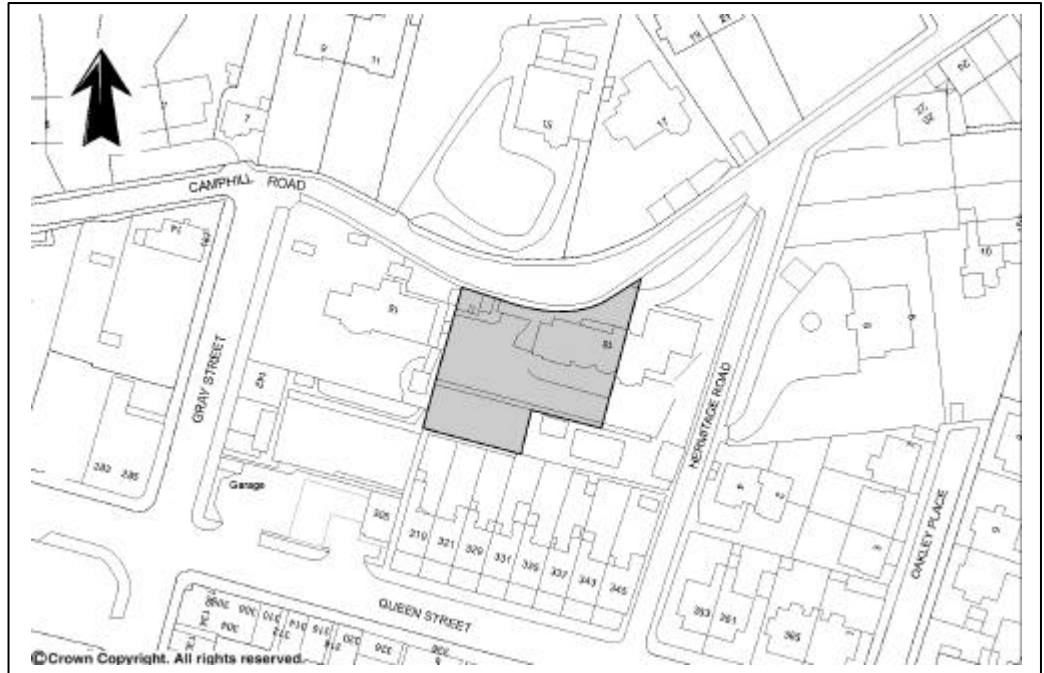


KEY INFORMATION**Ward** Broughty Ferry**Proposal**

Extension to upper & lower flats

AddressFlats C & D
18 Camphill Road
Broughty Ferry
Dundee
DD5 2JA**Applicant**E A Haddanou
Upper West, St Margarets
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DD5 2JA**Agent**G McNab
8 Riverside Place
Dundee
DD2 2QE**Registered** 1 December
2004**Case Officer** C Walker

Proposed Extension to Flatted Villa in Camphill Road

An extension to the upper and lower flats is **RECOMMENDED FOR REFUSAL**. Report by Director of Planning and Transportation

RECOMMENDATION

The proposed development fails to comply with the policies of the adopted and finalised Local Plans by reason of the siting, scale and finishing materials of the proposed extension. It also fails to meet the statutory duty to preserve the appearance of the Forthill Conservation Area. It is therefore recommended for **REFUSAL**.

SUMMARY OF REPORT

- Planning permission is sought to extend 2 flats, one above the other, with a composite two storey extension to the west of 18 Camphill Road, Broughty Ferry. The proposed extension is designed in a traditional manner in an attempt to match the original house. It is proposed to finish the walls in a smooth painted cement render and the roof in natural slate.
- 18 Camphill Road is a substantial stone villa subdivided into 6 flats and occupies a very prominent location in the Forthill Conservation Area, being visible from many vantage points to the south in central Broughty Ferry.
- Policies in the Adopted and Finalised Local Plans relating to the Protection of Amenity, Design Quality, Development in Garden Ground and Development in Conservation Areas are of relevance as is the statutory duty in the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 requiring that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of conservation areas.
- Three letters of objection were received from neighbouring residents and one from the Community Council stating concerns about the design, siting and finishing materials of the proposed extension in terms of its impact upon the conservation area and garden ground policies, impact on views across the conservation area, problems with parking at 18 Camphill Road, drainage difficulties within the existing building and the amenity of the proposed new development in terms of overlooking and overshadowing at the northern side.
- The proposed development fails to comply with the policies of the adopted and finalised Local Plans by reason of the siting, scale and finishing materials of the proposed extension. It also fails to meet the statutory duty to preserve the appearance of the Forthill Conservation Area.

DESCRIPTION OF PROPOSAL

Planning permission is sought to extend 2 flats, one above the other, with a composite two storey extension to the west of 18 Camphill Road, Broughty Ferry, Dundee.

The new extension would incorporate an existing small single storey extension (some 30 sq. metres footprint) providing an overall new footprint of just over 80 sq. metres. The total additional accommodation on both levels, excluding the existing ground floor extension, would be some 135 sq. metres. The extension would provide a kitchen and lounge or dining area for both flats permitting existing rooms to be converted to bedrooms.

This would effectively give each flat an extra bedroom and separate lounges and dining rooms. It would also provide direct access from the upper floor flat to the garden area by means of a new internal stair.

The proposed extension would be attached to the west elevation of 18 Camphill Road with a similar front (south) building line and a projecting bay window. On the north side the extension would be set back some 2 metres in line with the existing single storey extension.

The proposed extension is designed in a traditional manner in an attempt to match the original house. It is proposed to finish the walls in a smooth painted cement render and the roof in natural slate.

SITE DESCRIPTION

The application site comprises the upper and lower west flats and associated garden ground at St Margarets, 18 Camphill Road. St Margarets is located on the south side of Camphill Road and is to the west of the junction with Hermitage Road. It is a substantial stone villa subdivided into 6 flats and occupies a very prominent location, being visible from many vantage points to the south in central Broughty Ferry. There is a stone tower on the north elevation and a small brick single storey extension on its west elevation and the stone work on the west and north elevation of the 2 flats the subject of the current application has been painted white.

The main vehicular access is from the corner of Hermitage Road with Camphill Road. This private driveway slopes steeply down to a very restricted parking area. The upper floor flat the subject of the current application also has direct pedestrian access from Camphill Road via a small footbridge.

The garden ground to the south and west of the house is terraced and slopes from the north to the south. There is an outhouse in the north west corner of the site. To the west is a large detached villa. To the north are several large houses in substantial garden ground. To the south is a terrace of houses.

POLICY BACKGROUND

Dundee and Angus Structure Plan 2001-2016

There are no policies relevant to the determination of this application.



Dundee Local Plan 1998

The following policies are of relevance:

Policy H4 Protection of Amenity is of relevance and seeks to ensure that, amongst other matters, extensions do not use materials, style and form that are alien to the existing building.

Policy BE1 Design Quality is of relevance and seeks the highest standards of composition and design in all new development and its careful integration with its surroundings as regards scale, form, siting, alignment, materials and landscaping.

Policy BE4 Development in Garden Ground: this policy sets out the criteria for the consideration of proposals within grounds of existing houses and

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seeks to resist overdevelopment of these areas within the City.

Policy BE11 Development in Conservation Areas: this policy advises that within conservation areas all development proposals will be expected to complement and enhance the character of the surrounding area.

Dundee Urban Nature Conservation Subject Local Plan 1995

There are no policies relevant to the determination of this application.

Finalised Dundee Local Plan Review

The following policies are of relevance:

Policy 14 Alterations and Extensions to Houses is of relevance and sets out criteria for extensions including requirements that there is no adverse impact on the appearance of prominent elevations of the house and that the design and materials respect the character of the existing building.

Policy 15 Development in Garden Ground: this policy sets out the criteria for the consideration of developments in garden ground and highlights that the scope for acceptable new development in garden ground is limited.

Policy 61 Development in Conservation Areas: all development proposals will be expected to preserve or enhance the character of the surrounding area.

Scottish Planning Policies, Planning Advice Notes and Circulars

Section 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 advises that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of conservation areas.

Non Statutory Statements of Council Policy

There are no non statutory Council policies relevant to the determination of this application.

LOCAL AGENDA 21

Local Agenda Key Theme 15 is of relevance to the consideration of the application and seeks to ensure that diversity and local distinctiveness are valued and protected. It is considered that given the scale and siting of the proposed extension and the materials used that the aims of Key Theme 15 are not achieved.

SITE HISTORY

Planning Application (Outline) 03/00578/OUT: Erection of single storey house in garden ground to west of 18 Camphill Road, Broughty Ferry, Dundee. Withdrawn on 29 September 2003.

Planning Application (Outline) 04/00124/OUT: Erection of 2 storey house in garden ground to west of 18 Camphill Road, Broughty Ferry, Dundee. Withdrawn on 25th March 2004.

PUBLIC PARTICIPATION

The applicant carried out the statutory notification of neighbours and the application was advertised as affecting the setting of the conservation area.

In response three letters of objection were received from neighbouring residents. Their concerns relate to the design, siting and finishing materials of the proposed extension in terms of its impact upon the conservation area and garden ground policies, problems with parking at 18 Camphill Road, drainage difficulties within the existing building and the amenity of the proposed new development in terms of overlooking and overshadowing at the northern side.

Copies of the letters of objection are available in the Members' Lounges and are addressed in the Observations section of this report.

CONSULTATIONS

Broughty Ferry Community Council objected to the application because:

- 1 it would unbalance the façade of the original house,
- 2 the materials would not match the rest of the house
- 3 it will block the vista of the conservation area from the south and panoramic views over

Broughty Ferry and the Tay Estuary from Camphill Road.

No adverse comments were received from any other statutory consultees.

OBSERVATIONS

In accordance with the provisions of Section 25 of the Act the Committee is required to consider:

- a whether the proposals are consistent with the provisions of the development plan; and if not,
- b whether an exception to the provisions of the development plan is justified by other material considerations.

The Development Plan

The provisions of the development plan relevant to the determination of this application are specified in the Policy background section above.

Policy H4 seeks to ensure that, amongst other matters, extensions do not use materials, style and form that are alien to the existing building. In this case the existing building is a substantial and prominent stone and slate building which forms a dominant feature in the Forthill Conservation Area. Its principal south elevation has a symmetric appearance and it is considered that the form of the proposed extension would give the building an unbalanced appearance that would be highlighted by the use of a cement render finish against the original stonework. For these reasons it is considered that the form and finishing materials for the extension would be alien to the existing building contrary to Policy H4.

Built Environment Policy BE4 of the Dundee Local Plan 1998 seeks to ensure that certain areas throughout the City whose unique character is provided by villas set in large garden grounds with mature planting is maintained. Pressure from development has threatened to remove the character of these areas through over-development and the loss of trees. In order to protect the architectural appearance and landscaped features of such areas Policy BE4 sets out a range of criteria in which to consider applications.

Criteria (A) of BE4 requires proposals to be of a high quality design and use of materials appropriate to the surrounding area. While the design

attempts to reflect the detailing of the main house, it is considered that the use of a cement render finish on the walls and the scale and siting of the proposed extension will detract from the overall character and appearance of the original house.

Criteria (F) states that extensions exceeding 20% of the volume of the original building will not be acceptable unless designed in such a way as to appear independent and linked discreetly to the original house. In this case the volume of the original house has not been provided by the applicants but the plan area of the proposed extensions to the original house slightly exceed 20% of the plan area of the original house and the volume would appear to similarly exceed the 20% rule. The extension has not been designed to appear discreetly linked to the original house and has not been set back in a similar manner to the recessed bays to the west of the building.

Criteria (G) states that prominent frontages and elevations of particular architectural character should remain largely intact. In this case it is considered that the character and appearance of the principal south elevation of the building would be diminished by the proposed extension for the reasons previously stated (the proposed finishing materials and the siting and scale of the extension).

The proposal is considered to be contrary to criteria (A) and (G) of Policy BE4.

Built Environment Policy BE1 seeks to encourage the highest standards of composition and design in all new developments. As already indicated above it is considered that the siting, scale and proposed finishing materials for the extension fail to meet these standards.

The proposed development is located within the Forthill Conservation Area and as such Policy BE11 applies. This Policy seeks to ensure that all developments complement and enhance the character of the surrounding area. This part of the Forthill Conservation Area is generally characterised by large traditional houses within large garden grounds. It is considered that to approve this extension would detrimentally affect the character of this part of the conservation area due to its siting, scale and proposed finishing materials.

It is concluded from the foregoing that the proposal does not comply with the provisions of the development plan.

Other Material Considerations

The other material considerations to be taken into account are as follows:

(A) The Finalised Dundee Local Plan Review:

Policy 14 sets out criteria for extensions including requirements that there is no adverse impact on the appearance of prominent elevations of the house and that the design and materials respect the character of the existing building. This wording is similar to that of Policy H4 of the adopted Local Plan and for the same reasons it is considered that the proposed development contravenes Policy 14.

Policy 15 on development in Garden Ground sets out similar criteria to Built Environment Policy BE4 of the Dundee Local Plan 1998. For the same reasons it is considered that the proposed development contravenes subsections (a) and (f) of Policy 14.

Policy 61 on development in Conservation Areas sets out similar criteria to Policy BE11 of the Dundee Local Plan 1998. It is considered for the reasons already set out in the consideration against Policy BE11 that the proposal is not in accordance with Policy 61 of the Finalised Dundee Local Plan Review.

(B) Objections from Residents and the Community Council

Their concerns of the objectors relating to the design, siting and finishing materials of the proposed extension in terms of its impact upon the conservation area and garden ground policies have already been addressed in the consideration of this application against the policies of the adopted Local Plan. Further concerns are stated about parking at 18 Camphill Road, drainage difficulties within the existing building and the amenity of the proposed new development in terms of overlooking and overshadowing at the northern side.

Parking facilities at 18 Camphill Road are extremely limited. The existing driveway is steep, the access point is poor and there are no formal turning facilities. Although the proposed development does not create new dwelling units, it substantially extends

2 existing units whereby it would not be unreasonable to assume that an increased parking demand would be created. However it is not considered that the increase in parking demand would be such as to justify a refusal of planning permission on that ground alone. The concerns about drainage difficulties have not been elaborated upon, but there is no reason to assume that this extension could not be constructed in a satisfactory manner. Finally although the north elevation of the proposed would be close to Camphill Road, its principal aspect faces south and there are substantial windows proposed on the west elevation. In addition kitchen and utility rooms are proposed on the north elevation. In these circumstances any overshadowing or overlooking of these rooms is unlikely to be a problem.

Broughty Ferry Community Council objected to the application. Their concerns that it would unbalance the façade of the original house and that the materials would not match the rest of the house have already been addressed in the consideration of this application against the policies of the adopted Local Plan. Their further concerns that it would block the vista of the conservation area from the south and panoramic views over Broughty Ferry and the Tay Estuary from Camphill Road are accepted insofar as it is considered that the proposed extension would form a discordant feature on this very prominent building which is visible from many vantage points. However it is not accepted that the proposed development would block important views across the conservation area.

(C) The Statutory duty set out in Section 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997

This requires the Council to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. In this case it is considered that for the reasons stated above, the proposed extension would detract from the appearance of the Forthill Conservation Area.

(D) The Memorandum of Guidance on Listed Buildings and Conservation Areas and NPPG 18: Planning and the Historic Environment.

These expressions of Government policy seek to ensure that new development in Conservation Areas is well designed, respects the character of the area and contributes to its enhancement. Special regard should be paid to such matters as scale, bulk, height, materials, colour, vertical or horizontal emphasis and detailed design. It is considered that the proposed development is contrary to this Guidance.

It is concluded from the foregoing that the material considerations all weigh against the granting of planning permission.

Design

The proposed extension is designed in a traditional manner in an attempt to match the original house. It is proposed to finish the walls in a smooth painted cement render and the roof in natural slate. However the use of a smooth render will jar with the stone walls of the building, particularly on the prominent southern elevation. In addition the erection of a 2 storey extension at this location will give the principal elevation of the house an unbalanced effect.

CONCLUSION

The proposed development fails to comply with the policies of the adopted and finalised Local Plans by reason of the siting, scale and finishing materials of the proposed extension. It also fails to meet the statutory duty to preserve the appearance of the Forthill Conservation Area.

RECOMMENDATION

It is recommended that planning permission be REFUSED for the following reasons:-

Reasons

- 1 The proposed development contravenes Policy H4 of the adopted Dundee Local Plan 1998 by reason of the proposed finishing material for the walls and the scale and siting of the extension and there are no material considerations that would justify the approval of the application contrary to the Development Plan.
- 2 The proposed development contravenes Policy BE4 (A) and

(G) of the adopted Dundee Local Plan 1998 by reason of the scale, siting and proposed finishing materials and its impact on the principal south elevation of the original building and there are no material considerations that would justify the approval of the application contrary to the Development Plan.

- 3 The proposed development contravenes Policy BE11 of the adopted Dundee Local Plan 1998 by reason of the siting, scale and finishing material of the proposed extension and there are no material considerations that would justify the approval of the application contrary to the Development Plan.
- 4 The proposed development contravenes Policy 14 of the Finalised Dundee Local Plan Review by reason of the proposed finishing material for the walls and the scale and siting of the extension.
- 5 The proposed development contravenes Policy 15 (a) and (f) of the Finalised Dundee Local Plan Review by reason of the scale, siting and proposed finishing materials and its impact on the principal south elevation of the original building.
- 6 The proposed development contravenes Policy 61 of the Finalised Dundee Local Plan Review by reason of the siting, scale and finishing material of the proposed extension.
- 7 The proposed development fails to meet the statutory duty set out in Section 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act by reason of the siting, scale and finishing material of the proposed extension.