

# Planning & Heritage Statement



## Extensions to kitchen and garage and internal and external alterations

*Powderham House, Yonder Street, Plymouth, PL9 9RB*



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## 1.0 Introduction

- 1.1 This Planning and Heritage Statement has been prepared by RH Town Planning Ltd on behalf of Andrew and Samantha Patrick (the applicants), in support of a S73 planning application and listed building consent for:

*Variation of condition no. 2 of planning permission 19/01335/FUL and condition no. 1 of LBC 19/01336/LBC for Kitchen and garage extensions and internal and external alterations, including removal of unsympathetic additions.*

- 1.2 It provides a description of the site and proposed development, an explanation of the design process and access arrangements and an analysis of the main planning and heritage issues raised by the proposals. It contains reference to both local and national planning policy and provides an overall assessment of the proposal.

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## **2.0 Site Description**

- 2.1 The site is located on the shoreline of Hooe Lake, within the Hooe area of Plymstock, Plymouth. Located 5 metres away, directly adjacent to the application site, is a Grade II Listed (Clover Cottage).
- 2.2 The property, Powderham House, is a large L shaped, two-storey dwelling with a single storey side extension facing Hooe Lake. The layout is unusual in that the front garden is separated from the dwelling by a narrow road, Yonder Street, which terminates as a cul-de-sac, 15 metres past the property.
- 2.3 Powderham House is listed grade II as is its neighbour to the west, Clover Cottage. Ground levels rise steeply from the waterfront (north to south) so that properties in the street behind are set above those in Yonder Street. The site is located in the Turnchapel, Hooe and Oreston neighbourhood.
- 2.4 The wider context is defined by a mix of residential development, characterised by a variety of different housing types, including more recent housing developments that have been built in the past 20 years and some more traditional historical housing stock. There are plenty of services and amenities within walking distance of the site and it is considered a highly sustainable location. The entire site falls within Flood Zone 1, the area least at risk of flooding.

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### 3.0 Proposed Development

- 3.1 The main elements of the proposals already granted planning permission under reference 19/01335/FUL include a ground floor kitchen extension and an extension to the existing garage to create a utility room. The existing side extension would be demolished and a new one built in a modern style, using contemporary materials including a metal seam roof with a fully glazed link to the main house. The new extension would be 8 metre wide, with an additional 1 metre roof overhang, 7 metres deep and 4 metres high to the flat roof. It would be 1.5 metres wider and 800mm higher than the proposals already granted planning permission. Further minor alterations to the scheme approved under planning permission reference 19/01335/FUL are now sought and include the installation of sliding doors to replace the bi fold doors shown on the original plans and to replace high level glazing on the east elevation with stone.
- 3.2 The original proposals also included a garage extension that will increase the width of the detached garage from 4.5 metres to 8.2 metres, and will incorporate a utility room. Amendments to planning permission 19/01335/FUL with respect to the garage include the reduction in number of rooflights over the garage/utility from six to four.
- 3.3 Other minor internal and external works include;
- Rebuilding of chimneys and reinstallation of original pots. It is also now proposed to rebuild the chimney on the eastern part of the roof (as well as the 2 on the western side).
  - Replacement of roof with natural slate. The rear slope of the roof will accommodate rooflight/sun-tube detail to afford natural light over the proposed first floor corridor
  - Replacement of existing rainwater goods with half round aluminium gutters and round downpipes with powder coated finish, by Alumasc or equivalent.
  - Removal of the existing cement render and application of a lime-based stucco render coating.
  - Removal of existing windows on the front elevation and replacement with timber framed windows to match existing fenestration detailing. Localised repairs and maintenance to be carried out as part of planned programme of redecoration to casement windows on rear elevation.

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- Raise the internal finished floor level to the ground floor as part of proposed works. As a result, and in order to accommodate the existing door, it will be necessary to raise the head of the associated door to enable installation of the proposed in-situ waterproof slab. It is now also proposed to install a new main entrance entrance door and canopy detail over. These will be replicated to match existing style.
  - Internally, and in order to address inherent issues associated with prolonged damp ingress and lack of heating to the building it is proposed to install a drained cavity lining to walls. In order to provide a suitable internal finish the works will incorporate an insulated independent wall lining to the inner face of external walls. It is now also proposed to remove and replace the existing staircase located in the lounge to the east of the main house. This is essential to ensure proposed waterproofing works are effective to create a full barrier to ongoing damp ingress, and is in addition to the removal of the west stair case as permitted under planning permission reference 19/01335/FUL.

3.4 It is considered that the works listed above are essential to maintain the heritage value and long-term protection of the building, whilst also remedying the poor-quality additions and adaptations that were undertaken previously. These proposed amendments are minor amendments to the detailed design rather than fundamental changes to the principal of the previous approvals.

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#### 4.0 Planning History

4.1 The site has a limited planning history. See below the applications that were granted in 2019 and that this proposal seeks to amend:

- 19/01335/FUL; internal and external alterations, including extensions to the dwelling and garage and the demolition of modern additions. **Granted conditionally 27.9.2019**
- 19/01336/LBC; Internal and external alterations, including extensions to the dwelling and garage and the demolition of modern additions. **Granted conditionally 26.9.2019**

4.2 The proposals above represent the baseline situation with regards to extension and alterations to the property.

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## **5.0 The Adopted Development Plan (DP)**

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 requires planning applications to be determined in accordance with the provisions of the Development Plan (DP) unless material considerations indicate otherwise.

5.2 In this instance the Plymouth and South West Devon Joint Local Plan (adopted 2019) provides the adopted DP and contains the planning policies relevant to the determination of this application.

5.3 The relevant policies are as follows:

- Policy SPT1 - Delivering sustainable development
- Policy SPT11 - Strategic approach to the historic environment
- Policy DEV1 - Protecting health and amenity
- Policy DEV10 - Delivering high quality housing
- Policy DEV20 - Place shaping and the quality of the built environment
- Policy DEV21 - Development affecting the historic environment

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## 6.0 Other Material Planning Consideration

### ***National Planning Policy Framework 2019 (Framework)***

6.1 The Framework sets out the Government's planning policies for England and how these are expected to be applied.

6.2 The Framework is an important material consideration that, on its own, is of such weight that it can justify a decision contrary to the relevant policies contained within the Development Plan. The specific parts of the framework that are relevant to the development proposals centre around the implementation of policies, decision making, previously developed land and transport.

6.3 At the heart of the Framework is a presumption in favour of sustainable development. In the context of planning applications, this means *approving development proposals that accord with the development plan without delay but where the development plan is absent, silent or relevant policies are out of date, granting permission unless:*

- *And adverse impacts of doing so would significantly and demonstrably outweigh the benefits; or*
- *Specific policies in the framework indicate development should be restricted.*

6.4 Specifically, paragraph 11 of the Framework states that:

*Plans and decisions should apply a presumption in favour of sustainable development.*

*For plan-making this means that:*

- a. *plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;*
- b. *strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:*

*i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong*

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*reason for restricting the overall scale, type or distribution of development in the plan area, or*  
*ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

*For decision-taking this means:*

- c. approving development proposals that accord with the development plan without delay; or*
- d. where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, granting permission unless:*
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

6.5 Paragraph 108 notes that when considering development proposals it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;*
- b) safe and suitable access to the site can be achieved for all users; and*
- c) any significant impacts from the development on the transport network ..., or on highway safety, can be cost effectively mitigated to an acceptable degree*

Paragraph 109 notes that:

*Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe*

6.6 Paragraphs 117 and 118 of the Framework state that planning should:

*Promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment... in a way that makes as much use as possible of previously developed or 'brownfield' land.*

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and

*give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land.*

6.7 Paragraph 192 states: *“In determining planning applications, local planning authorities should take account of:*

*a) The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.*

*b) The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*

*c) The desirability of new development making a positive contribution to local character and distinctiveness”*

6.8 Paragraph 193 states:

*“When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance”*

6.9 Paragraph 194 states:

*“Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:*

- grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
- assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional”*

6.10 Paragraph 196 states:

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*“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use”*

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## **7.0 Assessment**

- 7.1 The following assessment will consider the relevant adopted Development Plan policies, the Framework and all other material planning considerations before reaching a balanced conclusion.
- 7.2 The proposals accord with policies SPT1 (Delivering sustainable development) and SPT2 (Sustainable linked neighbourhoods and sustainable rural communities). They provide improved housing that is within close proximity (within walking distance) to local services and amenities. Despite the minor nature of the proposals, they comprise sustainable development and are acceptable in principle, in accordance with policies SPT1 and SPT2.
- 7.3 Policy DEV1 (Protecting health and amenity) addresses residential amenity impacts and the need for development to support good residential amenity, accessibility and in respect of larger developments, their wider health impacts. The grounds of Powderham House are private, with high walls and natural steep banks surrounding the entire property, which helps to reduce any impacts of external changes on neighbouring properties. The proposals do not materially impact upon any of the nearby properties and are in accordance with DEV1.
- 7.4 Policy DEV20 (Place shaping and the quality of the built environment) sets out the Councils approach to ensure that development helps to shape high quality and locally distinctive places and meets good standards of design.
- 7.5 All works are to be executed in a sympathetic manner with respect to the Grade II listed building. Further details on the scope of the proposed works, materials to be used and construction methods can be found in the accompanying document titled 'Design Statement'.
- 7.6 The proposals have been developed with the aim of preserving the setting of the listed building. The proposed demolition and enlargement of the eastern projection has been designed to sit enclosed within the existing historic wall to ensure that the new extension does not dominate the historic building nor change the existing front elevation of the property. To ensure that the modern extension is clearly a later addition, contrasting, high quality materials have been chosen for this element of the proposals. The new side and garage extensions are proposed to be contemporary in appearance and would be in marked contrast to the historic fabric of the main house, in order to present a clear distinction between the original dwelling and later additions.

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- 7.7 The proposals will not cause any substantial harm or loss to the Grade II listed building, "Powderham House". The previous application (which this proposal seeks to amend) acknowledged that that the proposals will amount to less than substantial harm. It was also noted by the Council's Historic Environment Officer the proposals offer benefits which weigh in its favour.
- 7.8 The proposals support the renovation, conservation and custodianship of the heritage asset, seeking to: address the damp issues found and mitigate the potential risk of dry rot; remove the ill-fitting modern additions to the property; improve and refurbish the property to provide a viable and sustainable ongoing use for the heritage asset.
- 7.9 This application seeks to preserve the Grade II listed building, ensuring its active use can continue. It is purely for the renovation, conservation and custodianship of the heritage asset. The proposals have been developed in liaison with a Chartered Building Surveyor specialising in historic buildings and conservation projects, to help shape the proposals and ensure that the heritage asset is conserved as well as it possibly can be, whilst allowing for updating, alterations and additions to the property to facilitate modern living.
- 7.10 With regards to issues of setting and wider impacts, considerable importance and weight has been given to the desirability of preserving the setting of the adjacent heritage asset, Clover Cottage. The proposed extension to Powderham House is positioned on the eastern side of the property, enclosed within the existing historical stone wall, to ensure that the proposals will have no direct visual impact on the setting of Clover Cottage.

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## **8.0 Associated Benefits and Conclusion**

- 8.1 The proposal has been carefully considered against the relevant legislation, policies and guidance. It is clear that the proposed works are only for the essential conservation and custodianship of the heritage asset.
- 8.2 This statement has explained the proposed development and its associated impacts. It has also provided an analysis of all relevant national and local planning policy and other material considerations. It has demonstrated that the proposals are sustainable development in accordance with the aims and objectives of the Framework. It is also compliant with local policies contained within the Joint Local Plan and will secure the future of an important listed building.
- 8.3 The Framework (paragraphs 192, 193, 194 and 196) seeks to sustain and enhance the significance of heritage assets, giving great weight to the asset's conservation. This application seeks to conserve the Grade II listed building, "Powderham House", through the maintenance, improvement and refurbishment of the property to provide a viable and sustainable ongoing use for the heritage asset, in accordance with the adopted DP. This is a significant social and economic benefit of the proposals.
- 8.4 The proposals will also deliver a significant social and economic benefits through the creation of jobs during the construction phase.
- 8.5 The above mentioned significant benefits are considered to be of substantial weight and can contribute towards justifying a positive determination of the application. This is in addition to the clear support afforded by the adopted DP.
- 8.6 We respectfully request that the proposals should be approved without delay.