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Planning Statement

High Steps
Jerusalem Terrace
Hugh Town, St Marys
Isles of Scilly, TR21 0JH

Prepared on Behalf of: Steve Cowls

Project: 17932

Date: 30 Jan 2025

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Executive Summary

Evans Jones Ltd have been instructed by Mr Steve Cowls to submit an application to make alterations to a dwellinghouse roof, enlarging the front dormers and installing three rear dormer windows.

The application site is within the boundary of the Isles of Scilly Council.

The proposal is acceptable in principle complying with the relevant Development Plan policies. This statement has assessed all the other relevant planning considerations and found that the scheme is fully compliant with the Development Plan and other material policy considerations, including national policy and the pursuit of sustainable development.

1. INTRODUCTION

1.1 This Planning Statement is submitted in support of the full planning application seeking permission for making alterations to a dwellinghouse roof, enlarging the front dormers and installing three rear dormer windows.

1.2 This Statement sets out the main planning considerations and justifications for the scheme. In support of the application, this Statement demonstrates that the proposed scheme is acceptable in principle and expands upon issues relating to inter alia the potential character impact on the Conservation Area, the National Landscape and the setting of identified nearby Listed Buildings, in respect of appearance, including design and size, and the potential impact on neighbouring amenity.

1.3 The application submitted comprises the following plans and documents.

- Location Plan
 - Block Plan
 - High Steps- A2 Existing
 - High Steps- A2 Proposed.
 - Preliminary Ecology Assessment

2. SITE AND SURROUNDINGS

2.1 The application site is located at High Steps, Jerusalem Terrace

2.2 The site comprises a two storey house, and its plot including a sunroom outbuilding, a garage and lawn. This can be seen in Figure 1



Figure 1 - Site Location (taken from Google Maps)

2.3 The character of the immediate area is residential within the urban area of Hugh Town.

2.4 The site is in within the Scilly Isles National Landscape, and Conservation Area.

2.5 This property faces Jerusalem Terrace, Hugh Town, Jerusalem Terrace runs between The Bank, and Garrison Lane. The Application site has an access and garage off Garrison Lane, though the house is not visible from there. It is a small two-storey house, with existing front dormers.

2.6 At this part of Hugh Town, small scale commercial buildings and rows of houses generally follow the contours of the raked topography. The land rises from the western end of Town Beach to Garrison Hill, and similarly rounding the coast there is a rise from Porth Arlo beach up to the hill.

2.7 The site is roughly centrally positioned on the hillside between Atlantic Slip on Town

Beach, and a bastion of Star Castle south of Garrison Gate on Garrison Hill. The existing Application site frontage is visible from the Old Harbour wall, looking south-west, as a small insignificant part of the built up continuum within a wide vista of Hugh Town. The Application house is the third tier up out of five from Town Beach frontages up to the Garrison Cottage and Guard House at the garrison. The Application house frontage may also be partially glimpsed obliquely from the junction of Garrison Hill with Jerusalem Terrace. Its rear roof slope may be partially glimpsed past a two-storey house on Garrison Lane from that bastion viewing point looking east.

- 2.8 Topographic map data show the Jerusalem Terrace frontage to be at 10-11m elevation, and the Application building standing on a terraced area at around 13m elevation, whereas the Garrison Lane access is at 15m, and the bastion viewing area is at 18m elevation. The adjacent house frontages on Garrison Hill are at around 11-12m elevation.
- 2.9 The Application site forms a small part of the setting of several listed buildings, to the extent that it is one of several C20th or more recent buildings that forms part of the wider urban scene visible from the Old Harbour wall. It is also part of the background when viewing 3 Garrison Hill from some viewpoints on that road.
- 2.10 The post medieval defensive structures including the curtain wall and the nearby defensive structure of the garrison viewing point are a Scheduled Monument (List number 1018370) and The Outer Walls and Gateway are also a Grade I Listed Building (List number 1291751). The foreground to the view of the Application site from the Old Harbour wall also includes listed buildings, on Hugh Street and The Bank, including: the Grade II Dolphin Cottage and House (List number 1328844), the Grade II The Anchorage (List number 1328826), and the Grade II Crows Nest / The Cabin / The Forecastle (List number 1141183) at Hugh Street, and the Grade II The Atlantic Hotel (List number 1141220), and the Grade II Port Light / Starboard Light at The Bank.
- 2.11 In this context the application building has a neutral impact on the Conservation Area and the setting of nearby Listed Buildings and the Scheduled Monument, being a small contemporary building within a wider mixed townscape.
- 2.12 Turning to terms of the immediate context for the site, to the north of the site is land

related to a sub-station, and two attached dwellings on Garrison Hill, the rear elevations to which faces the north side of the site. One of which, “Syllorca”, 3 Garrison Hill, a Grade II Listed Building (List number 1291851), is a three storey late C18th dwelling, rubble walled and with a raised scantle roofed with hipped rear dormers. Attached to “Syllorca”, 5 Garrison Hill is a two-storey dwelling with front and rear hipped dormers.

- 2.13 The two storey house, “Doctor’s Keys”, 30 Garrison Lane is adjacent to the site. It stands to the north of the Application site’s access, garage and lawn, and north-west of the Application house. It has rear windows including dormer windows facing east-north-east, looking past and obliquely to the rear of the Application building. The Application property’s outbuilding stands to the north-west within the site, in between the host house and the rear elevation windows to 30 Garrison Lane. The only potentially affected habitable room is a living room on the ground floor, which has one centrally positioned window and a patio door on the northern side of the rear elevation – this room also has one east facing and two north facing windows. There is also a centrally located balcony at first floor level that is accessed from a study lobby that leads to a bedroom. Both bedrooms and a dining room have windows facing away from the Application site to the sides and towards the Garrison.
- 2.14 Garrison Lane is in Flood Zone 1 and has a low probability of flooding from rivers and the sea.

3. DEVELOPMENT PROPOSAL

3.1 The application seeks planning permission to make alterations to a dwellinghouse roof, enlarging the front dormers and installing three rear dormer windows. The proposed site layout is shown below in Figure 2.

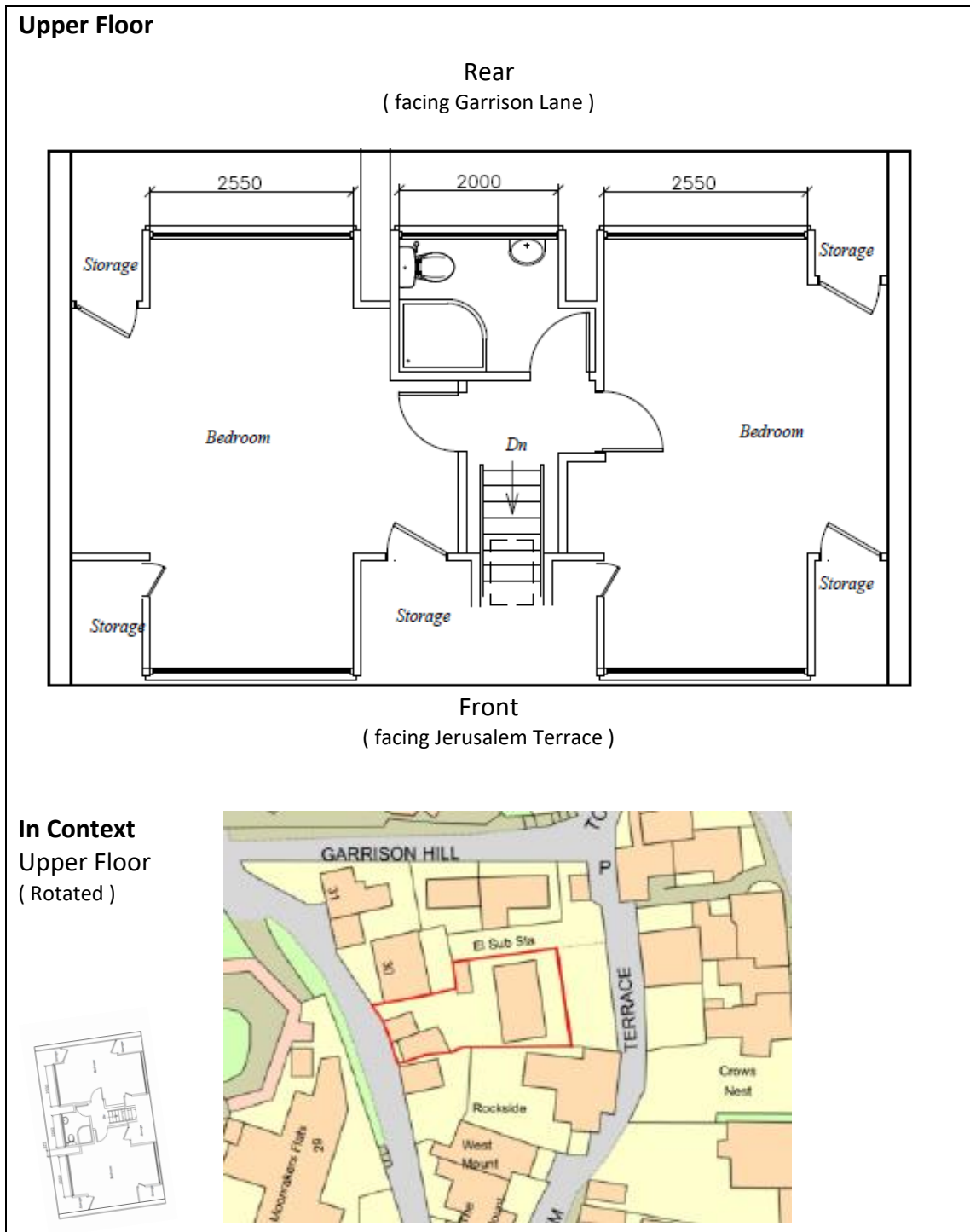


Figure 2 - Proposed Site Layout (extracted from submitted plans)

3.2 The application proposes installed enlarged dormers to the front of the roof and three

dormers to the rear of the roof.

- 3.3 These dormers would provide views for two bedrooms, with dual aspect, and for a new shower-room to the rear.

4. PLANNING HISTORY

- 4.1 The application building is a C20th small house with dormer windows. It is visible in the 1987 aerial photograph in the Hugh Town Urban Survey (2003).
- 4.2 The adjacent listed Garrison Hill house has had roof alterations, and an additional house erected beside it.

5. PLANNING POLICY CONTEXT

5.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that planning decisions should be made in accordance with the Development Plan, unless material considerations indicate otherwise.

The Development Plan

5.2 The Development Plan policy context for the site and the surrounding area is provided by the Isles of Scilly Local Plan (2021)

5.3 The policies that are of relevance to this application are:

- SS1 Principles of Sustainable Development
 - a) Development should conserve the built and historic environment
- SS2 (1) Sustainable Quality Design and Place-Making
 - High-quality sustainable design is required,
 - a) respecting local character, and
 - d) safeguarding amenity including potential privacy, overlooking, overshadowing and overbearing impacts
- SS2 (2) Sustainable Quality Design and Place-Making
 - The development should be sustainable including energy efficient
- OE1 Protecting and enhancing the landscape and seascape
- OE7 Development affecting Heritage
 - 5) development within the Conservation Area must preserve or enhance the character or appearance of the area and its setting, including
 - b) ii. In its form, scale, size and massing and materials
- LC8 Replacement Dwellings and Residential Extensions, Alterations and Ancillary Accommodation
 - The alteration, enlargement, replacement or substantial rebuilding of a lawful dwelling will be supported subject to compliance with Council requirements

National Planning Policy Framework

- 5.1 The National Planning Policy Framework (The Framework) was revised on 12th December 2024. The Framework sets out the Government’s economic, environmental and social planning policies for England and details how these are expected to be applied. It is, in itself, a material consideration in planning decisions.
- 5.2 The Framework states that the purpose of the planning system is to contribute to the achievement of sustainable development, which can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development. This means *“approving development proposals that accord with an up-to-date Development Plan without delay” or “where there are no relevant Development Plan policies, or the policies which are most important for determining the application are out of date, granting permission unless: i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework as a whole.”*
- 5.3 Paragraph 231 of the Framework advises that the policies within the Framework are material considerations which should be taken into account in dealing with applications from the day of its publication.
- 5.4 Paragraph 232 of the Framework advises that existing policies should not be considered out-of-date simply because they were adopted or made prior to publication. Due weight should be given to them, according to their degree of consistency with the Framework and that the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given.
- 5.5 Section 12 of the Framework provides context to design within planning. Paragraph 131 states *“The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live*

and work and helps make development acceptable to communities.”

Other Material Policy Consideration

5.6 Outside of the Development Plan and the Framework, there are other material policy considerations that need to be discussed in relation to this development. In this case, the other material policy considerations are:

- **Conservation Area Character Statement SPG (Draft, 2015)**

This identifies Hugh Town, St Mary’s as a character area within the Conservation Area. It describes this urban settlement, with suburban form hinterland having detached buildings on small plots. The view from the Garrison across rooftops to St Mary’s Harbour, to which the Application site contributes in small part, is considered important. The view looking back from the end of the quay wall to the beach (with its Hugh Town backdrop) is also identified as significant.

The Statements also confirms however, that “much of the development on the St Mary’s and particularly in Hugh Town ... is now often considered unsympathetic to the traditions of the island” in its styles, materiality and detailing.

- **The Isles of Scilly Design Guide (2006)**

This seeks to protect the special character of heritage buildings, their settings and the Conservation Area with guidance including on generally encouraged roof forms and dormers.

- **Cornwall and Scilly Urban Survey: Hugh Town (2003), Cornwall County Council & English Heritage, and others**

This identifies a Conservation Area sub-character area (7) comprising Garrison Lane, Garrison Hill and Jerusalem Terrace, an area of historic expansion from the core of the town. This area includes both historic houses in coursed granite rubble, as well as C20th infilling and developments.

The two major landmark buildings in this area are the Wesleyan Chapel, and the Garrison Gate and adjoining battery platform and curtain walling. The former building is unaffected by the proposal. The battery platform allows glimpse views of

the application site, and the application site also forms a small part of the foreground from some distant glimpse views of the walling. The assessment of the Grade I listed Garrison (9) identifies the existing diminution of the potential visual impact and skyline presence of the Garrison wall by C20th dwellings particularly those immediately adjacent to and within the wall. The application would not materially alter this impact.

- **Isles of Scilly Landscape Assessment and Management Strategy**

This describes topography and landscape in relation to the sea, natural processes and farming practice. It also identifies significant views including from high points and coastal vantage points.

- **Article 4 Direction 1995**

This removes any permitted development right to make alterations to the roof or change windows or doors without express planning permission.

Appropriate Weight

- 5.7 Regarding the weight that is given, Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that, determination of applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise. In this instance, full weight is given to the Isles of Scilly Local Plan (2021) as they form the Development Plan.
- 5.8 As it forms the basis of Government policy for planning applications, substantial weight should be given to the policies of the Framework.
- 5.9 Since they do not form part of the Development Plan, limited weight can be given to the aforementioned SPDs/SPGs. However, they are material considerations and should not be overlooked.

6. PLANNING CONSIDERATIONS

6.1 Having regard for the proposed development; the sites planning history; the relevant planning policy context; and all other material issues; the main planning considerations for the determination of this application relate to

- the potential character impact on the Conservation Area, the National Landscape and the setting of identified nearby Listed Buildings, in respect of appearance, including design and size, and
- the potential impact on neighbouring amenity.

Principle of Development

6.2 The main policy considerations relating to the principle of development are set out by SS1 and LC8, which indicates that sustainable development proposals that conserve and enhance the environment will be permitted, provided other criteria are satisfied.

6.3 Paragraph 8 of the Framework sets out the overarching objectives of sustainable development. In this application, an economic objective would be served by the development construction requiring employment of local tradespeople.

6.4 LC8(1) states that the alteration, enlargement, replacement or substantial rebuilding of a lawful dwelling will be supported subject to compliance with the following:

- a) The size, siting and design, as well as use of materials would not be more visually intrusive in the landscape or have a harmful impact upon the amenity of neighbouring properties.
- b) Where a proposal results in an increase in size of the original dwelling, this should meet, and be no greater than 30% above as a maximum, the minimum standards set out in the Nationally Described Space Standards.

6.5 Sections LC8(2) and LC8(3) are not of relevant to this application as the development will not provide new self-contained holiday accommodation and will not increase the number of bedrooms.

Assessment

6.6 The two main issues, character impact and amenity impact, will now be addressed.

Potential Character Impact: Appearance, including Design and Size

6.7 It is necessary to assess the potential for the Application to impact the special character of the Conservation Area, the setting of adjacent and nearby Listed Buildings including the Garrison and the National Landscape.

6.8 The Application house is of its time; a small C20th house with a simple modern style in render with roof slates, with large windows, overlooking the harbour.

6.9 The proposal would enlarge the front dormers and introduce rear dormers, but this would little alter the impact of the Application house in its town context. The Design Guide (2006) expresses preference for dormers to avoid making a cluttered, boxy roofscape. It discourages front and rear dormers on heritage buildings or where they would impact the heritage setting. However, the nature of the built up setting for the Application site constrains the viewpoints of this building from a public place to front and only glimpsed rear views, except for a non-significant oblique view from the junction of Garrison Hill with Jerusalem Terrace from which the rear dormers would not be intrusive, if visible. This combined with the set away from the edges of the roof plane front and back means that the proposed new and extended dormers would not be visible together in profile. The proposed dormers would be set within the front and rear roof planes and would be proportionately satisfactory for this small contemporary building.

6.10 As the application is solely for the addition of dormer windows, there will be no increase to the number of bedrooms, floors, usable floor space or footprint of the original dwelling. Therefore, LC8(1) b) is not applicable to this application.

6.11 The proposal would be finished in an appropriate (Spanish) slate roofing material, with a slate hung finish to the face of the front dormers and horizontal timber effect cheeks and rear dormer cladding, there would also be grey GRP fascia boarding to the dormers, colour matched to the blend with the slate. This would reinforce local character and identity in accordance with SS2(1 a) and LC8(1).

- 6.12 The main frontage elevation is the most visible, being seen from a relatively distant view from the harbour wall in the context of other modern buildings and within the large sweeping continuum of town visible from the harbour.
- 6.13 While this is a significant view in the conservation area, the proposal would only be a small element that blends into observed mass of middle ground contemporary buildings, in a wide view. This significant view is dotted with historic and listed buildings particularly along the sea front and the Garrison on the hill, but there is substantial contemporary infill. The Application building is visible though not prominent in this significant view. The proposed change would replace two dormers on a contemporary building with two different slightly larger dormers. In the context of the significant view from harbour wall to the Garrison hill, from the perspective of the Conservation Area and identified Listed Buildings settings the change would be slight, and the overall impact of this would be neutral.
- 6.14 The Application house is also visible obliquely from the junction of Garrison Hill and Jerusalem Terrace; this is neither a significant view nor would the proposal viewed from this location have any material impact on the setting of the Listed Building on Garrison Hill or the Conservation Area.
- 6.15 The Application proposal's southernmost rear dormer would be glimpsed as part of the roofscapes visible from the Garrison viewing area. This would be a small change to an insignificant part of an important wider view from Garrison to Harbour. This proposed change would have no impact on the special character of the Conservation Area and Listed Building's settings.
- 6.16 The proposal would not dominate or interrupt any important public views, key landmark buildings or other significant features, in accordance with the expectations of SS2 (1 b).
- 6.17 In sum, the proposed changes would be modest, would respect the local character and distinctiveness and would overall have a neutral impact on the special character of both the Conservation Area and the setting and thereby significance of the identified Listed Buildings and Ancient Monument. The proposal is therefore consistent with the expectations of Local Plan Policies SS1(a), SS2 (1 a, b), OE1, OE7(5) and LC8(1).

Potential Impact on Neighbouring Amenity

- 6.18 The proposed changes to the front elevation would have no material amenity impact. The proposed new dormers to the rear elevation would introduce a new potential for overlooking towards the west, and this requires closer assessment in respect of the relationship with 30 Garrison Lane.
- 6.19 This is an area of relatively dense streets with a corresponding existing mutual overlooking of and between outdoor spaces and habitable rooms. The two additional, secondary bedroom windows would largely look out onto their own plot, the lane beyond and the Garrison itself, and would not materially add to a sense of overlooking in neighbouring outdoor residential spaces.
- 6.20 The Application house and 30 Garrison Lane are 20th century insertions into an historic armature, with a staggered siting; this eliminates the possibility of direct overlooking between the buildings from the proposal. There are two potentially affected habitable room windows at 30 Garrison Lane; these are living room windows in the centre and northern side of the ground floor of its rear elevation. These windows are on the side furthest from the proposed new windows, of the ground floor of the potentially affected elevation.
- 6.21 The relative topography and low height of the proposed windows combine with the fact that there would some screening effect from an intervening outbuilding and boundary wall enclosure, together with the oblique nature of the view, to minimize to an acceptable degree the potential for intervisibility between proposed bedroom and potentially affected lounge.
- 6.22 No other adjacent dwelling's amenity would be materially affected.
- 6.23 In sum, satisfactory living conditions would be preserved in all adjacent dwellings, and the proposal is therefore consistent with the expectations of Local Plan policy SS2(1, d).

Other Matters

- 6.24 The proposal would employ satisfactorily sustainable construction methods consistent

with the expectations of SS2(2).

- 6.25 No priority habitat would be affected by this householder application, which is exempt from Biodiversity Net Gain (BNG) requirements.

Bats

- 6.26 A Preliminary Roost Assessment is appended to the application. No protected species would be harmed as a result of the proposed roof alterations, in accordance with the expectations of Local Plan paragraph 178 and SS2 (g)

Sustainable Design Measures

- 6.27 Accepted practice would be used to ensure that the extension is thermally efficient in its construction, making the proposal consistent with policy SS2 (2). No further measures would be necessary or proportionate to this small householder proposal.

Flood Risk Assessment

- 6.28 The site is listed as having a very low risk of fluvial, tidal or surface water flooding. There would be no change in the water run off or drainage arrangement. Therefore, no further assessment is required.

7. SUMMARY AND CONCLUSIONS

- 7.1 The application seeks planning permission to make alterations to a dwellinghouse roof, including enlarging the front dormers and installing three rear dormer windows.
- 7.2 Considered in context, the proposed changes would be modest and would overall have a neutral impact on the special character of both the Conservation Area and the setting and thereby significance of the identified Listed Buildings and Ancient Monument. The proposal is therefore consistent with the expectations of Local Plan Policies SS1(a), SS2 (1 a), OE1 and OE7(5).
- 7.3 The proposal has been assessed for amenity impact to neighbouring dwellings, including 30 Garrison Lane. It would maintain satisfactory living conditions would be preserved in all adjacent dwellings, and the proposal is therefore consistent with the expectations of Local Plan policy SS2(1, d).

- 7.4 The proposal would employ satisfactorily sustainable construction methods consistent with the expectations of SS2(2), and no protected species would be harmed as a result of the proposed roof alterations, in accordance with the expectations of Local Plan SS2 (g).
- 7.5 This Statement has reviewed the relevant Development Plan Policy Framework as it applies in this case, together with the other material considerations. On the evidence presented it has been demonstrated that the proposal accords with all relevant Development Plan policies and national guidance, and no other material considerations are present to override them.
- 7.6 The Local Planning Authority is therefore respectfully requested to grant planning permission for this sustainable development.

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