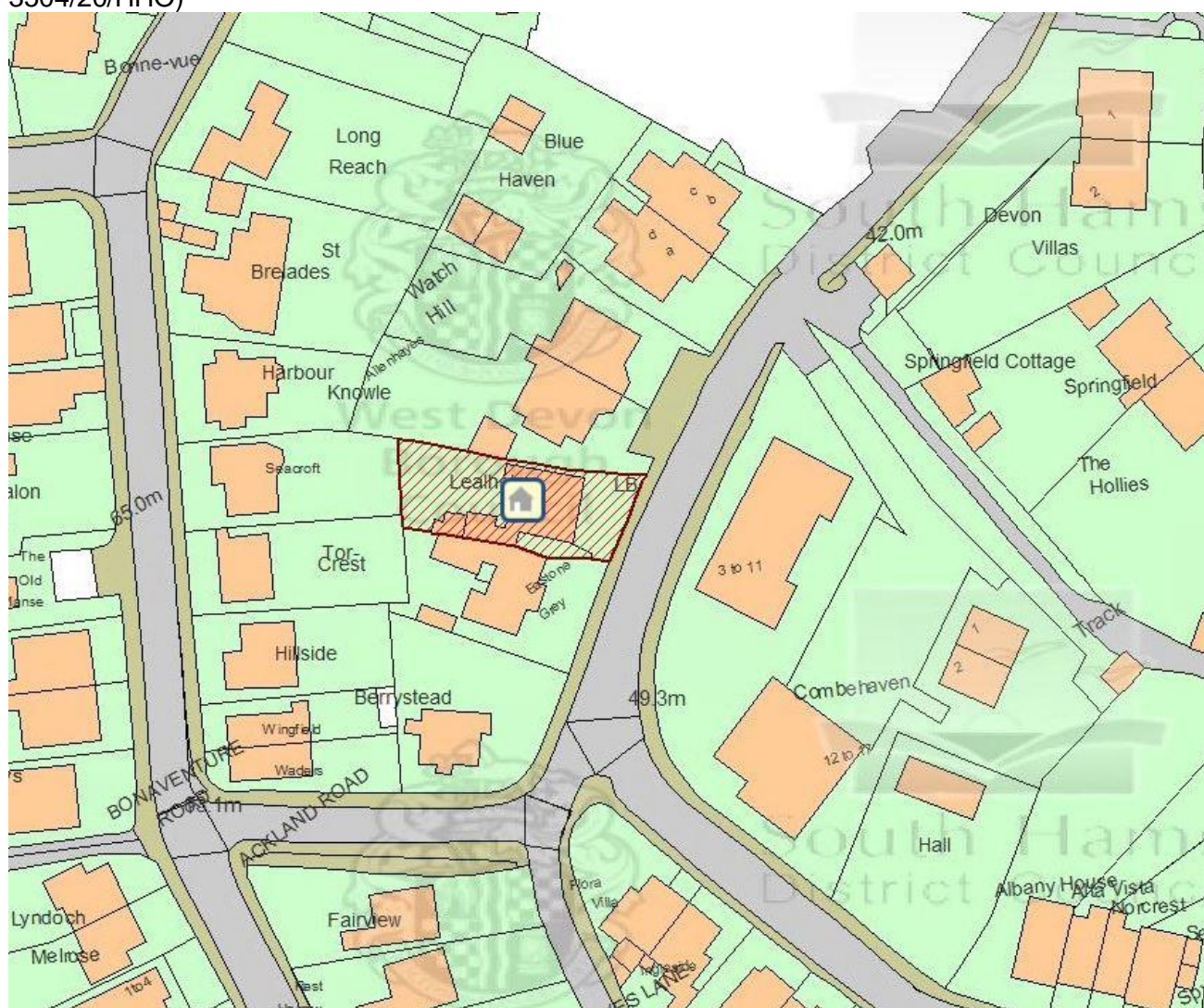
Mr Alex Perraton
BBH Chartered Architects Ltd
Creek House
1 Island Street
Salcombe
TQ8 8DP

Applicant:

Mr & Mrs Maltby
Lealholme
Allenhayes Road
Salcombe
TQ8 8HU

Site Address: Lealholme, Allenhayes Road, Salcombe, TQ8 8HU

Development: Householder application for alterations to roof including dormers (resubmission of 3504/20/HHO)



Recommendation: Conditional approval

Reason application is at Committee: Both Ward Members have called the application to Committee due to concerns on the impact to the Conservation Area and concerns raised by the Town Council.

Conditions:

Standard time limit
Adherence to plans
Materials to match
Rooflight to be conservation-style
Adhere to ecology report

Site Description:

Lealholme is a two-storey, Edwardian detached dwelling located on Allenhayes Road, in Salcombe. The property is elevated above the road, with a patio area to the front of the dwelling, and a garden area to the rear.

The site is in the Salcombe Conservation Area, and is also within the South Devon Area of Outstanding Natural Beauty (AONB).

Proposal:

The application seeks to extend the ridge line of the existing hipped roof, to create a pitched roof and gable ends to the sides of the dwelling. Two pitched roof dormers would then be installed within the front, road-facing roofslope, with a single, larger pitched roof dormer proposed within the rear roofslope. A conservation-style rooflight would also be installed to the front roofslope, in the centre of the property in between the proposed dormers.

The proposal would not increase the height, or the footprint of the property. The proposed materials would match the existing dwelling (slate, render, and UPVC fenestration).

Consultations:

- County Highways Authority- no highways implications
- Town Council- *'Objection as this was overdevelopment which would turn a two storey house into a three storey house thereby impacting on the street scene and would dominate the neighbouring property Eastone Grey. The proposal was contrary to Salcombe Neighbourhood Plan policy B1 in that it was not in keeping with the area and did not preserve or enhance the Conservation Area'*

Representations:

Five letters of objection have been received. These objections can be seen in full on the Council website, but can be summarised as follows:

- Addition of another bedroom will increase occupancy and increase parking issues in Allenhayes Road
- Disproportionate scale and nature of the proposal might affect the architecture of the street
- Dormers would look straight into the window of neighbours opposite and neighbour behind
- The house is not a permanent residence
- Additional storey is excessive and dominates the road
- Does not serve the amenity of the conservation area
- Overall size of roof would be larger
- Dormers are not small
- Style of the dormers is not in keeping with neighbouring properties
- Rooflight is too large to be described as a conservation-style rooflight
- Lealholme is a perfect example of an Edwardian villa, proposal would change its character

- Town Council's original objection to the previous application is still relevant
- Benefit to the applicant does not outweigh the harm to the building and conservation area

Relevant Planning History

- 3504/20/HHO- Householder application for alterations to roof including dormers- withdrawn
- 41/2204/14/F- Householder application for amendments to approval 41/1088/14/F- raising of existing terrace, enlarged garage and associated works- conditional approval
- 41/1088/14/F- Householder application for raising of existing terrace with enlarged garage below and associated works - withdrawn
- 41/1518/11/F- Householder application for demolition of existing extensions and building of new single extension. Associated works including small retaining walls- conditional approval
- 41/0314/94/3- Erection of stone piers and railings to front wall of dwelling- conditional approval

Design, Landscape, and Heritage Impact:

- 1.1. The site is within the Salcombe Conservation Area. Policy DEV21 of the JLP requires development to preserve or enhance the setting of the Conservation Area, which is also reinforced by policy SALC B1 of the Salcombe Neighbourhood Plan, which requires development to have regard to the Salcombe Conservation Area Appraisal. Officers are also mindful of their duty under Section 72 of the Planning (Listed Buildings & Conservation Areas) Act 1990, to ensure that special attention is paid to the '*desirability of preserving or enhancing the character or appearance of that area*'.
- 1.2. Policy SALC B1(3) of the neighbourhood plan sets out the following criteria for development within the Conservation Area:
 - a) *Building setbacks follow and match adjoining buildings; building line and footprint of the dwelling would remain unchanged.*
 - b) *The Design respects the scale and character of existing and surrounding buildings; this does not exclude an innovative contemporary design approach; the design would be in keeping with the scale and form of neighbouring dwellings, with the majority having pitched roofs and dormers.*
 - c) *High quality materials are used that complement the local and traditional palette of materials used within Salcombe Parish; all proposed materials match the existing dwelling and are in keeping with the local vernacular*
 - d) *They have regard to the requirements of 'Secure by Design 'to minimise the likelihood and fear of crime and acts of anti-social and unacceptable behaviour and community conflict in the built environment; works to the roof space only, not applicable*
 - e) *They reduce the dependence on the private car by supporting and connecting directly to other more sustainable modes such as walking, cycling and public transport; not considered applicable as the works are contained within the roof space of a single dwelling, and do not alter the existing parking arrangement.*
- 1.3. Although within the Conservation Area, Lealholme itself is not identified specifically as having either a positive or negative impact on the Conservation Area in the Appraisal document, nor is it identified as being of any architectural or historic significance in the Neighbourhood Plan (Appendix B40, which lists Heritage Assets within the plan area). The Conservation Area Appraisal designates Allenhayes Road within the 'Victorian Suburbs and Outer Environs' character area. This area is typified by '*tall Victorian villas (which) dominate the skyline clearly visible from within the main streets and from the water. The majority have been built in pairs but groups of three and longer terraces exist in Allenhayes and Devon Road respectively.*'
- 1.4. The properties surrounding Lealholme can be characterised as large properties with pitched roofs, gables, painted in various pastel colours but with a certain uniformity in design. The

proposed design, which would extend the hipped roof to form a pitched roof, would therefore be in keeping with the local landscape and preserve the key characteristics of this part of the Conservation Area.

- 1.5. Pitched roof dormers are common within Allenhayes Road, and the proposed dormers are considered to be proportionate in scale to the roofspace. The front dormers have been positioned to be in line with the fenestration to lower floors, and set back from the edge of the roof, and meet the general design guidance for dormers as set out in the JLP Supplementary Planning Document. They are therefore considered to be of an acceptable design, and would preserve the Conservation Area setting.
- 1.6. The building has retained its original Edwardian character. Whilst the proposed works would alter the original roof form, the proposed pitched roof and dormers would retain the symmetry and overall proportions of the building, and on balance, Officers consider the impact of the proposal on the character of the building to be acceptable.
- 1.7. The Town Council and third-party representations have objected to the proposal, in part due to its impact on the Conservation Area. However, for the reasons above, the proposed development is considered to preserve the character and appearance of the identified heritage assets, as required by Section 72 of the Planning (Listed Buildings & Conservation Areas) Act 1990, as well as policy DEV21 of the Joint Local Plan, and policy SALC B1 of the Salcombe Neighbourhood Plan.
- 1.8. The site is also within the South Devon AONB. Given the small scale of the works, which would neither increase the footprint nor the height of dwelling, and the location with a residential part of the town, the proposal is not considered to impact upon the wider AONB setting and would maintain the character of the area. It therefore accords with policy DEV25 of the JLP and SALC Env1 of the neighbourhood plan.

Scale:

- 2.1. Objections have been received in relation to the scale of the development, considering it to be overdevelopment and excessive in scale and dominating the street scene.
- 2.2. Officers would reiterate that the footprint and height of the dwelling would remain the same as a result of the development. Although the roof ridge would be extended, the increased roof volume is not considered to be so significant that it would alter the character of the site, or increase its dominance within the street scene, particularly when considered against the extant permission to increase the height of the property next door (Eastone Grey, application reference 1345/18/FUL). Despite the sloping topography of the road, the neighbouring dwelling to the north is higher than Lealholme, and Officers therefore cannot agree that Lealholme would be overly dominant within the street scene.
- 2.3. In relation to the comments about turning the house into a three-storey dwelling, Officers would note that the property is not listed, and that internal works to create additional living space in the roof would not require planning permission, and could be undertaken regardless of the outcome of this application.
- 2.4. The roof to Lealholme would remain proportionate to the dwelling and neighbouring properties following the proposed works, and subsequently Officers would not consider the proposed works to result in overdevelopment of the site, or an overly-intrusive or domineering addition to the street scene.

Neighbour Amenity:

- 3.1. Neighbours have stated that the proposed dormers would impact on their amenity by potential overlooking. Policy DEV1 requires amenity to be considered against the existing levels of amenity in the locality. The topography of this part of the town slopes up, away from the water meaning the dwellings are more elevated the further they are away from the coast. Mutual overlooking is therefore common, with properties able to look down into the dwellings in front of them to some extent.
- 3.2. With regard to the impact of the front dormer on Combehaven opposite the site, Officers note that Lealholme is elevated above this building, on the opposite side of the road, and there are already views between the properties. Given the difference in ground levels, it is likely that the dormer windows would look out over Combehaven, rather than down into it. Given the distance between the sites (approximately 20m), the relatively small size of the dormer windows, and the elevated position of Lealholme above Combehaven, Officers conclude that, on balance, that the impact to the neighbours opposite would not be so significant as to be harmful, when considered against the existing situation.
- 3.3. An objection to the rear dormer has also been received from a property behind the site, in Bonaventure Road. However, as previously mentioned, the topography of the area means that the properties behind are significantly higher than those in Allenhayes Road, and would look over Lealholme rather than down into it. The property in question is not immediately behind Lealholme, and is over 30m from the proposed dormer.
- 3.4. Given the existing level of amenity between properties locally, and the separation distance between the site and neighbouring residents, it is not considered that the rear dormer would impact upon neighbours to a harmful extent, when judged against policy DEV1 of the JLP.

Other matters:

- 4.1. The concerns from the Town Council that the proposal would turn a two-storey house into a three-storey house are not considered to warrant a refusal of the application. The property is not listed, and so internal works, such as turning roofspace into living accommodation, is not a matter for Officers to consider. Similarly, whether or not the house is a permanent residence or a holiday home is not a material planning consideration.
- 4.2. Concern has been raised about the parking issues in Allenhayes Road. The proposal would not increase the number of dwellings within the site, and does not remove any parking facilities, either off-street or on-street, and it would therefore not be reasonable to refuse the application for reasons of parking.
- 4.3. One objection states that the proposed rooflight is too large to be a conservation-style rooflight. Conservation-style does not refer to the size of the rooflight, but the slim frame and lower profile of the design, which is less bulky and intrusive than typical rooflights. The proposed rooflight is therefore accurately described as a conservation-style rooflight.

Summary:

- 5.1. The proposed works would alter the appearance of the dwelling, although in a manner which would reflect the local vernacular in terms of design and materials used. It is therefore considered to be of an acceptable scale and design, which preserves the setting of the Conservation Area, and does not harm the amenity of neighbouring dwellings. For these reasons, the application is recommended for conditional approval.

This application has been considered in accordance with Section 38 of the Planning & Compulsory Purchase Act 2004 and with Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Planning Policy

Relevant policy framework

Section 70 of the 1990 Town and Country Planning Act requires that regard be had to the development plan, any local finance and any other material considerations. Section 38(6) of the 2004 Planning and Compensation Act requires that applications are to be determined in accordance with the development plan unless material considerations indicate otherwise. For the purposes of decision making, as of March 26th 2019, the Plymouth & South West Devon Joint Local Plan 2014 - 2034 is now part of the development plan for Plymouth City Council, South Hams District Council and West Devon Borough Council (other than parts of South Hams and West Devon within Dartmoor National Park).

The relevant development plan policies are set out below:

The Plymouth & South West Devon Joint Local Plan was adopted by South Hams District Council on March 21st 2019 and West Devon Borough Council on March 26th 2019.

SPT1 Delivering sustainable development
DEV1 Protecting health and amenity
DEV2 Air, water, soil, noise, land and light
DEV10 Delivering high quality housing
DEV20 Place shaping and the quality of the built environment
DEV21 Development affecting the historic environment
DEV23 Landscape character
DEV25 Nationally protected landscapes
DEV26 Protecting and enhancing biodiversity and geological conservation
DEV35 Managing flood risk and Water Quality Impacts

Neighbourhood Plan

The site is within the Salcombe Neighbourhood Plan area, which has been passed through referendum and therefore forms part of the development plan. The application has been considered against the relevant policies and is considered acceptable:

SALC ENV1 Impact on the South Devon AONB
SALC B1 Design Quality and Safeguarding Heritage Assets

Other material considerations include the policies of the National Planning Policy Framework (NPPF) and guidance in Planning Practice Guidance (PPG). Additionally, the following planning documents are also material considerations in the determination of the application:

South Devon AONB Management Plan (2019-2024)
Salcombe Conservation Area Appraisal (2010)
Plymouth & South West Devon JLP Supplementary Planning Document (2020)
Section 72 of the Planning (Listed Buildings & Conservation Areas) Act 1990

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.

Recommended conditions:

1. The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which this permission is granted.

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 approved shall in all respects accord strictly with drawing numbers 3738.10.A, 3738.11, 3738.20.C, 3738.30.C, received by the Local Planning Authority on 2nd February 2021.

Reason: To ensure that the proposed development is carried out in accordance with the drawings forming part of the application to which this approval relates.

3. The materials to be used in the construction of the external surfaces of the development hereby permitted shall match those of the existing building, unless amendments have been agreed in writing with the Local Planning Authority.

Reason: In the interests of visual amenity.

4. The rooflights hereby approved shall be of a conservation type, as detailed in Section 3.1 of the Design & Access Statement, received on 2nd February 2021.

Reason: To ensure that the development preserves the Conservation Area setting of the site.

5. The recommendations, mitigation and enhancement measures of the Ecological Appraisal (Bats & Nesting Birds) by David F Wills, dated 24th October 2020, shall be fully implemented prior to the commencement of the use hereby approved and adhered to at all times. In the event that it is not possible to do so all work shall immediately cease and not recommence until such time as an alternative strategy has been agreed in writing with the Local Planning Authority.

Reason: To safeguard the interests of protected species