

# PLANNING COMMITTEE REPORT

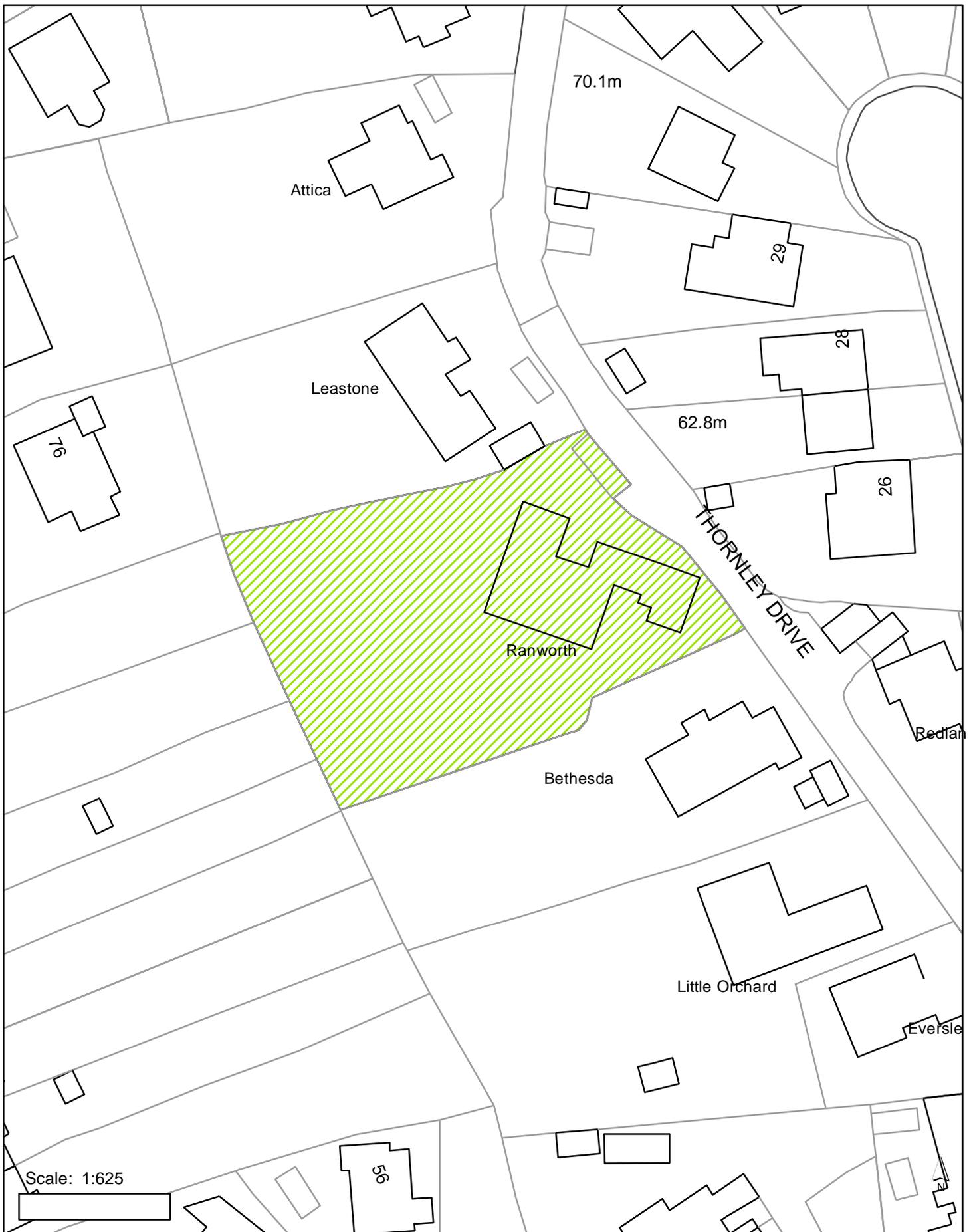
15 DECEMBER 2020

CHAIRMAN: Cllr Mike Haines



<b>APPLICATION FOR CONSIDERATION:</b>	<b>TEIGNMOUTH - 20/01597/HOU - Ranworth, Thornley Drive - Reconstruction of roof to form additional first floor accommodation and balcony, decking to south elevation and associated works</b>	
<b>APPLICANT:</b>	<b>Mr &amp; Mrs Frodsham</b>	
<b>CASE OFFICER</b>	<b>Jennifer Joule</b>	
<b>WARD MEMBERS:</b>	<b>Cllr Alison Eden Cllr Jacqui Orme</b>	<b>Teignmouth Central</b>
<b>VIEW PLANNING FILE:</b>	<a href="https://www.teignbridge.gov.uk/planning/forms/planning-application-details/?Type=Application&amp;Refval=20/01597/HOU&amp;MN">https://www.teignbridge.gov.uk/planning/forms/planning-application-details/?Type=Application&amp;Refval=20/01597/HOU&amp;MN</a>	





**20/01597/HOU - Ranworth, Thornley Drive,  
Teignmouth TQ14 9JH**

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## **1. REASON FOR REPORT**

Teignmouth Town Council requested that this application was brought to Planning Committee for determination for the following reasons:

- overdevelopment that is detrimental to the character of the area, and note that the roof line of the property does not need to be raised in order to provide extra accommodation.

## **2. RECOMMENDATION**

PERMISSION BE GRANTED subject to the following conditions:

1. Development to take place within 3 years.
2. Development to be carried out in accordance with the approved drawings.
3. Undertake recommendations of the ecology report.

## **3. SITE DESCRIPTION**

- 3.1 The application site is a dwelling known as Ranworth located on Thornley Drive within Teignmouth. Ranworth is a detached bungalow, with some accommodation in its roofspace, on a 0.22ha plot.
- 3.2 Thornley Drive is positioned to the east of the house and the principal elevation of the dwelling faces south west.
- 3.3 The site is located on a hill side, sloping down from its northern corner with Thornley Drive to the south west corner of the plot. There is approximately a 10m height differential between the highest and lowest points of the site.
- 3.4 On all sides the site is surrounded by residential development. A dwelling known as Leastone is located to the north and Bethesda is located to the south. Properties on Yannon Drive lie to the east and north east of the site.
- 3.5 Access to the site is from Thornley Drive which is a single-width private road.
- 3.6 Following a meeting on site with the applicant, the case officer recommended some changes to the proposals. Revised plans for these amendments were submitted and an additional, 14 day consultation was undertaken with those who had commented at the first stage.

## **APPLICATION PROPOSAL**

3.7 The application proposes an extension of the existing dwelling. The development will comprise, in its revised form:

- The creation of a full-height first storey and increase in floorspace of the dwelling from 226sq.m to 324sq.m
- Increase in the footprint of the building by 14sq.m (infill of a courtyard area on the Thornley Drive elevation)
- Creation of a first floor entrance point on the Thornley Drive elevation
- Increase in the maximum height of the roof by 1m
- Increase in the height of the building on the Thornley Drive elevation by:
  - 3.5m to the left of the proposed front door where a storage cupboard and WC will be sited at first floor level
  - 2.6m to the right of the proposed front door for a study at first floor level
- No changes proposed to the garage and annex which lie adjacent to Thornley Drive
- Creation of a new decking area to the garden elevation of the dwelling
- Creation of a balcony to the garden elevation at first floor level
- Formation of a new boundary wall adjacent to the annex on the Thornley Drive elevation, 1.9m in height, in grey limestone
- The existing breeze-block wall to be faced in grey limestone
- The proposed materials are painted render, to match the existing dwelling, white UPVC windows, and a slate roof with terracotta ridge tiles

## **5.0 PLANNING HISTORY**

5.1 In 1992 two applications for extensions to the house were approved. The first proposed an extension to form a lounge and internal alterations to form a self-contained living area and bedroom extension. The second proposed an extension to form an additional lounge, kitchen and bathroom. These were alternative proposals that led to the arrangement on site today.

## **6.0 KEY CONSIDERATIONS**

6.1 The application seeks full planning permission for an upwards extension and the reconstruction of the roof to form additional first floor accommodation and balcony, decking to south elevation and associated works. The key issues in the consideration of the application are:

- Impact of the development upon the character and visual amenity of the area;
- Impact on the residential amenity of the occupiers of surrounding properties; and,
- Ecological impact of the proposal.

### Impact upon the character and visual amenity of the area

- 6.2 Policy S1 (Sustainable Development Criteria) requires proposals to maintain or enhance the character and appearance of settlements and street scenes. Policy S2 (Quality Development) requires development to utilise high quality design by responding to the characteristics of the site, its wider context and surrounding area by making the most effective use of the site, integrating with and, where possible, enhancing the character of the adjoining built environment.
- 6.3 The site lies within a suburban setting on a hillside to the north of Teignmouth and the Teign estuary. The surrounding dwellings are predominantly detached bungalows and two-storey dwellings. There are a range of development styles but the predominant building materials are painted render with terracotta or grey slate roof tiles.
- 6.4 Thornley Drive is a private, single-width road with the dwellings located to the west of the road. The dwellings sit either at or below the level of the road as it rises up the hillside to the north.
- 6.5 Ranworth is located within the eastern part of its plot such that the annex and the garage abut Thornley Drive. The total plot size is 0.22ha or 2160sq.m.
- 6.6 Ranworth is bordered by large, mature vegetation to all three boundaries other than that with Thornley Drive. No impact on this vegetation is anticipated as a result of the development.
- 6.7 The proposal is to increase the size of the dwelling by just less than 100sq.m, taking the total floorspace to 324sq.m.
- 6.8 Taking in to account the provisions of Policy S1 and S2, the size of the proposed extension is not considered out-of-scale with the surroundings and it is not considered that it will lead to overdevelopment of the site.
- 6.9 It is considered that the plot size is large and of sufficient size to accommodate a dwelling of 324sq.m, with only a marginal increase in the footprint of the building proposed. Equally, a two-storey dwelling will not be out-of-keeping with the area and the highest point of the roof is raised by only 1m.
- 6.9 The proposed materials are painted render to match the existing dwelling with grey slate roof tiles and terracotta ridge tiles. This will match the existing dwelling but the use of slate is considered a minor improvement. These materials replicate those seen in the immediate area.
- 6.10 The proposal seeks no changes to the existing garage and single-storey annex. These features are the most visually prominent elements of the house when visiting the site from Thornley Drive as they abut the road and block the view of the main part of the dwelling. Their retention will continue to partially block the new development behind and therefore lessen the impact of the proposal on the street scene and surrounding area.

- 6.11 Additionally, it is proposed to create a new wall in grey limestone adjacent to the annex along the boundary with Thornley Drive, and to coat the existing breeze block wall with grey limestone. These additions are considered minor improvements as they will form a new, high-quality boundary to the dwelling to be enjoyed from Thornley Drive and properties overlooking the dwelling.
- 6.12 In terms of impact upon the character and visual amenity of the area, the proposal is therefore considered in-keeping with its surroundings and in accordance with Policies S1 and S2.

Impact on the residential amenity of the occupiers of surrounding properties

- 6.13 Policy S1 requires proposals to consider the impact on residential amenity, particularly privacy, security, outlook and natural light.
- 6.14 Policy WE8 (Domestic Extensions, Ancillary Domestic Curtilage Buildings and Boundary Treatments) is of key relevance to this proposal and states:

To ensure existing dwellings can be adapted and improved while complementing the character of existing residential areas and protecting the living conditions of neighbours, minor developments within residential curtilages such as extensions, outbuildings, other means of enclosure and renewable energy installations will be permitted if:

- c) the **scale is appropriate** to the existing building and would not:
- i. **overdevelop the site** or result in the provision of insufficient amenity space
  - ii. result in the **undue loss of outlook or light to habitable rooms** of neighbouring properties
  - iii. **reduce the level of privacy** enjoyed by neighbouring properties
  - iv. have a **dominant or overbearing impact** on neighbouring properties or the street-scene
- d) there is no net loss of any trees, hedgerows or other key features (e.g. stone boundary walls) which contribute to the character and amenities of the property and/or area; and
- f) it can be demonstrated that the proposals are in a location that will not affect the integrity of the South Hams SAC.  
[emphasis added by the author]

- 6.15 Each of these criteria will be considered in turn.
- 6.16 The question of appropriate scale and overdevelopment of the site was reviewed above and it was considered that, in the context of the surrounding area, and given the plot size, overdevelopment would not occur.
- 6.17 Local residents have objected on the grounds of overdevelopment. This concern has been reviewed in the context of impact on residential amenity. It is considered that, due to the siting of the dwelling within the eastern part of the plot, additional massing on top of the existing footprint has the potential to impact residents along Yannon Drive to a greater extent than residents along other boundaries.

- 6.18 Here, the topography of the area is relevant. The dwelling is situated below the height of Yannon Drive and below its boundary wall and garage along Thornley Drive. The extension will raise the height of the dwelling. However, only the first floor and roof will be positioned above the level of Thornley Drive. As a result the dwelling will appear single storey from the level of Thornley Drive. This is not considered overdevelopment even when taking account of the site's context.
- 6.19 From the garden elevation of the proposal, the impact of a new floor will be much more substantial as the hill slopes down to the south west of the garden. Despite this greater impact, it does not give rise to concern as the dwelling does not currently overlook any other properties in this direction, there are large mature trees which block intervening views.
- 6.20 In the context of residential amenity, overdevelopment is therefore not considered a reason for refusal owing to the topography of the site.
- 6.21 Regarding loss of outlook or light to habitable rooms, the intervening distance between any of the neighbouring properties is such that no impact on outlook or light is anticipated. The neighbouring properties Bethesda and Leastone are blocked by existing vegetation such that no impact on outlook or light will occur. The dwellings on Yannon Drive sit above Ranworth on the hill side and will therefore not experience loss of outlook or light.
- 6.22 It is recognised that the proposal will impact on the scale of built form in front and to the side of the Yannon Drive dwellings, which will alter the views from these houses. However, a change to a view, rather than a definite impact on outlook, is not considered a reason to refuse the application.
- 6.23 The impact on privacy is a key area of objection for neighbouring residents, particularly residents on Yannon Drive. To assess this impact it is necessary to consider which windows or doors in the proposal may result in a loss of privacy. Impact from enjoyment of Ranworth's garden is not considered relevant here as the garden is located to the south west of the property and there are no spaces designed for outdoor enjoyment on the Thornley Drive elevation.
- 6.24 There are no changes proposed to the existing annex or garage and a new wall 1.9m will be erected on this boundary. The key impact will therefore be from the new windows and front door at first floor level.
- 6.25 The windows closest to Yannon Drive will serve a storage cupboard and WC and will be obscure glazed. No impact on privacy is therefore anticipated from these windows. When coming and going from the front door some privacy impact may occur should the residents and any visitors wish to look towards no. 26. This does not give rise to concern given the short period of time it takes to enter and leave a property. Given the alignment of the elevations of the properties and the position of Ranworth's garage, there is not considered to be any impact on privacy at no. 26 as a result of the new study window.



Figure 1: Block Plan submitted by the applicant 23<sup>rd</sup> October 2020 (existing)

- 6.26 There is potentially a greater impact of the study window on no.27 and other dwellings further up Yannon Drive due to the orientation of the Thornley Drive elevation, which looks north up towards these properties. Here, it should be noted that the study window will be blocked by the positioning of the garage as well as boundary treatments to the Yannon Drive dwellings. No. 27 have raised concern that one could look up and out of the study window, above the level of the garage and in to the bedroom of no.27 at first floor level. It is noted that this would be possible from a practical perspective but the likelihood and impact of its occurrence would be very low. If committee members are concerned about the impact from this window, alterations or its removal could be requested.
- 6.27 It is recognised that the additional windows and new front door at first floor level may result in a very minor loss of privacy for dwellings 26 and 27 on Yannon Drive. This impact should be considered in the context of the setting of the dwellings, which is a suburban area where a degree of overlooking is inevitable. Due to the arrangement of the dwellings on the hillside, those higher up overlook the gardens of those further down. Dwellings 26, 27 and 28 are already overlooked by 29, which has three storeys. This development is therefore not considered to give rise to any additional harm as a result of any loss of privacy.
- 6.28 Policy WE8 also refers to whether the proposal will have a dominant or overbearing impact on neighbouring properties or the street-scene. Again, due to the topography of the site and the positioning of the Yannon Drive properties above the level of Ranworth, additional massing at this lower level does not give rise to concern. It is considered that the intervening vegetation prevents an overbearing or dominant impact on the neighbours, Bethesda and Leastone.

### Impact of the proposal on biodiversity

- 6.29 The site has no ecology designations but an ecological survey was undertaken as the proposal involves work to the roof of Ranworth and therefore has greater potential to impact bats or nesting birds.
- 6.30 Policies EN8, EN9 and EN11 of the Local Plan seek to protect and enhance biodiversity, taking into account the importance of any affected habitats or features.
- 6.31 The ecology survey found no evidence of bats or nesting birds. It identified several best practice recommendations. These recommendations will be secured through condition to ensure that, should bats or nesting birds be identified, protection measures are in place.
- 6.32 The application is therefore considered to satisfy the Local Plan, subject to the condition being applied.

### Conclusion

- 6.33 The application seeks full planning permission for the extension of the dwelling.
- 6.34 The application has been assessed against the relevant planning policy context and is considered to be acceptable subject to conditions. Whilst the scale of the development is substantial, due to the positioning of the house on a steep slope beneath the adjacent properties, it is considered that the site can accommodate the additional massing and there will not be adverse impact on the qualities of the local area, residential amenity or ecology.
- 6.35 The Town Council's comments that the living space of the property could be increased without an increase in the roof height are noted. As the planning authority we are required to consider the application as submitted.

## **7. POLICY DOCUMENTS**

### Teignbridge Local Plan 2013-2033

S1A Presumption in Favour of Sustainable Development

S1 Sustainable Development Criteria

S2 Quality Development

WE8 Domestic Extensions, Ancillary Domestic Curtilage Buildings and Boundary Treatments

EN8 Biodiversity Protection and Enhancement

EN9 Important Habitats and Features

EN11 Legally Protected and Priority Species

National Planning Policy Framework

National Planning Practice Guidance

## **8. CONSULTEES**

No consultation responses for this application were sought.

## **9. REPRESENTATIONS**

The original plans received 9 representations objecting to the proposals from 7 households.

Following revisions to the proposals, an additional 14 day period of consultation was undertaken to which 4 letters of objection were received, three from previous households consulted and one from 22a Haldon Avenue.

The key points identified in the comments are as follows:

- Overdevelopment of the site
- Impact on privacy of adjacent dwellings, notably 26, 27 and 28 Yannon Drive and the adjacent house on Thornley Drive known as Bethesda
- Increased overlooking
- Loss of views
- Materials out-of-keeping with existing properties
- Proposal will be overbearing on adjacent dwellings
- The proposal is too high in relation to the width of Thornley Drive
- Request for windows on east elevation to be obscure glazed and fixed shut
- Criticism of the accuracy of the cross-section plans submitted by the agent
- The use of obscure glazing will not overcome the impact on privacy

## **10. TOWN / PARISH COUNCIL'S COMMENTS**

The Town Council have objected to the proposal for the following reason:

The committee objects to this application due to overdevelopment that is detrimental to the character of the area, and note that the roof line of the property does not need to be raised in order to provide extra accommodation. The committee requests the item is placed on Category B if the officer is minded to approve.

## **11. COMMUNITY INFRASTRUCTURE LEVY**

This development is not liable for CIL because it is less than 100m<sup>2</sup> of new build that does not result in the creation of a dwelling.

## **12. ENVIRONMENTAL IMPACT ASSESSMENT**

Due to its scale, nature and location this development will not have significant effects on the environment and therefore is not considered to be EIA Development

### **13. HUMAN RIGHTS ACT**

The development has been assessed against the provisions of the Human Rights Act, 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.

#### **WARD MEMBERS:**

Councillor Alison Eden  
Councillor Jacqui Orme