

Application No: 18/00873/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

Previous Committee consideration.

2. DEVELOPMENT PLAN DESIGNATION

Conservation Area

3. PRINCIPAL DEVELOPMENT PLAN POLICIES

DP11 Extensions to Dwellings
CP8 Local Distinctiveness
CP7 The Built Environment
CP6 Pollution
DP6 Design Principles

4. SUPPLEMENTARY PLANNING GUIDANCE

Design Guide SPD
Boldre Parish Design Statement

5. NATIONAL PLANNING POLICY FRAMEWORK

Sec 16 - Conserving and enhancing the historic environment

6. MEMBER COMMENTS

None received

7. PARISH COUNCIL COMMENTS

Boldre Parish Council: Will accept a delegated decision.

8. CONSULTEEES

- 8.1 Building Design & Conservation Area Officer: Previous objections still stand.

9. REPRESENTATIONS

- 9.1 Four letters of support from neighbouring properties:
- The adjacent monument is within a glade of trees and surrounding properties are of varied styles with a range of facing materials.
 - There is no identifiable character to dwellings in the locality.
 - Proposal has been carefully designed and would not harm the setting of the monument.
 - Sumaya is not visible from the monument and is not very visible from the wider area.
 - Views in the area are mainly dominated by Lymington Shores.
 - The proposed facing materials would enable the existing building to blend in better with its setting.

10. RELEVANT HISTORY

- 10.1 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 (18/00563) refused on 16 October 2018
- 10.2 Detached outbuilding (13/98276) approved on 22 April 2013
- 10.3 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 Members may recall this application was previously refused at the October Planning Committee meeting on the grounds that it would have exceeded the 30% floorspace limit and because the alterations and additions would fail to be appropriate to the dwelling or the character and appearance of the wider conservation area. The overall floorspace now proposed has been reduced down by 14 square metres from the previous proposal and as a result the development would now fall within the 30% floorspace limit. The main issue now under consideration would therefore be the design and character of the proposals in terms of the extent to which they would be appropriate to the low key form of the existing dwelling and also the impact upon the character and setting of the conservation area.
- 11.4 In terms of Policy context Paragraph 192 of the National Planning Policy Framework seeks to ensure development proposals would sustain and enhance the significance of heritage assets and make a positive contribution to local character and distinctiveness. 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 to 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 (which remains unchanged in terms of its design from the refused scheme) 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. It remains the case that 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 As noted at the time of the previously refused scheme the Burrard Neal Monument lies less than 120 metres from the application building. This obelisk forms a backdrop to the plot when viewed from the causeway approach to Undershore Road. This highlights the wider importance of views towards the monument and the application site. 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 the 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. 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 (and following the subsequently refused application) 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 and views into the conservation area.
- 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. In addition to this, the site at

Thorns Beach does not form part of a distinct building group (in contrast to Sumaya). Pages 25 and 26 of the Design Guide Supplementary Planning Document state that development should be informed by local characteristics and features (rather than development carried out away from the site) as out of place features can weaken the overall character and composition of a locality.

- 11.9 In conclusion, the only change made to the proposals following the refused scheme relates to a modest reduction in floor area specifically to enable compliance with the 30% limit set out under Policy DP11. However, this policy also requires extensions to be appropriate to the character of the existing dwelling. There has been no change in policy or circumstances since the previous application was refused on the grounds of inappropriate design. Furthermore, emerging Policy DP18 (to replace DP6 of the current Core Strategy) introduces the *additional* requirement of enhancing the historic environment ensuring development is contextually appropriate and does not harm key visual features, landscape setting or other valued components of the landscape, and enhances these where appropriate. Emerging Policy SP16 (replacing CP7 of the Core Strategy) also includes more detailed and specific requirements, including the need to avoid harm to the special interest, character or appearance of a conservation area or its setting, the need to consider long term preservation of heritage assets and also the requirement of ensuring any identified harm is outweighed by the public benefits of a proposal. There is no additional information accompanying this latest application that demonstrates an overriding public benefit associated with the development which would outweigh the harm to the character and appearance of the conservation area. The proposal is therefore contrary to both adopted and emerging policies, does not address concerns raised by officers at pre-application stage or at the time of the subsequent refusal and for these reasons it is recommended that the application should be refused.

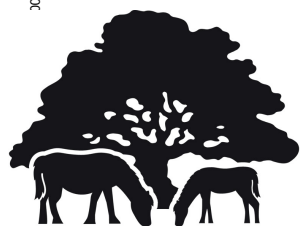
12. RECOMMENDATION

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, the requirements of the Design Guide Supplementary Planning Document and Paragraph 192 of the National Planning Policy Framework.



NEW FOREST
NATIONAL PARK

New Forest National Park Authority
Lymington Town Hall, Avenue Road,
Lymington, SO41 9ZG

Tel: 01590 646600 Fax: 01590 646666

Date: 28/12/2018

Ref: 18/00873/FULL

Scale: 1:2500

© Crown copyright and database rights 2018 Ordnance Survey 100014703

