

EXMOUTH HALSDON
(Exmouth)

07/2620/RES

Target Date: 13.11.2007

Applicant: D T M Packer

Location: Land rear of Littlemead & Eight Bells,
Exmouth

Proposal: Approval of reserved matters for the erection of four houses
with associated site works (Planning permission 03/P3161
15.11.2005)

CONSULTATIONS

County Highway Authority

Observations:

The Planning Officer will recall the initial comments made by the Highway Authority in respect of this application, as follows:-

"The Planning Officer will be aware of the observations made by the Highway Authority dated 5 March 2007 in response to the previous full application on this site " 07/0358/FUL

As mentioned before the Planning Officer will be aware that outline planning consent was granted on this site on 15 November 2005 under 03/P3161. A S106 Legal Agreement was signed as part of that submission to secure the associated highway works. However, I note that not all of the details were approved at that time, particularly in respect of the location of the pedestrian central refuge facility and drainage/lighting details.

I have the following issues I would like to raise in respect of the current submission:

1. The submitted plans (07001>06 and 07001>7) do not show the full extent of the previously agreed 4.5m x 90m visibility splays. A plan should be submitted based on accurate survey data showing the full length of the splays along Exeter Road in relation to the carriageway itself and any roadside boundaries.
2. The proposed positioning of the pedestrian central refuge island continues to cause a number of concerns with local residents. I am led to believe that Nos 349 and 351 do not have on-site turning facilities and therefore reversing from the public highway into these properties is the only option. I would refer the agent to the attached letters. The tracked plots of a medium sized vehicle undertaking these manoeuvres from all directions need to form part of the highway submission. As mentioned previously, the positioning of the pedestrian refuge island facility has to be carefully considered in light of the comments made by local residents. There may be a need for additional lighting at the pedestrian refuge areas. Existing and proposed lighting columns must be shown on the plans. I need to receive the full Stage 1 Safety Audit report, which will need to be checked by DCC's Safety Audit team.
3. As mentioned previously more details should be submitted in respect of the Interactive Speed Sign. The developer needs to establish the design, specification and location of this sign and the associated works connected with its installation.

Internally, the Manual for Streets document was published at the end of March 2007 which advocates less housing estate layouts that are more innovative. The proposed layout is very much 'old hat' in terms of its layout and therefore the agents should be invited to take on board

and apply the principles of MfS where appropriate in producing a more innovative layout. In addition, the following issues require addressing:

Forward visibility outside plot 3 is required based on anticipated vehicles speeds around this bend. The visibility splay needs to be clearly indicated.

Confirmation is required that the 1.5m road margin on the southern side of the proposed estate road (which actually scales off at 1.8m) will be a footway.

In the event that the indicative shared surface road is extended northwards, the two single garages serving plots 3 and 4 should be located 2.0m back from the proposed kerb-line to provide an element of pedestrian/vehicular inter-visibility.

If the shared surface road is extended, the applicant/agent should be made aware that the number of dwellings it could serve would be restricted.

I would welcome details in respect of the proposed drainage system for the highway and surface water disposal.

The details of the internal layout can be approved through the Section 38 process, but where certain issues would significantly affect the layout of the site, then clearly such issues would need to be addressed at this stage.

In light of the above comments there are a number of issues that require addressing before a recommendation can be given in respect of this application. I would welcome amended plans and further details addressing these issues before I respond again.

Following the submission of amended plans and a stage 1 safety audit, I can confirm that the audit has been checked by DCC's safety audit team and DCC's Engineering Design Group has commented on the proposed right turn lane and associated works.

The recently submitted plan (drwg. no. 07001-06B) appears to address all the outstanding points and therefore the highway objection to this reserved matters application is withdrawn.

All off-site highway works as listed below will need to be secured within a S278/S106 legal agreement between the developer and the Highway Authority.

1. The provision of the right turn lane on the A376 and associated works.
2. The provision of a pedestrian refuge island on the A376 and associated works.
3. The erection of an Interactive Speed Sign.
3. A review and possible implementation of additional Traffic Regulation Orders and lighting.

The estate road junction detail, visibility splays and internal road layout will need to be secured within a S38 legal agreement should the developer decide to offer the new estate road for adoption. Presumably adequate and appropriate conditions were attached at outline stage to cover all the above on-site and off-site highway works. Please let me know if this is not the case.

TOWN/PARISH COUNCIL

Consultation response on amended plans:

1 letter of representation

Continue the original objections.

Original Submission

Objection on the grounds of being too high, out of keeping with existing properties and over bearing.

2 letters of representation received

WARD MEMBER(S)

The initial comments of the Ward Member(s) are -

Cllr Elson: Object to the application

In the event that my recommendation and that of the officer differs, I wish the application to be referred to the development control committee.

I am concerned over the elevations on the slope from the rear of the site towards Exeter Road. The impact on 'Littlemead' and 'Aram' bungalows. It seems that the 3 storey development proposed at the immediate rear of 'Littlemead' will impede on the bungalow and be visually intrusive from Exeter Road due to the rising ground.

In the event that this application comes to committee, I would reserve my position until I am in full possession of all the relevant facts and arguments for and against.

REPRESENTATIONS

Objections

8 letters have been received raising the following points:

- Nature and size of the proposed dwellings seems excessive and does not respect the character and form of the surrounding houses
- The three storey dwellings will stand out where they lie along Exeter Road
- Style and design of properties proposed could set precedent for area which reduces harms the ambience of the area and the views on approach to Exmouth
- Concern about damage to trees and property during construction as the development is close to the boundary
- Plans showing sight lines from Little mead are in accurate
- Significant loss of privacy to rear gardens and rear elevations of property in Littlemead Lane
- The development will result in significant loss of view from surrounding property
- Development would be contrary to restrictive covenants
- Positioning of traffic island will impede access to and from properties on the opposite side of Exeter Road
- The development and traffic islands will restrict on street parking in the area and make visiting difficult
- Highway and traffic concerns regarding safety especially as the route is regularly used by emergency vehicles
- It has not been necessary to locate bollards at road junctions closer to town and therefore their use in this location is unnecessary
- Development will create additional traffic on the busy A376
- With the proximity of the development to an active speed camera, drivers will concentrate on heir rather than manoeuvring traffic leading to the possibility of a collision
- The development will harm the setting of A La Ronde

RELEVANT PLANNING HISTORY

App.No:	Proposal	Decision	Date
07/0358/FUL	Erection of three terraced dwellings and two semi-detached dwellings including two garages, parking, landscaping and ancillary works	Withdrawn	28.03.2008
03/P3161	Residential Development With New Vehicular Access	Approved	15.11.2005

PLANNING POLICIES

Government Guidance

PPS1 – Delivering Sustainable development
PPS 3 – Housing

Devon Country Structure Plan (2001-2016)

Policy ST1 - Sustainable development
Policy ST5 - Development Strategy
Policy CO6 - Quality of New Development
Policy TR1 – Devon Travel Strategy
Policy TR4 - Parking Strategy, Standards and Proposals
Policy TR10 – Strategic Road Network

East Devon Local Plan (1995-2011)

Policy S4 – Development within built up area boundaries
Policy S7 – Infrastructure Related to New Development
Policy D1 – Design and Local Distinctiveness
Policy D2 – Sustainable Construction
Policy EN21 – Surface Run Off Implications of New Development
Policy RE3 - Open Space Provision in new housing developments
Policy TA7 - Adequacy of Road network and site Access

SITE LOCATION AND DESCRIPTION

Land to the rear of Littlemead and Eight Bells is located on the northern fringe of Exmouth adjacent (to the east side of) the A376 which is the main route into Exmouth from the Motorway and Exeter. The character of the area is effectively ribbon development forming a soft transition between the urban development of Exmouth and the rural countryside beyond. The site lies within the built up area boundary for Exmouth.

The application is formed from long rear gardens which slope down from elevated land towards Exeter Road and are currently screened from the road by means of a mature hedge. It is this section of road with hedgerow on one side and ribbon development opposite that provides a soft transition between the rural countryside and estuary to the north and west, and the denser developed area of Exmouth to the east and south.

PROPOSED DEVELOPMENT

The application seeks approval of Reserved Matters for the erection of four dwellings on land which has previously formed the rear gardens of properties in Littlemead Lane, Exmouth. The properties would take their vehicle access directly off the main Exeter Road (A376). This would provide parking and turning facilities to a Devon County Council adoptable standard. The outstanding Matters from the Outline Permission are the siting, design and external appearance, and landscaping. Access was considered and approved under the Outline application.

The properties themselves would be of two and two and a half storey in height and be arranged as a pair of semi detached and two detached dwellings. The pair of semi detached houses together with one detached house, would front onto Exeter Road with a shared access pedestrian path from the new road running parallel but behind a replaced hedge. In addition these properties would have both pedestrian and vehicle access from the turning head and shared driveway (surfaced in grasscrete) located to the rear (east). To the east of the turning head, it is proposed to erect the fourth property (also detached). This would have an attached garage with accommodation above. To the south of the onsite turning head, it is proposed to site five car parking spaces to be shared by the properties. Together with a pair of garages located to the north of the site, and garaging and accompanying parking for the detached dwelling to the east, the development therefore provides a total of 9 spaces for the 4 properties.

CONSIDERATIONS AND ASSESSMENT

The main considerations with this application concern the siting, design, external appearance and landscaping for the development. In essence these are the reserved matters outstanding from the original Outline Planning permission.

Siting

In terms of the overall arrangement of the properties and the fact that the dwellings would front onto Exeter Road, this is considered acceptable. While there is a concern that properties of this height may appear a little intrusive given the character of the area, the principle has already been agreed at the outline stage. Therefore to have such properties fronting the road and providing an appropriate street scene, coupled with the replanting of the hedge to form the front boundary (to be discussed under the landscaping section) this is considered the most appropriate arrangement.

The location of a detached dwelling to the far east of the site and close to the rear boundaries of Littlemead and Green Acres has caused significant concern. This is primarily due to the proximity to the boundary and the potential for dominance. However it is noted that at this location, land levels fall away significantly such that the new property would be substantially lower than the level of Littlemead Lane. In this instance therefore and with a separation distance of approximately 34m, the new dwelling would not cause dominance and only a limited amount of overshadowing to the lower section of the neighbours garden. While some loss of view may occur, private individuals do not have a right to a view and therefore there are no material planning grounds for resisting the proposal on this ground.

Further concern has been raised regarding the positioning and proximity of garages to the same boundary. While car movement into and around these garages would inevitably occur, the change in levels and separation distances are considered sufficient to protect the amenity of neighbouring residents.

Design and External Appearance

The four houses proposed would embody similar design principles although there are elevational differences between the three fronting Exeter Road and the fourth to the east of the site. The properties are two and two and half storey in height and would be faced in brick to the lower half and timber boarding to the upper areas. It is proposed that the roofs of the properties will be finished in Slate.

Specifically the properties fronting the main Exeter Road have good sized front and rear elevation dormer windows providing light for ensuite bedrooms. At first floor, the properties have their main living space with Juliet balconies set to the front of the dwellings while at ground floor a further 2 bedrooms are proposed.

The detached property to the east is maintained at two storeys, with first floor dormer windows facing north and south, a catslide roof form covering the front elevation ground floor bay window and an integrated garage with a bedroom above. This latter element is stepped down from the ridge height of the main dwelling. Materials would match those as above.

In terms of the form and design of the dwellings, they seek to reflect the style of property found locally, but with a modern contemporary finish. This provides for a development which will read as a cohesive development and be read separately from the surrounding property without appearing unduly prominent or undermining the broad characteristics of the area. Such development is considered to be in accordance with development plan policy and character of the area.

Landscaping

The landscaping scheme submitted shows the replanting of a native hedge to the Exeter Road frontage replacing that taken out to accommodate the visibility splay. In addition there would be landscaped gardens to the front of each property while the enclosed rear gardens would be laid to lawn. The boundary treatment for the site would comprise brick walls to the side and front while to the rear, privacy would be obtained through the use of close board fences set at 1.8m high. To the south of the road, would be an amenity space laid to lawn with three specimen trees planted within it. A similar treatment would be used at the head of the turning area. While the estate road would be black top tar macadam, pavers and setts would be used for the parking spaces and grasscrete used for the driveway spur to the proposed garages.

It has already been noted that the site acts as part of the transition between the rural countryside to the north and the built up settlement of Exmouth to the south and as such a verdant well planted scheme is essential. The current scheme is considered to lack a little planting in terms of numbers and density, but this is not sufficient to withhold permission especially as the front boundary has a suitable hedge proposed.

Other issues

It is noted that a number of concerns have been raised in terms of the highway access, the safety of providing a new access at this point and in particular the position of a pedestrian refuge that has been amended on several occasions in the life of this and the previous application. While these matters are noted, it is advised that they cannot form part of the consideration as to whether the application should be approved or refused. In this instance, it is considered that the previous S106 agreement covers all necessary highway works and therefore provided the development is undertaken in accordance with the plans hereby approved, there is no need to impose additional conditions in this respect.

CONCLUSIONS

This application seeks planning permission for the outstanding reserved matters following the grant of outline planning permission in 2005. The development proposes the erection of 4 dwellings and their design has been detailed to try and reflect the range of styles found within the area. In addition the landscaping and treatment of the outside spaces is such that the transitional character between the densely developed urban area of Exmouth and the rural countryside beyond is not lost. This has been followed through in terms of the width of the highway and the surface treatment of the surrounding areas. While some change in character is inevitable with development in this location the scheme proposed is considered acceptable.

RECOMMENDATION

East Devon District Council as Local Planning Authority HEREBY APPROVE THE FOLLOWING RESERVED MATTERS of the above described development proposed in the application numbered as shown above and in the plans and drawings attached thereto, copies of which are attached to this notice relating to:-

- a) Siting
- b) Design
- c) External Appearance
- d) Landscaping

This Reserved Matters application numbered as shown above is made pursuant to the Outline Planning Permission (ref. No. 03/P3161) granted on 15 November 2005

The following reserved matters has yet to be approved:

None

The following Conditions attached to the Outline Planning Permission referred to above are discharged:

None

The following Conditions attached to the Outline Planning Permission referred to above remain to be complied with:

- 2. – Details of construction of access, internal roads, turning and parking areas
- 3. – Construction and provision of Estate Road carriageways and footways
- 4. – Separation of foul drainage and surface water (with foul drainage connected to public sewer)
- 5. – Implementation and maintenance of landscaping scheme
- 6. – Implementation and maintenance of landscaping scheme

The following additional conditions are attached to this reserved matters approval:

- 1. No development shall take place until samples of the materials to be used in the construction of the external surfaces of the building hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.
(Reason - To ensure that the materials are sympathetic to the character and appearance of the area.)

2. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), and notwithstanding the submitted plans, no fences, gates or walls shall be erected or constructed to a height of more than 0.7m.
(Reason - To retain the open character of the landscaped frontage.)
3. No access (either pedestrian or vehicular in nature) shall be formed through the front boundary hedge forward of the south west elevation of plots labelled 1-3 on the plans hereby permitted.
(Reason - To ensure that an unbroken hedge frontage is maintained to this area of Exeter Road in the interests of the character and appearance of the area.)

List of Background Papers

Application file, consultations and policy documents referred to in the report.