

Proposed Redevelopment at 65 Salterton Road, Exmouth **DESIGN & ACCESS STATEMENT**

2/7/2020
ARA Architecture
File: 8020

Revision B: 28/07/2020

1.0 ASSESSMENT

1.1 Present Use

The site the subject of this application consists of a twentieth century two storey building divided into several residential apartments having formerly been a nursing home (see Planning History Section 1.6). the dwelling sits in a large site with associated rear amenity space and front car park for multiple vehicles.

1.2 Proposed Use

The proposal looks to replace the existing building on the site with a new three storey building consisting of 9 no. apartments and create a new dwelling in the existing rear amenity space, this gives a total of 10 no. dwellings. The proposal will include associated access drive, parking, and amenity space for the 10 no. dwellings/apartments. This proposal has been previously submitted (20/0311/FUL), however after discussion with the local planning authority this was withdrawn, and the design subject of this submission has been adjacent to reflect the comments of the planners.

Please see Appendix A for the local planning authority comments on withdrawn application 20/0311/FUL.

1.3 Boundaries

The site is bound to the North by the allotments South of Hamilton Lane with a dense formed edge on the boundary line. To the West is bound by Bronte Court 63 Salterton Road (a multiple residential apartment building) with a combination of ornamental bushes, trees and red brick wall on the boundary line. To the East is bound by property 67 Salterton Road with a combination of dense hedges, low pillar brick walls and close boarded timber fence on the boundary line. To the South is bound by the public highway Salterton Road with the associated public footpath on the boundary line.

1.4 Levels

The site has a cross fall from back (North) to front (South) with the current dwelling sitting on level ground.

1.5 Site Surroundings

The site is situated within the Built-up Area Boundary of Exmouth therefore there is a presumption in favour of development and as supported by Strategy 6 is in a sustainable location. The site is adjacent to a recreation area (allotments) but not within any other local or national designation. The site is surrounded on both sides by residential dwellings with that to the West being of several apartments on a large plot akin to that proposed.

1.6 Planning History

The site has had a number of planning applications changing the property from being a guest house, rest home, optical consultant room, care home and residential apartments. Those listed are only those approved with exception of relevant refused applications to that proposed.

1.6.1 **Planning Reference:** 81/P1550

Date: 13.11.1981

Address: Chestnuts, 65 Salterton Road, Exmouth, Devon

Proposal: Use of two ground floor rooms at Ophthacmic Optical Consulting Rooms

Status: Approved

1.6.2 **Planning Reference:** 87/P0304

Date: 23.3.1987

Address: Chestnuts, 65 Salterton Road, Exmouth, Devon

Proposal: Change of use to guest house

Status: Approved

1.6.3 **Planning Reference:** 817/P2334

Date: 26.1.1988

Address: 65 Salterton Road, Exmouth, Devon

Proposal: Change of use to rest home

Status: Approved

1.6.4 **Planning Reference:** 05/3285/MOUT

Date: 27.2.2006

Address: 65 Salterton Road, Exmouth, Devon, EX8 2EJ

Proposal: Demolition of existing building and erection of 14 flats

Status: Refused

- 1.6.5 **Planning Reference:** 07/0392/MOUT
Date: 1.6.2007
Address: 65 Salterton Road, Exmouth
Proposal: Demolish existing rest home and erect 12 two bedroom flats
Status: Refused
- 1.6.6 **Planning Reference:** 08/0055/MFUL
Date: 24.10.2008
Address: 65 Salterton Road, Exmouth, Devon, EX8 2EJ
Proposal: Demolition of existing nursing home and erection of 10 two bedroom residential units with associated access and parking
Status: Refused
- 1.6.7 **Planning Reference:** 08/3034/COU
Date: 22.12.2008
Address: Chestnuts, 65 Salterton Road, Exmouth, Devon, EX8 2EJ
Proposal: Change of use of ground floor from residential care to house in multiple occupation comprising 10 no. units for residential accommodation
Status: Approved
- 1.6.8 **Planning Reference:** 20/0311/FUL
Address: 65 Salterton Road Exmouth Devon EX8 2EJ
Proposal: Demolition of existing building and construction of 9 no apartments and one dwelling house with associated parking, cycle and bin stores
Status: Withdrawn

2.0 PLANNING POLICY

2.1 The strategies and policies of the East Devon District Council Local Plan 2013-2031 that relate to the proposal the subject of this application are as follows:-

- Strategy 6: Development within the Built-up Area Boundary
- Strategy 22: Development at Exmouth
- Policy D1 Design and Local Distinctiveness
- Policy TC9 Parking Provisions in New Developments

2.2 Strategy 6 supports proposals within the Built-up Area Boundaries that comply with the following criteria and those of any adopted neighbourhood plan to which the site is located. N:B: The site is therefore subject to the Exmouth Neighbourhood Plan 2018-2031 (see Section 2.3, 2.4 and 2.5).

1. *It will be compatible with the character of the site and its surroundings and in villages with the rural character of the settlement.*

The former application that was withdrawn had a contemporary design with varying height flat roofs. In response to planners' comments in Appendix A, the proposal subject of this application has adopted a more traditional design in line with the existing and adjacent properties within 'The Avenues'. The design has taken inspiration from the new developments at 85 Salterton Road and 1 Sarlsdown Road, both being a modern taken on traditional local vernacular architecture, with feature gable ends and dormer pitch roofs.

2. *It will not lead to unacceptable pressure on services and would not adversely affect risk of flooding or coastal erosion.*

The site is not within an area at risk of flooding or coastal erosion and has existing sufficient public services to provide for the proposal.

3. *It will not damage and where practical it will support promotion of wildlife, landscape, townscape or historic interests.*

The proposal will look to maintain a large portion of soft landscaping with the use of grass-crete parking spaces to further promote on site wildlife (this will be to a greater extent than that previously proposed under application 20/0311/FUL). The proposed new building will have

a compatible scale and massing to that of the existing. The new dwelling proposed at the rear of the site follows the urban pattern of the area reflected by properties 73, 75A & 75 Salterton Road, with 75 set back from the front line of properties along the Salterton Road.

4. It will not involve the loss of land or local amenity importance or recreational value.

To the rear (North) of the site is the allotments of Hamilton Lane, the sites relationship with this local amenity space is purely visual and a boundary treatment of dense formed hedges of approximately 3-4m in height would screen any new dwelling proposed in this location of the site.

Furthermore the existing dwelling steps down to the rear this will be adopted into the proposed design (as previously submitted).

5. It would not impair highway safety or traffic flows.

The proposal will look to revise the existing sites access and egress and move this to the west, retaining required on site turning circles will be provided to provide forward motion in and out of the site.

6. It will not prejudice the development potential of any adjacent sites.

During the planning process of the now withdrawn application, discussions with the planners resulted in the removal of any side windows that where neither high level or obscured that faced adjacent properties habitable rooms or amenity space. The proposed subject of this application will retain this window arrangement as agreed with the planning officers. To further reduce the proposal impact from overbearing (in particular to 67 Salterton Road) the ridge height will not exceed the existing on this side of the property and have a pitched roof sloping away from this boundary (as existing).

- 2.3 Strategy 22 (EDLP) supports the creation of new homes within Exmouth of which the proposal looks to create 10.

2.4 Policy D1 relates to design and conceptual impact of the proposal on the surrounding character area and adjacent properties, to this end the proposal has complied with the following criteria:-

1. Respect the key characteristics and special quality of the area for which the development is proposed.

As previously mentioned the planners opinion of the withdrawn application is that it conflicted with the local character area, and while not within 'The Avenue' due its proximity should follow where possible the principles of the 'Avenues Design Statement'. To this end the proposal has adopted a traditional pitch roof with feature gables ends and dormer windows matching that of adjacent properties within 'The Avenues'. This adoption of traditional roofing has also reduces the buildings massing when viewed from neighbouring properties, and through details within the architectural features has retained elements of the previously application contemporary concepts.

2. Ensure that the scale, massing, density, height, fenestration and materials of the building relate well to their context.

The proposal is of a height that on does not exceed the existing in an area that would be sensitive to such an increase, in terms of overlooking or overbearing.

Concerns have been raised in Appendix A that the proposal exceeds 25% hard surfacing of the site, this being a preferable percentage of hard surfacing for developments within 'The Avenues'. While not being within 'The Avenues' the proposal has during the amount of hard surfacing parking spaces to significantly improved the amount of soft landscaping than that previous proposal (under application 20/0311/FUL).

Through consultation with the planners of the previously withdrawn application the proposals fenestrations have been carefully amended as not to overlook or impact the adjacent properties privacy this will be retained within this application proposal with those on the ground and 1st floor remain as previous proposed.

The proposal materials will reflect that of the existing being of red brick and render, with the addition of horizontal composite cladding in select areas associated with more contemporary features of the design.

3. Do not adversely affect:-

a. The distinctive historical architectural character of the area.

The site is within adjacent the a local area known as 'The Avenues' and therefore inline with the comments in Appendix A the proposal has taken design features from building within this area, with prime examples being the recently constructed 85 Salterton Road and 1 Sarlsdown Road.

b. The urban form in terms of significant street patterns, groups of buildings and open spaces.

The main new dwelling will sit in place of the existing and of comparable mass/scale. The new dwelling to the rear is as aforementioned reflects the rear dwelling pattern seen at 75 Salterton Road. To the North is the local area open space allotments however these are well screened by existing boundary treatments.

c. Important landscape characteristics, dominant topographical features and important ecological features.

d. Trees worthy of retention.

The site has an ecological value as a garden the proposal will look to maintain this where possible, the site has significant trees on the northern and western boundary these are to be retained being a good natural screen.

e. The amenity of occupiers of adjoining residential properties.

Great length has been taken to not overlook or overbear adjacent properties amenity spaces. All vantage points that have a view either East or West will only look over car parks to not impact the privacy of any neighbouring properties.

- 2.5 Policy TC9 requires all new developments outside of town centre provide 1 parking space for one bedroom apartments and 2 parking spaces per two bedroom apartments. The existing has a number of hard surface parking spaces the proposal will utilise this for drive parking access with the parking itself being of grass-crete to reduce the site hard surface to soft landscaping ratio.
- 2.6 The policies of the Exmouth Adopted Neighbourhood Plan 2018-2031 that relate to the proposals the subject of this application are as follows:-
- Policy EN1
 - Policy EB2
- 2.7 Policy EN1 of the Exmouth Neighbourhood Plan in general supports developments in the Built-up Area Boundary of Exmouth as long as it adheres to this policies criteria, this criteria is compatible to the East Devon Local Plan Policy D1 therefore please see Section 2.4.
- 2.5 Policy EB2 looks to ensure a high level of design is adopted and exemplifies The Avenues Design Statement (2005). The existing property at 65 Salterton Road is not Listed or is of any form that is an exemplary example of the local architectural style and other than forming part of the Salterton Road street scene has little other architectural merit. However after the comments received within Appendix A the proposed subject of this application has taken architectural forms and characteristics from the traditional architecture seen within 'The Avenues' in line with this policy.

3.0 DESIGN

3.1 The final form of design has been formulated following photo analysis of the surrounding area, a pre-application with the local district council, and discussions with the owner of the site. The scheme therefore incorporates design details put forward by the owner to match/blend with the existing and surrounding properties and consider the comments and recommendation of the previous withdrawn application 20/0311/FUL seen in Appendix A. Therefore, design details and features of the proposal have been taken from the existing and surrounding properties.

3.2 The proposed building has a rectangular form stepping back in an anti-clockwise quarter per storey starting with the North-East corner until the second floor being half that of the ground. The new dwelling located in the rear garden is to be a two storey rectangular building with detached double garage.

3.3 The new apartment building will contain 9 no. apartments being of 2-3 bedrooms (5 no. three bedroom, 4 no. two bedrooms). Each apartment will feature an open plan kitchen/dining/lounge, bathroom and one bedroom with an ensuite. All apartments will have access via a communal hallway with stair and lift access to all floors.

The apartments are split across the floors as such:-

- 4 apartments on the ground floor
- 3 apartments on the first floor
- 2 apartments on the second floor

This relates to the stepped form of the building when viewed in elevation contributing to the proposals reduction of massing and impact on neighbouring properties.

3.4 The proposal will adopt an architectural form seen across the road within 'The Avenues' this being large red brick and render properties with large pitch roofs, feature gable ends and dormer window details. This a change from the previously withdrawn application which adopted a more contemporary design is in direct response to the comments of the local planning authority and there view that the proposal need to better fitting into the traditional architecture characterises of the area. However through select area of the facades and

feature gable glazing the design has retained some the original design contemporary concepts.

- 3.5 All fenestration has been arranged as not to overlook any neighbouring properties amenity space. All windows and doors on the ground floor are screened by existing boundary treatments on all sides. Windows on the first floor have been placed as to on the West elevation only overlook the front and rear parking spaces of 63 Salterton Road and this properties inert eastern elevation. On the East elevation windows have been placed to only overlook 67 Salterton Roads front car park. This is true of the West and East elevation of the second floor as well. The South and North elevations overlook the properties own amenity space or parking facilities.
- 3.6 The new dwelling to the rear garden is placed to be of sufficient distance from neighbouring boundaries and of a height to be screened by existing boundary treatment in terms of new fenestration created within its design. This has ben achieved by a lowing and terracing of the rear amenity space giving this dwelling at lower ground finished floor level. The subsequent rear retaining wall around this dwelling will be positions as not to be within the no dig zone of the tree in the Northwest corner of the site (inline with the submitted Arboricultural report).
- 3.7 The proposal will provide for 20 no. parking spaces meeting the required 2 no. parking spaces per each 2 bedroom + apartment proposed under Policy TC9. 2 no. spaces will be located adjacent to the new rear detached dwelling with the remaining 18 spaces to the front of the main apartment building. These spaces to the front will be of grass-crete to reduce the hard surfacing to soft landscaping ratio of the site.
- 3.8 The site access and egress will remain as existing onto Salterton Road. A new driveway is proposed from the existing entrance to the new rear detached dwelling. Both the new rear driveway and main carpark at the front of the site will provide turning space to allow forward motion in and out of the site.

4.0 ENVIRONMENTAL IMPACT – SUSTAINABLE CONSTRUCTION

4.1 The proposal has been designed in order to reduce the environmental impact and include the following:-

4.2 Energy

The proposal will have a reduced energy consumption in having in excess of 30% lower energy light fittings.

Where gas boilers are used for heating they will be of condensing type with low energy rating.

4.3 Transport

The site will provide the required parking spaces as dictated under Policy TC9. The site has adjacent along Salterton Road bus stops with bus routes to Exmouth Town Centre, Budleigh Salterton and Exeter. The site is a 21 minute walk from the Exmouth Town Centre and the proposal will provide cycle storage.

4.4 Construction Materials

All of the timber used throughout the building will be of softwood from sustainable replenished forests.

Where possible the development will provide for high levels of insulation and be maintenance free.

4.5 Refuse

Provisions for bin storage, recyclable materials and collection by the East Devon District Council will be provided.

4.6 Ecology

The existing site holds an ecological value as a garden this will remain unchanged the proposal will maintain the existing area around the property as existing soft landscaping where possible.

5.0 FLOOD RISK ASSESSMENT

- 5.1 The site is not within an area identified by the Environmental Agency as being at risk of flooding therefore no particular flood precaution measures are proposed. Disposal of water from the development will be by way of existing ground soakaways therefore this will not lead to an increase in the hydraulic load upon the adopted surface water drains.

Appendix A:
Comments and recommendation of East Devon West
Planning Team to Withdrawn Application
20/0311/FUL

Good afternoon Malcolm

It has been well over a month since we met on site about this application and whilst I understand from a recent telephone conversation that amended plans and further modelling of the scheme is due to be submitted, given the length of time the application has been valid, I now write to advise of a number of concerns the team has with the proposal. I'm afraid we cannot wait any longer for this information as we are being asked by concerned residents and councillors about progress of the application and as you will appreciate we cannot hold onto applications indefinitely. We have received a number of objections from local residents and ward councillors who have raised concerns about the design, bulk and massing of the building, its impact on the character and appearance of the area and the residential amenities of the occupiers of surrounding properties. Whilst we have no objections to principle of replacement of the existing building with an apartment block, we have considered the representations we have received and discussed the proposal as a team and I write to advise that we have a number of concerns as follows. I have also attached an appeal decision from 2005 which we consider to be material to our assessment of this application:

Character and Appearance:

In the appeal the Inspector notes that the area is characterised by a variety of detached properties and gaps between the buildings provide the area with a feeling of spaciousness. The landscaped front gardens of properties generally soften the impact of buildings when viewed from the road. The appeal scheme was dismissed on the basis that the building would have an unduly cramped appearance which would detract from the predominantly spacious character of the area and be out of keeping with its surroundings. Concerns were also raised about the amount of the existing front garden of the site being used for vehicle parking and manoeuvring contributing to the development covering more than 25% of the plot and conflicting with the advice in the Design Statement for the Avenues Exmouth. Whilst each application must be determined on its own merits, we share similar concerns about this proposal bullet pointed as follows:

- We do not consider the contemporary approach to the apartments to be appropriate for the site or the surrounding area as it would be at odds with the more traditional design approach found within this part of Salterton Road. We feel that a more traditional design approach would be viewed more sympathetically to the character of the area and surrounding buildings.
- We have concerns about the height, bulk and massing of the apartments which would extend to the boundaries of the site in three storey form detracting from the spacious character of the area as previously raised as a concern by the Inspector.
- We have concerns about the footprint of the apartment block and the parking area at the front and the substantial amount of the site that would be developed which would be well over the 25% stated within the Avenues Design Statement.
- We have concerns about the elevated nature of the site in relation to Salterton Road. Whilst we note from the section drawing that it is the intention to set the apartment building down into the site, we would suggest that it should be lowered further to reduce the visual impact.

We consider the proposals to be contrary to policy D1 (Design and Local Distinctiveness) of the Local Plan and EB2 of the Exmouth Neighbourhood Plan and are minded to refuse the application on these grounds.

Residential Amenity:

We have significant concerns about the impact the proposed apartment block and detached dwelling would have on the occupiers of surrounding properties. Having viewed the proposal from no 67 Salterton Road, we have concerns about the relationship between the proposed dwelling at the rear of the plot given the levels difference on this part of the site which would have a significant over bearing and over dominant impact on the rear garden and lead to overlooking and loss of privacy from first floor windows on the elevation facing no 67. This is highlighted on the proposed section drawing which we do not consider to be an acceptable relationship with no 67.

We also have concerns about the relationship between the apartments and the McCarthy and Stone retirement home adjacent, in particular with regards to the position of balconies and first and second floor windows which would face directly towards the windows of rooms facing towards the site. We do not consider this to be an acceptable relationship between the properties.

We have concerns about the relationship between the proposed apartments and the proposed dwelling within the site where at a distance of just 12 metres first and second floor windows of the apartment block would face directly towards the dwelling and its garden area affording little privacy or amenity.

As proposed, we consider the proposals to have an unacceptable adverse impact on the amenities of the occupiers of surrounding properties which would be contrary to policy D1 of the Local Plan.

Highway Safety:

No objections from DCC have been received.

Arboricultural Impact:

The Council's Tree Officer has raised the following concerns which need to be addressed:

Although I have no objection to the flats, I do feel that the detached house in the rear garden, although it appears to be outside the RPA of the protected Horse Chestnut, I believe that there will be severe problems in the future due to shading and the pressure on having the tree pruned. There is no arboricultural survey /TPP/AMS submitted which in this case is imperative to assess the retained trees on and around the site.

Flood Risk and Surface Water Run-Off

We have received the following objection from DCC Flood Risk team which needs to be addressed:

At this stage, we object to this planning application because we do not believe that it satisfactorily conforms to Policy EN22 (Surface Run-Off Implications of New Development) of the East Devon Local Plan (2013-2031). The applicant will therefore be required to submit additional information in order to demonstrate that all aspects of the proposed surface water drainage management system have been considered.

Observations:

The applicant has noted within the Flood Risk Assessment (Ref. 8020; dated 2/7/2020) that the existing surface water drainage system will be utilised. However, where brownfield sites are being developed, peak flow control should still be based on the greenfield runoff rate. The applicant must therefore attempt to match this greenfield rate in the first instance, but if this is robustly demonstrated to be unfeasible, the applicant should work backwards to achieve a runoff rate as close to the greenfield conditions as possible. Importantly, the applicant will be required to provide evidence of the calculations undertaken to achieve the proposed runoff rate. The applicant should note that in accordance with the SuDS Management Train, surface water should be managed at source in the first instance. The applicant will therefore be required to explore the use of a variety of above-ground source control components across the whole site to avoid managing all of the surface water from the proposed development at one concentrated point (e.g. a single attenuation pond).

Examples of these source control components could include permeable paving (which could be underdrained), formalised tree pits or other bioretention features such as rain gardens, as well as green roofs, swales and filter drains. The applicant is advised to refer to Devon County Council's

draft Sustainable Drainage Design Guide, which can be found at:<https://www.devon.gov.uk/floodriskmanagement/planning-and-development/suds-guidance/>

Conclusions:

Having regard for the above concerns and the timescales to which we are working to, we are prepared to accept one set of amended plans which we could suggest address the following:

- A more traditional design approach to the apartment block
- A reduction in the extent of the bulk of the three storey building on its front elevation
- Lower the apartment block further into the site
- Re-position or remove first and second floor windows and balconies on the side elevations to prevent over looking of neighbouring properties
- If the dwelling at the rear is to be retained then we would suggest that the rear wings of the apartment blocks should be removed to achieve an acceptable relationship between the two different parts of the site
- Reduce the height of the detached dwelling, lower it further into the site and remove first floor side facing windows facing no 67.
- A reduction in the size of the footprint of the apartment block would reduce the site coverage and the impact of the car parking area at the front
- Address the concerns of the tree officer and DCC Flood Risk Management Team.

Please note that we require amended plans within 14 days of receipt of this email. Failure to provide the requested information within this timeframe will lead to an officer recommendation of refusal based on the above concerns within the 13 week timeframe we have to determine the application. Alternatively, given the extent of the changes we feel are required to make the development acceptable, your clients may wish to consider withdrawing the application with a view to free re-submission at a later date. Should your client wish to withdraw the application, we would be happy to enter into free pre-application discussions over a revised proposal prior to re-submission.

I am sorry that we could not be more positive about the application as submitted, although I trust I have set out the concerns of the team clearly.

Kind regards

Please note that all comments are made in good faith at officer level only and should not be seen to prejudice any future decision of the Local Planning Authority.

Paul Golding MRTPI

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