

Application Number:	6/2021/0048
Webpage:	Planning application: 6/2021/0048 - dorsetforyou.com dorsetcouncil.gov.uk
Site address:	1 Old Coastguard Cottages, Peveril Point Road, Swanage, BH19 2AT
Proposal:	Erection of ground floor entrance porch, bay window extensions at ground and first floor levels, and Juliette balcony at second floor to front (north) elevation. Conversion and extension of existing outbuilding to rear (south) for habitable accommodation with connecting glazed link from first floor level of house. Alterations to windows & doors.
Applicant name:	Mr & Mrs Andrew Smith
Case Officer:	Cari Wooldridge
Ward Member(s):	Cllr Suttle and Cllr Trite

1.0 The Nominated Officer has identified this application to come before the Planning Committee in light of the concerns raised by a ward member and the town council in relation to impacts on the character and appearance of surrounding properties and Swanage Conservation Area, neighbouring amenity, and the Dorset AONB.

2.0 Summary of recommendation:

GRANT planning permission subject to conditions.

3.0 Reason for the recommendation:

- Para 11d of the National Planning Policy Framework (NPPF) sets out that permission should be granted for sustainable development unless specific policies in the NPPF indicate otherwise, or the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole.
- The location is considered to be sustainable and the proposal is acceptable in its design, general visual impact, and impact on Swanage Conservation Area.
- There is not considered to be any significant harm to neighbouring residential amenity.
- There are no material considerations which would warrant refusal of this application.

4.0 Key planning issues

Issue	Conclusion
-------	------------

Principle of development	Acceptable development within Swanage settlement boundary.
Impact on Heritage Assets	Acceptable. No harm to the Conservation Area or the terrace as a non designated heritage asset.
Impact on the Dorset AONB	Acceptable.
Impact on neighbouring amenity	Acceptable subject to condition.
Proximity to the coast, land stability and drainage	Acceptable subject to condition.

5.0 Description of Site

1 Old Coastguard Cottages is an end of terrace house forming part of an 8 dwelling terrace fronting the coastline and Swanage Bay. The terrace is located at the far eastern end of Swanage Bay in a location known as Peveril Point which is accessed by a single road that also serves the Swanage RNLi lifeboat station, a number of other properties and the coastguard lookout at Peveril Point. The cottages are sited on the hillside of the promontory with the access road being located at a raised level to the rear and the hillside beyond continuing to rise to the coastline cliff edges to the south. To the north, a private access road serves the row of terraced properties to the north beyond which is the seafront including a number of slipways. A public right of way extends around the bay and is accessible at low water.

No. 1 and no. 8 at the eastern end of the terrace are three-storey properties which bookend the two-storey cottages between them. The house is located on a long narrow plot with garden to front enclosed by a stone wall and garden to rear rising steeply to Peveril Point Road to the rear. Directly to the west of the property is a stepped shared private pedestrian access. There is also an access to the side and rear of the property which serves all of the terraced houses. This is located at ground floor level with all of the rear gardens and outhouses being located at a raised level to the south on the steeply sloping land.

No. 1 has a simple built form with gable end roof and layout consisting of two rooms on each floor and a central staircase. All of the cottages are finished externally in white painted render with natural slate roofs. To the rear (as with many of the cottages), a small stone outbuilding has historically served the house as larder / coal store / wc. Alterations have been undertaken to many of the cottages including extensions to no. 8, conversion of outbuildings, the insertion of a number of rooflights and alterations to windows.

6.0 Description of Development

The proposal is to make alterations to the north (front) elevation of the house to form a bay window extension at ground and first floor, an entrance porch adjacent to the bay window, and a Juliette balcony on the second floor. On the western (side) elevation, the proposal is to add windows and rooflights to improve internal lighting.

To the south (rear), it is proposed to replace a mono-pitch roof with a pitched roof convert and extend the existing outbuilding to form an additional bedroom with en-

suite. To achieve this, the ground behind the existing building will be excavated to the level of the outbuilding floor, with retaining walls constructed to hold the adjoining ground. A glass link will be installed between the outbuilding and the house, connecting on the first-floor rear elevation of the dwelling.

7.0 Relevant Planning History

6/1976/0020 - Demolish outhouse and garages, erect double garage with playroom over. – Approved

6/1987/0572 - Change use of garage building to garage with residential flat over, form new vehicular access. – Refused

6/2000/0807 - Erect two storey extension to form bathroom and breakfast room. – Approved

PAP/2020/0055 - Erect a two-storey bay window to north elevation. Conversion of existing outbuildings to bedroom and glazed link:

The pre-application advice concluded that the proposal submitted was not acceptable but could be modified to become acceptable if the works to the north elevation were reconsidered and the amenity of the neighbouring residents was considered. Specific issues to address included:

- The contemporary nature of the proposed glazed extension on the northern elevation which would cause harm to the setting of the terrace and Conservation Area.
- Methods of excavating into the rock to the rear of the property to allow for the outbuilding extension with risk of harm by vibration to adjacent buildings.
- More traditional design of windows required on West elevation.
- Further consideration of level of proposed glazing on dark skies of the Dorset AONB.
- Overlooking of The Old Watch House from first floor bay window.
- Potential loss of privacy to 2 Old Coastguard Cottages from glazed link.

8.0 List of Constraints

- Within Swanage Settlement Boundary.
- Within the Dorset AONB (Purbeck) (statutory protection in order to conserve and enhance the natural beauty of their landscapes - National Parks and Access to the Countryside Act of 1949 & Countryside and Rights of Way Act, 2000).
- Within Swanage Conservation Area (statutory duty to preserve or enhance the significance of heritage assets under the Planning (Listed Buildings & Conservation Areas) Act 1990)
- In a River Catchment - Poole to Weymouth Coast.
- Within 400m of the coast.

Consideration for Listing

The Old Watch House and Old Coastguard Cottages were assessed by Historic England under the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) for their special architectural or historic interest.

On 30th April 2021 a decision was issued by Historic England confirming that the assets currently do not meet the criteria for listing. The assets, including the dwelling subject of the current application, **were not listed** under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended.

9.0 Consultations

All consultee responses can be viewed in full on the website.

Consultees

1. Swanage Town Council (received 17 May 2021)

- Modern design out of keeping with the character and appearance of surrounding properties and its Conservation Area and AONB setting.
- Bay window obtrusive and porch contrary to appearance of terrace.
- Large areas of glazing will reflect sunlight during day and interior lighting will dominate at night.
- Glass walkway is out of keeping.
- Overlooking and loss of light from new windows and glass walkway.
- Potential adverse effects on rights of way to neighbouring cottages from walkway.
- Problems during construction due to significant excavation / groundworks required. Ground stability concerns.
- Proximity of site to busy boat park and RNLI Lifeboat and Marine Coastguard Agency operations.
- Would have no objection to redevelopment of property as long as proposals were more in keeping with character of area and Conservation Area.
- No support for glazed walkway.
- Disappointed that property was not listed by Historic England.

2. Purbeck DC – Cllr Trite (received 26 May 2021)

- Request that application is determined by the Planning Committee on basis of Town Council response which provides excellent reasons why the application should be refused.

3. DC - Design and Conservation (received 22 July 2021)

- The revised plans have taken on board the comments at pre application stage, and are now still contemporary, but are of a similar design to the end of terrace bay and sit more comfortably within the terrace.
- To ensure the extension to the front is in keeping with the cottages, the materials to be used should be timber, and joinery details should be conditioned. This will ensure the extension preserve and enhances the key characteristics of the Conservation Area. More modern materials would be incongruous in this sensitive setting.
- Although there is no precedent for links between the main cottage and outbuildings, the link will not overly affect the character of the rear elevation. In principle, the proposal for the rear can be supported.
- Concerns raised over the actual method of excavating into the rock and would require a detailed method statement supported by an environmental statement, to allay any concerns over the natural environment, and the risk of harm by vibration to the adjacent outbuildings.

4. Dorset AONB Team (received 26 April 2021)

- No specific comments provided due to small scale of the development.
- The significance of any effects on the conservation area and/or listed buildings may be considered in the context of paragraph 172 of NPPF, which identifies that impacts on cultural heritage assets within an AONB are an important consideration.

5. DC - Land Drainage/Flooding (received 25 June 2021)

- No Objection. The proposed development will not increase the impermeable area to an extent that there will be an increased flood risk on site or elsewhere.

6. Cliff and Land Stability (received 23 June & 10 August)

- The site is located on the Peveril Point headland - the Shoreline Management Plan (SMP) policy to the north is to hold the line longer term, provided funding is available to do so. To the south, the SMP policy is one of managed realignment moving towards no active intervention.

- There is an acknowledged erosion risk to the south and the site could potentially be impacted in the medium to longer term by increased coastal erosion (as acknowledged in the Draft proposed Coastal Change Management Area for Swanage that is part of the Draft Purbeck Local Plan).
- We must be satisfied that the proposals do not increase the landslip risk to this or neighbouring property.
- Given the expected timing of the risk and nature of the proposals the development can be considered as more acceptable as opposed to constructing new residential development at this location.
- Building Control will have to be satisfied with the foundation and retaining wall arrangements if/when an application is made for Building Regs approval.
- Collected surface water is to be discharged to a piped drainage system and not to soakaway given the known issues with ground/surface water causing slope instability problems in the area.
- Following submission of Ground Stability Report - no objection to the proposals and advise that the recommendations contained within the submitted slope stability report are followed. There are no existing signs of instability and additional loadings should not be excessive. I am advised that a structural engineer has been involved in the retaining wall and foundation design.

7. DC - Public Health (14 May 2021)

- Unable to find any record of water tanks within proximity of site [as raised in neighbour comments].
- Developer should have regard to 'no bonfires on site at any time' to protect residents from nuisance.
- In event that previously unidentified contamination is found at any time when carrying out the approved development, this must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment, conducted in accordance with recognised good practice, and a proposed remediation scheme shall be submitted to the Local Planning Authority for consideration and approval.

8. Building Control (received 27 May 2021)

- From a Building Regulation point of view 2 forms of tanking will be required and Structural Engineers details where retaining ground around proposed extension.

- Disposal of surface water may need consideration as could wash out ground around/distances away from building etc.

Representations received

Neighbour responses:

Total – Objections	Total - No Objections/Support	Total – Other Comments
42	25	7

Comments against:

Scale and Design:

New outbuilding will have ground floor area approx. two thirds of existing ground floor area of main dwelling.

Development is not subservient or incidental to existing.

Design out of keeping with neighbouring cottages and fails to make positive contribution to Conservation Area.

Consistent appearance and symmetry of terrace would be lost. Contemporary design fails to provide balance to terrace.

Changes would be widely visible.

Should complement architectural style of neighbouring buildings and reflect the seaside vernacular. Proposal fails to show context of terrace.

Enclosed nature of site does not afford scale to add different architectural style.

Front elevation extended to north destroying unity of row of cottages.

Development at front should more closely reflect and counterbalance extensions at no. 8 and avoid excessive glazing. Juliette balcony not in keeping. Less contemporary look than glass should be used.

Porch not in keeping with other cottages and will create visual imbalance and compromises facade.

Alterations to windows on north elevation are obtrusive, excessive, larger, and more dominant than terrace with exception of no. 8. Bay windows at no. 8 built over 100 years ago.

New windows in west elevation are incompatible with traditional nature of terrace and do not enhance area.

Glazed walkway will be eyesore and out of keeping.

Rear outbuilding is out of scale and visually intrusive.

Where will bathroom extracting flue and toilet flue be located in outbuilding location? At raised level will appear unsightly.

Roof design of extension to rear confusing.

Overdevelopment of site unlike no.8 which had larger plot size.

Modernisation of the property should remain internal only.

Impact on Conservation Area:

Terrace 200 years old and prominent feature. Harmful impact on designated heritage asset of Swanage Conservation Area.

Neighbouring amenity:

Front extension intrudes on no. 2 and loss of privacy to lounge and front bedroom.

Window in west elevation and glazed link will overlook neighbouring property of The Watch House.

Glazed walkway will result in loss of privacy from direct view to first floor windows of no. 2 including rear bedroom. Lighting of walkway will shine into bedroom.

Glazed walkway will restrict natural light to ground floor windows of terrace which is already limited and be overbearing.

Do not wish to see people walking back and forth in glazed walkway.

Noise disturbance from rain hitting glass structure and users walking / running through structure.

First floor balcony would overlook neighbours.

Internal alterations will impact on neighbouring amenity – noise.

AONB:

Glazing dominant feature during day and interior light will dominate at night.

Inappropriate and overdevelopment development in AONB.

Protocol with AONB Team should be reviewed to enable expertise to be applied.

Right of access:

Porch and glazed walkway will impede access on right of way to other terraces. No development should be built on shared use land.

Access used for large deliveries, ladders, scaffolding etc and such use would be impeded.

Glazed walkway will result in height restriction to right of access.

Other cottages have converted their outbuildings without need for glass walkway.

Ground stability:

There has been considerable ground movement at back of cottages over last 2 years due to repairs to main water supplies. If the rear outbuilding extension is permitted with excavations works, this would destabilise the ground further.

Impact of excavation work on rear and side garden walls and neighbouring patio.

A Structural Engineer has advised that any excavation should start at least 2m from the road, but plans are not 2m from the adjoining property.

Report from Structural Engineer is outstanding, no method statement of works to rear, no details of how works would be carried out.

Other:

Increased accommodation to rear will increase pressure on parking.

If approved, will set unacceptable precedent.

Construction will be major engineering operation with significant excavation, piling and concrete works and will result in weeks of disruption to residents and impact on access road.

Access to Peveril Point and rest of terrace and neighbouring Coastguard and rescue services will be severely disrupted during works.

Alterations to wall, removal of tree and 6ft boundary fence adjacent to no. 2 has already been constructed.

Scale of drawings appears incorrect – back passageway and porch.

Accommodation should have been adjusted instead of finding need for extra bedroom space.

Works have already commenced at the property including boundary fence to front which has reduced light.

Is glass link required as 'essential' fire escape?

Comments of support:

No objection in principle of addition of sympathetic extensions to ground and first floor at front.

Beautiful and sympathetic plan to provide family home to full time residents rather than holiday home.

Secures future of building and improvements reflective of today's living and space needs and much needed by terrace.

Modern and exciting.

Only change which will be noticed by passers-by is the modernised frontage.

Best principles of renovation used to keep cottage sympathetically in line with others in terrace.

New bay windows and in keeping and balance windows at the other end of terrace. Will enhance terrace.

Will be in keeping with neighbouring properties which have been subject to changes.

No historical, architectural, aesthetic or planning reasons to reject proposal.

Neither our bay (no.8) or proposed extends beyond building line.

Nearly all cottages have converted their outbuildings and see no reason why no. 1 shouldn't with link to house.

High quality materials to be used e.g. conservation skylights instead of veluxes.

There is existing mutual overlooking from / to all properties in the row of terraces and their gardens. Anyone can look into rear bedroom windows from road to rear.

Plans will improve row of cottages.

Refurbishment of outbuilding acceptable and residual would be underground and covered by soil/ garden.

Excavations to rear are no planning issue but structural engineering and health and safety.

There are already numerous overhead services in rear alley and don't believe access problem will be unduly exacerbated.

Outlook to west not an issue as long as remains shielded by existing hedge.

Modest porch and revised access route are not an issue.

Applicants provided pre-app drawings and images to neighbours and scaled back proposals to be similar to no. 8.

Scale / size / shape of proposals is acceptable.

Use of glass is not excessive and should not impact on light to neighbours as on northern elevation. Will let sunlight through.

Contemporary Juliette balcony does not increase overlooking above existing window.

Road to front is private and view of development would be limited from coastal path further to north.

Contemporary appearance used elsewhere locally.

Majority of cottages have been renovated in varying styles and original balance has long gone.

Porch will provide much needed privacy from users of passageway.

10.0 Relevant Policies

Adopted Purbeck Local Plan Part 1:

The following policies are considered to be relevant to this proposal:

- Policy SD: Presumption in favour of sustainable development
- Policy LD: General location of development
- Policy FR: Flood risk
- Policy CE: Coastal erosion
- Policy D: Design
- Policy LHH: Landscape, Historic Environment and Heritage

Adopted Swanage Local Plan:

The following policies are considered to be relevant to this proposal:

- Policy SS: Swanage Settlement
- Policy STCD: Swanage Townscape Character and Development

Emerging Purbeck Local Plan:

Officers have considered the emerging Purbeck Local Plan when assessing this planning application. The plan was submitted for examination in January 2019. At the point of assessing this planning application the examination is ongoing following hearing sessions and consultation on proposed Main Modifications (carried out between November 2020 and January 2021). The council's website provides the latest position on the plan's examination and related documents (including correspondence from the Planning Inspector, council and other interested parties). Taking account of Paragraph 48 of the National Planning Policy Framework, the plans progress through the examination and the council's position following consultation on proposed Main Modifications, at this stage only very limited weight can be given to this emerging plan.

The following policies of the emerging Local Plan are considered relevant to the application but cannot be given any significant weight in the decision-making process:

- E1: Landscape
- E2: Historic Environment
- E12: Design

Material Considerations

National Planning Policy Framework:

Section 2: Achieving sustainable development

Section 4: Decision-making

Section 11: Making effective use of land

Section 12: Achieving well-designed places

Section 14: Meeting climate change, flooding, and coastal change

Section 15: Conserving and enhancing the natural environment

Section 16: Conserving and enhancing the historic environment.

Other Material Considerations

Purbeck District Design Guide supplementary planning document adopted January 2014.

Swanage Conservation Area Appraisal.

Swanage Townscape Character Appraisal Supplementary Planning Document 2012

Purbeck Strategic Flood Risk Assessment 2018

Dorset AONB Management Plan 2019-2024

Dorset AONB Landscape Character Assessment & Management Guidance 2008

National Planning Practice Guidance

11.0 Human rights

Article 6 - Right to a fair trial.

Article 8 - Right to respect for private and family life and home.

The first protocol of Article 1 Protection of property.

This recommendation is based on adopted Development Plan policies, the application of which does not prejudice the Human Rights of the applicant or any third party.

12.0 Public Sector Equalities Duty

As set out in the Equalities Act 2010, all public bodies, in discharging their functions must have “due regard” to this duty. There are 3 main aims: -

- Removing or minimising disadvantages suffered by people due to their protected characteristics
- Taking steps to meet the needs of people with certain protected characteristics where these are different from the needs of other people
- Encouraging people with certain protected characteristics to participate in public life or in other activities where participation is disproportionately low.

Whilst there is no absolute requirement to fully remove any disadvantage the Duty is to have “regard to” and remove or minimise disadvantage and in considering the merits of this planning application the planning authority has taken into consideration the requirements of the Public Sector Equalities Duty.

It is not considered that the proposed extension and alterations to the dwelling and outhouse would result in any disadvantage to persons with protected characteristics.

13.0 Financial benefits

There are no financial benefits relating to this householder application. The proposal is not liable for a CIL payment.

14.0 Climate Implications

The proposal is for extensions and alterations to a dwelling. The property will be constructed to current building regulation requirements and which will be serviced by suitable drainage to prevent any additional impact on terms of flood risk and coastal erosion that may be exacerbated by future climate change.

15.0 Planning Assessment

Principle of development

- 15.1 The site is situated within the settlement boundary of Swanage. As such, the principle of the proposed development is acceptable in accordance with Purbeck Local Plan Policies SD and LD and Swanage Local Plan Policy SS. There is no in

principle objection to the proposed development, subject to the consideration of all other material planning issues.

Impact on Heritage Assets

a) Impact on character and appearance Swanage Conservation Area

15.2 The Council has a statutory duty under section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 (as amended) to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas when considering applications.

15.3 The building is situated in Conservation Area Zone 5 sub-area. Though there is no summary of special interest for the sub-area, the following relevant characteristics emerge from the Appraisal (pp. 43-49):

- the largely undeveloped character of the sub-area when compared to the areas West of Seymer Road, which forms a significant boundary; this reflects presumably topographical constraints, but also the strategic suitability of the Point for coastguard, maritime and military uses;
- the irregular pattern of buildings, with mixed density though mostly retaining rectilinear plan-forms;
- views towards, from and across the area from various vantage points;
- the mixed architectural style, but with the 'strong impression' of the 'simple yet bold forms of *Marine Villas an Coastguard Cottages*', which suggest a 'suitability of minimalist modern architecture' (p. 48);
- consistency of materials, such as concrete and stucco/render for walls, slate for roofs, brick for chimneys, clear pane or sash windows, few of which are historical.

15.4 The proposals, insofar as they affect a positive contributor and result in external changes to the building, are not considered to be detrimental to the identified relevant elements of character and appearance of the Conservation Area which define its special interest.

15.5 The proposals do not result in additional development which alter the character of the sub-area, nor change the rectilinear form of the plot, nor introduce materials or forms which are inconsistent with those identified in the Appraisal as characteristic of the sub-area, nor affect the views towards, through and from the sub-area. The introduction of modern design elements to the front elevation and on the plot generally are thought to be consistent with the suitability of the sub-area for additions of this sort. For these reasons, it is considered that the proposals will result in no harm to the significance of the Conservation Area as a designated heritage asset.

b) Impact on the terrace as a non-designated heritage asset

15.6 The cottages were considered for listing by Historic England earlier this year under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for their special architectural or historic interest. On 30th April 2021 a decision was issued confirming that the assets do not meet the criteria for listing. The report considered the value of the buildings as a terrace and the group value with the watch house and remains of Second World War defences but concluded that *'the properties have been heavily altered and do not retain the integrity required for national listing'*.

15.7 The historic significance of the terrace maybe summarised as follows, based on the categories within HE's Local Heritage Listing (2nd edn, 2021):

- **architectural interest** as an example of early 19th-century terrace of coastguard cottages which, though altered and extended, retain an appreciable symmetry of form and fenestration;
- **historic interest** owing to their ability to illustrate their original use as coastguard cottages, but also their wider illustration of the practice of constructing coastguard stations for the prevention of smuggling and attending to shipwrecks which followed on from the foundation of the Coast Guard in 1822. The cottages also have a likely historical association with William Moreton Pitt (1754-1836) who seems to have financed their construction in a style which echoed that of buildings forming part of his development of Swanage as a resort (e.g. Marine Villas);
- aspects of **setting**, which contribute to this significance include:
 - its spatial and functional relationship with the shore, which defines the purpose and location of the asset;
 - its historical functional relationship with the Old Watch House and the old lifeboat station, whose historic or current functions are complementary with those which define the asset;
- the **positive contribution** defined by the CA Appraisal is the terrace's 'attractiveness' and interesting outbuildings, but, perhaps more importantly, its reflection of the 'tone set by Pitt.'

15.8 For the above reasons the terrace is considered to be a non-designated heritage asset. Paragraph 203 of the NPPF requires that *'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'*

15.9 The proposals, though resulting in change to the heritage asset, do not materially harm its significance as outlined above and in fact lend a gentle benefit by restoring

the symmetry with No. 8 and so reinforcing the noted symmetry of the terrace. The proposals will not affect the ability to understand or appreciate the terrace as a row of coastguard cottages, nor affect the historical associations which contribute to its significance. Similarly, the aspects of setting which contribute to its significance will not be affected, as the works are contained within the plot and do not change the identified relationships. For these reasons, it is considered that the proposals will result in no harm to the significance of the Old Coastguard Cottages as a non-designated heritage asset.

Summary- impact on heritage assets

- 15.10 The proposals are not considered to result in harm to the Conservation Area or the historic significance of the terrace as a non-designated heritage asset. The proposal therefore accords with policies LHH and D of the Purbeck Local Plan, Chapter 16 of the NPPF and policy STCD of the Swanage Local Plan which requires that development proposals be sympathetic to the historical and vernacular context of the area.

Impact on the Dorset AONB

- 15.11 The site is located in a prominent position in the Dorset AONB on the edge of Swanage Bay. However, it is also located within an area of development which extends around the bay including a mixture of residential development, boat stores and the RNLI lifeboat station.
- 15.12 Neighbours have raised concerns in relation to the rear glazed link and potential light pollution. Officers acknowledge that the dark night skies are a special quality identified in the AONB Management Plan, and there is potential for an increase in light pollution into the night skies and for neighbouring residents as a result of the proposal. However, it is considered that given the domestic scale of the proposal and the screening offered by adjoining buildings, the potential for light spillage from the glazed link could be appropriately mitigated through the use of carefully located lighting and a motion sensor or timer on light sources serving the link. Additional lighting details can be secured by means of a condition on the decision notice (condition no. 6).
- 15.13 Subject to a lighting condition the proposed development is considered to accord with Policy LHH of Purbeck Local Plan 2012.

Impact on neighbouring amenity

- 15.14 There are residential properties to the west and east of the site. Due to the unique circumstances of the site, including a range of shared pedestrian and vehicular private accesses to the front, rear and side of the dwellings, the raised rear gardens and outhouses, and the raised level of the access road to the rear (south), it is noted that there is already a high level of mutual overlooking between properties around the application site.

- 15.15 To the west of no. 1 is the Old Watch House. There are two first floor windows on the east elevation of the Old Watch House which look out onto the front garden on no. 1 which appear to serve habitable rooms, along with a small entrance porch window. There is also a side facing window to the rear of the property which looks onto the shared steps and the rear amenity areas of the row of terraced properties. It is considered that the proposed first floor bay window on the north elevation of the dwelling would result in window to window overlooking with the side facing windows of The Old Watch House. However, a distance of approx. 3m would be retained to the boundary of no. 1 and then a further distance of approx. 4m to the side facing windows.
- 15.16 The Purbeck Design Guide advises a minimum distance of 21m between buildings on similar levels with windows facing back to back. However, it is noted that the distance can be reduce according to specific cases and where there would not be a significant loss of neighbouring privacy. For example, areas of established high density.
- 15.17 Whilst it is accepted that the no. 1 is located in an area of relatively high density along the sea front, and that there is also a shared private access way between the two properties, the distance of approx. 7m between the windows is considered to be particularly close and is considered to result in a harmful impact on the occupiers of both properties in terms of loss of privacy. However, it is considered that the impact could be sufficiently addressed by securing the installation of obscure glazing and a fixed shut opening for the west glazing panel only which would prevent any direct overlooking and loss of privacy. This can be dealt with by way of a condition (no.7).
- 15.18 Given the existing level of mutual overlooking at the rear of both properties, impacts in terms of loss of privacy arising from the converted outbuilding and glazed link are not considered to be significantly more harmful than could currently be experienced by occupiers of the Old Watch House and are therefore considered to be acceptable. A number of new windows are proposed to be installed on the side (west elevation) of no. 1 which would look onto the rear side elevation of the Old Watch House. This rear section of the side elevation forms a blank façade and impacts are considered to be acceptable.
- 15.19 The other neighbouring property most impacted by the proposals is 2 Old Coastguard Cottages, to the east of the site. The proposed bay window extension would result in overlooking of the front garden serving this property however, this is not considered to be significantly more harmful in terms of loss of privacy than currently experienced by windows on the north elevation of no. 1. The side glazing of the bay window would provide for oblique views towards the north facing lounge window at ground floor level and bedroom window at first floor level. At ground floor level, a 1.8m high close boarded fence panel has been erected on the boundary to provide privacy to both properties and this would prevent any future harmful impacts in terms of loss of privacy to no. 2. At first floor level, despite the oblique views towards the bedroom window, it is considered that the bay window introduces a new loss of privacy which is not currently experienced by the occupiers of no. 2. However, as with the Old Watch House, this can also be dealt with by way of an

obscure glazing and fixed shut condition on the decision which would be limited to the east glazing panel only and restrict views to the north (condition no.7).

- 15.20 The proposed glazing on the conversion of the outbuilding looks directly onto the host property with only oblique views towards number 2. Impacts in terms of loss of privacy are not therefore considered to be any worse than existing mutual levels experienced by use of the outhouses and gardens to the rear of the terraced properties.
- 15.21 Impacts in terms of loss of privacy and overlooking as a result of the fully glazed link between the main house and the outbuilding have been fully considered. This is a completely new addition and has potential to harmfully impact on the privacy of the neighbours. Officers have fully considered the existing levels of mutual overlooking from the raised rear gardens, garden access steps, garden outbuildings, Peveril Point Road, the shared private access steps between no. 1 and Old Watch House, and the access to all of the terraced properties located between the rear elevations and the gardens. Given the high level of overlooking currently experienced by the properties, both mutual and from Peveril Point Road, it is considered that the installation of the glazed link would not result in any additional harmful impacts that would be so significant as to recommend refusal of the proposal. At pre-application stage, the case officer recommended that the eastern elevation of the glazed link be obscure glazed to minimise any additional loss of privacy. However, having fully considered this option, Officers do not consider that it would be reasonable to require the alteration as part of the current application due to the high levels of overlooking and impact on privacy currently experienced, and also due to the negative impact this would have on the light weight appearance of the structure and retained views to the rear of the terrace.
- 15.22 On this basis, and having fully considered the existing levels of overlooking and impact on privacy experienced by the cottages, it is not considered that the proposed glass link would result in an additional level of harmful impact on neighbouring amenity that would be so significant as to justify refusal of the proposal.
- 15.23 The proposed development is therefore considered to be acceptable in terms of impacts on neighbouring amenity subject to the conditions detailed above and in accordance with Policy D of the Purbeck Local Plan 2012.
- 15.24 Neighbour comments have raised a number of other concerns in relation to the proposed development. A number of the key issues raised are summarised with an officer response in the table below:

Issue	Case Officer Response
Noise from use of glass walkway and rain hitting glass	The level of noise resulting from use of the walkway is considered to be acceptable as associated with the residential use of the property. Noise from rain hitting the glass walkway is not considered to be

	significantly different to that resulting from rain on other built form.
Impeded right of access to rear of terraces as a result of the glass walkway	<p>This is a private issue to be addressed between the applicants (who have confirmed full ownership of the application site) and the neighbours who have a right of access to the rear of the properties.</p> <p>The walkway (as detailed on the cross-section drawings) will be sited just above existing service pipes / wiring and is not considered to result in any additional harmful impact in terms of accessibility or equality issues.</p>
Glass walkway may create wind barrier effects with strong destructive winds channelled down the rear of the properties – would there be any recourse against the Council?	This is not a material planning consideration.
Access for works will impact on road to rear and cause disruption	A Construction Environment Management Plan for the construction phase will be secured by condition and will require details such as access, storage of materials, car parking for contractors, noise, dust etc to be approved by the Council.
Increased bedrooms in dwelling will have impact on parking	The dwelling in its current form could be occupied by any number of residents over which the Council has no control.
Works have already commenced at the property	Works that have already commenced at the property have been investigated by the Council's Enforcement Officer and are considered to form permitted development rights for householders.

Proximity to the coast, land stability and drainage

- 15.41 The site is adjacent to the coast. The Shoreline Management Plan states that the current policy for the coast to the north of the property is to hold the line (maintain the current defences). However, to the south and west, the policy is for a managed realignment. Policy CE of the Purbeck Local Plan 2012 is relevant to the proposal. This requires that new development is not at risk of subsidence or aggravating existing coastal instability. For new development within 400m of the coastline (within the no-water Discharge Consultation Zone) that has the potential to impact upon surface water and / or groundwater drainage, it is required that applicants

demonstrate how water can be discharged without having an impact on the ground stability of nearby cliffs.

- 15.42 Neighbours have raised concerns in relation to ground stability, drainage, potential subsidence, and the cutting into the existing ground levels. Consultation on the coastal location, land stability and land drainage has taken place with both the Council's Drainage Engineer and Land Engineer. The Drainage Engineer has confirmed no objection to the proposal on the basis that the proposed development will not increase the impermeable area to an extent that there will be increased flood risk on site or elsewhere.
- 15.43 The Land Engineer has confirmed that the Shoreline Management Plan (SMP) policy to the north is to hold the line longer-term, provided funding is available to do so. To the south, the SMP policy is confirmed as one of managed realignment moving towards no active intervention. It is acknowledged that there is an erosion risk to the south and that the site could potentially be impacted in the medium to longer term by increased coastal erosion (as acknowledged in the Draft proposed Coastal Change Management Area for Swanage that is part of the Draft Purbeck Local Plan). On this basis, the Engineer requested the submission of a Ground Stability Report given the coastal erosion risk and the fact that there are some excavation works proposed to reduce ground levels. The Engineer required that the report demonstrate that the proposals do not increase the landslip risk to the property or neighbouring properties. However, it was also noted that given the expected timing of the risk and nature of the proposals which primarily involve extending the existing outbuilding and linking it to the main house along with other aesthetic alterations, the development can be considered as more acceptable as opposed to constructing new residential development at this location.
- 15.44 A Ground Stability Report and Structural Design Certificate have been submitted and reviewed by the Land Engineer who has no objection to the proposals subject to the recommendations within the report being followed. The Engineer confirms that there are no existing signs of instability and additional loadings should not be excessive. A Structural Engineer has been involved in the retaining wall and foundation design and has noted that these will be subject of Building Control Regulations. On this basis, impacts in land stability and coastal erosion are considered to be acceptable subject to a suitably worded condition on the decision. (condition no. 4)
- 15.45 The Land Engineer also noted that surface water should be discharged to a piped drainage system and not to soakaway given the known issues with ground/surface water causing slope instability problems in the area. As noted above, the Drainage Engineer has considered the proposal and considers that the minimal increase in impermeable area would result in increased flood risk from surface water drainage. However, a condition can be included on the decision to ensure that no soakaway is used as part of the scheme (condition 5). Impacts in terms of flood risk and drainage are therefore considered to be acceptable in accordance with Policy FR of the Purbeck Local Plan 2012.
- 15.46 Comments have also been raised by neighbours in relation to excavation works on the boundary and other boundary related issues. Such issues can be dealt with

through the Party Wall Act as opposed to the planning process and an informative note can be included on the decision notice in this respect.

Other issues- conditions

- 15.47 Officers have considered whether it would be appropriate to impose a condition requiring the use of timber for the window frames but as permitted development rights allow the use of alternative finishes providing a similar visual appearance is retained in terms of shape, colour and size of frames, it has been judged unreasonable to do so. Instead condition 8 allows the use of either black painted softwood or black powder coated alloy but requires insets to match existing to maintain the historic character.

16.0 Conclusion

For the reasons set out above the proposal is considered to accord with national and local planning policies and therefore approval is recommended subject to the conditions as set out below.

17.0 Recommendation

To grant planning permission subject to the following conditions:

Recommendation: Approve subject to the following conditions:

1. The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.

Reason: This condition is required to be imposed by Section 91 of the Town and Country Planning Act 1990 (as amended).

2. The development hereby permitted shall be carried out in accordance with the following approved plans: Site and Location Plans PL01, Proposed Elevations PL06/A, Proposed Ground and First Floor Plans PL04, and Proposed Second Floor and Roof Plans PL05, Proposed Plans PL10.

Reason: For the avoidance of doubt and in the interests of proper planning.

3. Before any groundworks commence, a Construction Management Plan (CMP) must be submitted to and approved in writing by the Council. The CMP must include:

- . the parking of vehicles of site operatives and visitors
- . loading and unloading of plant and materials
- . storage of plant and materials used in constructing the development
- . dust, noise and vibration suppression
- . site safety and security

- delivery, demolition, construction and working hours.

The approved Construction Management Plan shall be adhered to throughout the construction period for the development.

Reason: To minimise the likely impact of the proposed development on the amenity of neighbouring properties and users of Peveril Point Road.

4. All groundworks must be undertaken in accordance with the submitted Ground / Slope Stability Report by B E Willis Partnership Limited, Structural Design Certificate Ref: BEW JCL 2021.482 dated 3rd August by B E Willis Partnership Limited, Site Location Plan and Cliffe Section 2021.482.01 dated July 2021 (all received on 3rd August 2021) and the recommendations contained therein.

Reason: In the interest of protecting the site from issues relating to land instability.

5. All surface water from the development hereby approved shall be discharged to a piped drainage system and not to a soakaway.

Reason: In the interests of ground stability.

6. No lighting shall be installed in the glazed link until details of the lighting scheme have been submitted to and agreed in writing by the Local Planning Authority. Thereafter the lighting scheme shall be installed operated and maintained in accordance with the agreed details for the lifetime of the development.

Reason: To protect the character of the Dorset AONB, visual amenities and avoid nuisance to adjoining properties.

7. The first-floor bay window side glass panes (east and west) must be glazed with obscure glass to a minimum Pilkington privacy level 3 or equivalent and remain fixed shut. Thereafter the obscure glazing shall be retained in such condition for the lifetime of the development.

Reason: To safeguard the amenity and privacy of the occupiers of adjoining residential properties.

8. The materials to be used on the external faces of the development shall be in accordance with the details of proposed materials included in the planning application form dated 30/01/21 with the exception of the window frames which may be black painted softwood or black powder coated alloy. Window frames must be inset to match the original fenestration on the property.

Reason: To safeguard the character and appearance of the property within the Conservation Area.

Informative Notes:

1. Informative Note - The Council notes that the proposals involve significant excavation and alteration of land levels. It is the applicant / developer's responsibility to ensure that any excavations and subsequent retaining walls are structurally satisfactory to perform the desired function and the works do not affect the stability of the site itself or surrounding land.

2. The proposed works will involve significant excavation in close proximity to neighbouring properties and the works are likely to fall under the provisions of the Party Wall Act. If this is the case, procedures in relation to the Act must be followed. Further information can be found via the following links:
<https://www.gov.uk/party-walls-building-works> and
<https://www.gov.uk/guidance/party-wall-etc-act-1996-guidance>

3. Informative: National Planning Policy Framework Statement
In accordance with paragraph 38 of the NPPF the council, as local planning authority, takes a positive approach to development proposals and is focused on providing sustainable development.
The council works with applicants/agents in a positive and proactive manner by:
 - offering a pre-application advice service, and
 - as appropriate updating applications/agents of any issues that may arise in the processing of their application and where possible suggesting solutions.
In this case:
 - The applicant/agent was updated of any issues and provided with the opportunity to address issues identified by the case officer.
 - The applicant was provided with pre-application advice.