

**Application No: 18/00563/FULL Full Application**

**Site:** Sumaya, Undershore Road, Lymington, SO41 5SA

**Proposal:** Remodelling of existing ground floor; addition of first floor to provide habitable accommodation; glass balustrade; roof alterations; alterations to fenestration; cladding; associated landscaping works with creation of timber deck terrace; partial demolition of existing ground floor areas

**Applicant:** Mr & Mrs Teal

**Case Officer:** Liz Young

**Parish:** BOLDRE

**1. REASON FOR COMMITTEE CONSIDERATION**

Referred by Authority Member

**2. DEVELOPMENT PLAN DESIGNATION**

Conservation Area

**3. PRINCIPAL DEVELOPMENT PLAN POLICIES**

DP1 General Development Principles  
DP11 Extensions to Dwellings  
CP8 Local Distinctiveness  
CP2 The Natural Environment

**4. SUPPLEMENTARY PLANNING GUIDANCE**

Design Guide SPD  
Boldre Parish Village Design Statement

**5. NATIONAL PLANNING POLICY FRAMEWORK**

Sec 15 - Conserving and enhancing the natural environment  
Sec 16 - Conserving and enhancing the historic environment

**6. MEMBER COMMENTS**

None received

**7. PARISH COUNCIL COMMENTS**

Boldre Parish Council: Recommend permission but will accept a delegated decision.

## **8. CONSULTEES**

- 8.1 Building Design & Conservation Area Officer: Objection raised. The proposals will have a harmful impact on the conservation area and grade II\* listed monument.

## **9. REPRESENTATIONS**

- 9.1 Two letters of support received:

- The proposed timber cladding would be sympathetic to the character of the area.
- The overall height would not be significantly greater than existing.
- The applicants have taken account of privacy issues.
- There is sufficient boundary vegetation to mitigate overlooking.

- 9.2 One further letter received from the agent in response to comments from the Building Design and Conservation Officer:

- The Conservation Officer has failed to acknowledge the existence of larger, more modern properties which are visible from Undershore Road (enclosing other photographs of buildings visible from Undershore Road).
- Large extensions have been permitted on other houses in the locality on the understanding that there are a number of large properties nearby.
- Much more significant increases in ridge heights have been approved nearby on other properties than that now proposed at Sumaya (which would result in a height increase of just 50cm).
- The proposed development would not be visible from Undershore Road because it would be screened by Fursdon House.
- Longer range views from the Lymington area are not possible.
- The existing building is of limited architectural merit.
- The design has been amended since the earlier pre-application submission.
- Local design standards do not oppose contemporary building styles.
- The proposal would not incorporate an abundance of glazing.
- The proposed use of cladding would ensure the building would not appear stark.
- The existing building cannot be seen from the monument.
- The proposal has the support of the support of the Parish Council and the local community.

## 10. RELEVANT HISTORY

- 10.1 Detached outbuilding (13/98276) approved on 22 April 2013
- 10.2 Alterations and additions comprising two bedrooms, utility room and workshop and store and carport (NFR/XX/07534/1) approved on 29 September 1971

## 11. ASSESSMENT

- 11.1 This application relates to a modern, detached bungalow with integral garage located on a relatively exposed, elevated site within the Forest South East Conservation Area. The land slopes steeply away from the front (west) elevation and there are clear views towards the frontage of the property from across the river to the west. The south elevation is directly adjoined by a public right of way which provides a route up towards the Grade II\* Burrard-Neale Monument, a 76ft obelisk completed in 1842. Open fields lie immediately to the rear.
- 11.2 Consent is sought to extend and re-configure the existing building. The integral garage would be retained and the external footprint would not be significantly affected by the proposals. The majority of the additional accommodation would be allocated to the first floor which would comprise an upper terraced area, master bedroom, study and ensuite. The hipped roof would be completely replaced with a contemporary flat roof design. Fenestration would also be amended to incorporate full height openings at ground and first floor level. External facing materials would include a combination of white painted brick, timber louvres, a green roof and aluminium framed windows.
- 11.3 It has been established on site that there would not be any direct or harmful loss of amenity to neighbouring properties in terms of overlooking, loss of light or visual intrusion and therefore the main issues under consideration would be:
- The extent to which the proposed extensions and alterations would be appropriate to the character and appearance of the dwelling and the wider conservation area; and
  - The extent of floorspace increase based upon the house as it stood in 1982.
- 11.4 Whilst the Conservation Area Character Appraisal recognises that some modern development has taken place, the document states that the conservation area and its historic character has not been significantly affected. There is concern, however, that the majority of modern properties in the area are of a standard form which do not reflect local distinctiveness or the character of the more rural buildings in the area. The Appraisal therefore recognises the opportunity in the future for scale, massing, design and use of

materials to be more carefully considered. In addition to these requirements pages 45 to 46 of the Design Guide Supplementary Planning Document set out the need to avoid excessive glazing at high level and mitigate additional impacts by recessing glazed areas and incorporating robust subdivisions.

- 11.5 Having regard to the policy requirements set out above, the very low eaves line of the existing house, its prominence in the wider landscape and the complete absence of any fenestration or accommodation in the roof at present, the proposed development would fail to be appropriate to the character and form of the existing dwelling and would have a harmful and urbanising impact upon the wider area. The wider impact would be particularly apparent at night time with additional harm arising from increased light pollution from internal illumination as a result of the increase in the overall amount of fenestration and its prominence.
- 11.6 In terms of the setting of the monument (less than 120 metres from the application building), the obelisk forms a backdrop to the plot and is orientated to line up with the axis of Lymington High Street, forming the end of a vista from Church of St Thomas at the top of the street. This highlights the wider importance of views towards the monument and the application site (particularly from the causeway which approaches Undershore Road). The representation from the agent appears to downplay the importance of views from this road, which is one of the main approaches to the conservation area and National Park. As set out above, the proposals would significantly increase the overall prominence of the building and the property would become a significantly more dominant feature in views from the west towards the monument. In addition to this, the building as proposed would be at odds with the scale and relatively low roof forms of the properties immediately adjacent to the site, the majority of which nestle into their setting with mature plot boundaries. Whilst it is agreed that there are some larger properties along Undershore Road, many of these are positioned towards the northern end and away from the application site or are positioned on less elevated plots. Views towards the proposal from the public right of way (the approach to the Monument) immediately to the south would become particularly more apparent in winter and the extensive glazing proposed to the rear would significantly exacerbate the impact upon the very rural character of the locality at night time.
- 11.7 Notwithstanding the points raised by the agent, the proposal remains broadly the same as that which was submitted to the Authority for pre-application advice. The Authority at the time advised that there were strong concerns that the proposal would have a significantly greater impact than the existing building and that it would become much more prominent in longer range views from Lymington along with shorter range views from within the cul-de-sac. The setting of the listed monument and views from the

adjacent public right of way were also highlighted as concerns. The applicant was also advised at this stage that, because the proposal would incorporate additional covered areas, much of which would be incorporated within the volume of the main building, it would effectively exceed the 30% floorspace limit, adding further to the Authority's concerns over increase scale and impact. It was suggested that any revised scheme should not significantly increase the amount of open covered spaces as this would both address floorspace concerns and also reduce perceived bulk. In terms of design, the Authority advised that a contemporary design could certainly be accepted on the site. However concerns over the heavy upper floor massing, extensive glazing, concrete materiality and stark, angular design would need to be addressed. The applicant has not taken any steps to address these concerns and the issues raised by the Authority at the pre-application stage therefore still stand. Many of the points put forward by the applicant focus on the impact upon public views and do not focus upon the importance of intrinsic character in the conservation area, views into the conservation area and also the requirements of Policy DP11 in terms of ensuring extensions would be appropriate to the character and form of the existing house and within the 30% floorspace limit.

- 11.8 The applicant's reference to the Thorns Beach appeal decision would not give the Authority reason to permit the current proposal at Sumaya because it is not considered comparable. The Thorns Beach site does not lie within a conservation area or adjacent to an ancient monument. Furthermore, the development was assessed under different policies and was also considered to fall within acceptable floorspace limits. In addition to this, the site at Thorns Beach does not form part of a distinct building group (in contrast to Sumaya).
- 11.9 In addition to the concerns above in relation to the increased prominence of the building and the impact upon the character of the area, the proposal would significantly increase the habitable accommodation within the property. Whilst DP11 does permit sympathetic extensions of up to 30% of the original house, this proposal would result in an overall increase of 34% if the roofed areas are included (these adding significantly to the overall volume of the property). No material considerations have been put forward by the applicant which would justify an exceedance of the policy limit.
- 11.10 In terms of background, it is the Authority's intention to carry the floorspace limits set out under Policy DP11 into the emerging Local Plan. The emerging Local Plan recognises that for some time, proposals to incrementally extend dwellings in a nationally designated landscape can affect the locally distinctive character of the built environment of the New Forest. In addition, extensions can over time cause an imbalance in the range and mix of housing stock available. For these reasons, it is considered

important that the emerging Local Plan continues to include a clear policy to guide decisions for extensions to dwellings. Successive development plans for the New Forest have included such policies which strike an appropriate balance between meeting changes in householder requirements and maintaining a stock of smaller sized dwellings. The proposal would clearly conflict with Policy DP11 and the objectives of the emerging Local Plan for the reasons set out above.

- 11.11 An appeal decision (reference APP/B9506/D/15/3004446) which demonstrates the importance of ensuring extensions to dwellings fall within acceptable limits relates to a large property at Bucklers Hard. This property had undergone previous extensions and the appeal proposal would have then exceeded the 30% limit by 2%. Despite the modest size of the proposal the Inspector dismissed the appeal concluding that it was an immediate conflict with Policy DP11. In contrast to the proposals at Sumaya the Inspector noted that the addition would bring about an overall improvement to the appearance of the building but stated that if this were accepted as an argument then this approach could be repeated on many other sites. The Inspector concluded that the policy should be applied both "rigidly and consistently". Notwithstanding the fact that the proposal would not appear to have any direct implications for the amenities of neighbouring residents by way of visual intrusion or overlooking, the above appeal decision, the clear conflict with Policy DP11 and the identified harm to the character of the area would give the Authority sufficient reason to refuse permission for the development.

## **12. RECOMMENDATION**

Refuse

### **Reason(s)**

- 1 The proposed extensions and alterations would fail to be appropriate to the low profile and compact form of the existing house by virtue of the heavy upper floor massing, extensive glazing, concrete materiality and stark, angular design. The proposal would therefore fail to preserve the character of the conservation area or the setting of the Grade II\* Listed monument adjacent to the site. The impact would also be apparent from wider views across the Lymington River, particularly in winter months and at night time. The proposals would therefore fail to meet the requirements of Policies DP1, CP8 and DP11 of the New Forest National Park Core Strategy along with the requirements of the Design Guide Supplementary Planning Document.
- 2 In order to help safeguard the long term future of the countryside, the Local Planning Authority considers it important to resist the

cumulative effect of significant enlargements being made to rural dwellings. Consequently Policy DP11 of the New Forest National Park Core Strategy and Development Management Policies DPD (December 2010) seeks to limit the proportional increase in the size of such dwellings in the New Forest National Park recognising the benefits this would have in minimising the impact of buildings and activity generally in the countryside and the ability to maintain a balance in the housing stock. This proposal, taking into account the extensive roofed areas within the volume of the main building, would result in a building which is unacceptably large in relation to the original dwelling and would undesirably add to pressures for change which are damaging to the future of the countryside.



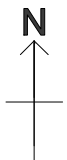
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