

**Application Number**

P/2011/1056

**Site Address**

13-39 Langridge Road  
Paignton  
Devon  
TQ3 3PT

**Case Officer**

Mr Scott Jones

**Ward**

Blatchcombe

**Description**

Re-advertisement. Revised scheme. Demolition of 28 dwellings and their ancillary buildings and formation of 38 dwellings (previously 43) together with associated parking and amenity areas

**Executive Summary/Key Outcomes**

The proposal is a housing redevelopment scheme for a site in a residential suburb of Paignton, which seeks to replace 28 post war 'Cornish' units with 38 new dwellings with associated parking, access and amenity space. Although the site currently stands empty and boarded-up it previously provided social affordable housing, and the scheme will maintain this particular housing use.

The removal of the existing uncharacteristic building form is considered positive and the replacement scheme, due to the scale, layout and design of dwellings, is deemed to provide a suitable residential solution for the land, which will sit comfortably within the area and offer an attractive living environment for future occupants.

Specifically the scheme retains and strengthens the street frontage in the area, which will successfully frame the highway and sit comfortably within the wider built environment. In addition the layout, together with the orientation and distances to other properties, is considered to maintain suitable levels of amenity to neighbouring occupiers with no demonstrable loss of privacy, light or outlook. The introduction of development to the rear is deemed suitably submissive in terms of numbers and scale, comprising low-lying bungalows that limit the impact of development in an area of the site that was previously undeveloped.

Negotiations have secured clear improvements to the scheme as it has progressed. The density of development has been reduced, which has improved the residential environment within the scheme and how it is perceived from the street and adjacent plots. Specifically units have been taken off the frontage to improve gapping and lessen the terracing effect, and a number of units have been removed from the rear to improve the residential environment and lessen potential impact on neighbours. Negotiations have also resulted in the

introduction of bungalows to the rear, which has provide dual benefits in respect to reducing potential impact upon adjacent plots whilst also offering a more balanced and mixed housing stock through the scheme. These changes have also brought about the potential to improve the common areas in order to offer less prominent access and parking areas and an enhanced 'greening' of the site as a whole.

The scheme, as it now stands, is considered to provide a suitable marriage between the need to uplift the density of development to enable the social benefit of a non-market housing scheme to be provided, whilst ensuring that the layout and design is a sustainable and attractive living environment.

Ultimately the scheme is considered to be a positive solution for the residential redevelopment of the site, which will provide social-rented affordable housing built to modern building and living standards that will help meet the need for affordable homes in Torbay.

### **Recommendation**

Site visit; Conditional approval (suggested conditions as laid out at the end of this report) delegated to the Executive Head of Spatial Planning; subject to the signing of a S106 legal agreement in terms acceptable to the Executive Head of Spatial Planning (within 6 months of the committee date).

### **Site Details**

The site is the combined curtilage of residential plots numbers 13 through to 39 (odds) Langridge Road that currently holds fourteen two-storey semi-detached residential 'Cornish' style units, which are subdivided to provide 28 dwellings.

The present buildings, which externally are a mix of pre-cast concrete panels and upper floor clay tiles set under clay tiled pitched roofs, feature front and rear gardens with pedestrian access. There is no off-street parking for these units.

In terms of site context the surrounding properties are arranged in a mix of short terraces and semi-detached dwellings and they take a locally typical form with painted render elevations set under pitched tiled roofs.

There are no built or landscape designations over the land.

### **Detailed Proposals**

The scheme seeks to replace 28 existing dilapidated and outmoded 'Cornish Units' with 38 dwellings. The redevelopment proposal offers a mix of dwelling types, which will include 2-bed houses, 3-bed houses, 4-bed houses and 2-bed bungalows. The majority of the dwellings front the road and maintain a framing of the street, however development is also introduced towards the rear of the site to make efficient use of the land.

The external form of the proposed dwellings is simple and modern, with elevations predominantly of white render, supplemented by areas of cedar cladding and brickwork. Roofs are largely gabled, with occasional hips introduced, and all are finished in fibre cement slates. Front curtilages remain largely open but reinforced by landscaping and the rear gardens are delineated by boarded timber fencing and pockets of landscaping.

The units fronting the street are supplied in a number of short terraces that are pushed forward of the existing building line by between 2 and 6 metres. Small areas of front garden are supplied, which in areas are supplemented by adjacent highway verge.

Between the terraces three access points lead to landscaped parking courts and detached bungalows to the rear.

The redevelopment introduces off-street parking where none currently exist, with 42 parking spaces to supplement the existing 13 street bays on highway land to the front of the site.

### **Summary Of Consultation Responses**

*Affordable Housing Team:* All of the units on this site are to be developed as affordable housing which is to be commended due to the high need for affordable homes in Torbay. The Council's Housing Needs Survey shows demand across the spectrum of house sizes and the recent Housing Market Assessment indicates a high need for all house types in Torbay with a particular need for affordable rented accommodation. The waiting list figures support this with currently 3101 households on the waiting list for rented accommodation, a further 357 households on the South West Homes waiting list for shared ownership accommodation and a further 27 households currently in temporary accommodation.

This development comprises a good mix of house types and sizes and will also contain a number of wheelchair accessible properties which are rarely provided on private developments. This site forms part of a wider regeneration project to replace the current defective accommodation that is currently lying empty with more efficient modern accommodation that people want to live in. These homes will go a long way to meeting housing need for local people and consequently Housing Services are supportive of this application.

*Highways Department / Strategic Transportation:* Highways request that the access lanes to the rear parking courts are a minimum 4.8metres wide to allow vehicles to pass. Highways would only seek to adopt land to the back of the footway, which would mean that the parking courts are not required to be adopted. The footway/access areas should be a shared space, which would

require a dropped crossing at the entry points. If applicable planning contributions inline with the Authority's adopted policy should be sought towards the provision of new bus shelters, local footway improvements and road markings, cycle link improvements and improvements to the local section of the major distributor road network.

*Arboricultural Team:* No objection, subject to the submission of a revised landscaping plan, by condition, to secure appropriate mitigation for tree loss across the site. The existing trees are considered to be acceptable for removal given that they are the normal mix of self set trees emerging from boundaries, unmanaged landscape trees, ornamental garden plantings, etc. Whilst, they add interest to the local area given the elevated positions, when looked at in more detail each tree / tree group contains defects or limited life spans that would prevent them from being a constraint to any development. Study of the supporting landscape mitigation plan indicates a desire of the design team to redress the large loss of amenity tree cover that would follow any permission. The species choice does not contain any tree species that would mature into the local or parts of the wider landscape. This may be due to limited space having been designed into the scheme for tree planting. There is likely to be a net loss of tree cover in the long term and therefore some remodelling of the layout is required to allow for sustainable tree planting of larger sized trees. Recommendation is that the scheme is acceptable for approval on arboricultural merit with a condition to be attached that pre commencement a revised landscaping plan be supplied that address's points noted above. A revised landscaping scheme has been submitted and comment on this is pending, which may negate the need for further submissions/or condition.

*South West Water:* No objection to the scheme subject to foul and surface water flows being kept separate.

*Drainage Department:* The proposal confirms that foul sewerage will be discharged to the mains sewer and surface water will be disposed of via the main drainage system and soakaways. Where surface water is identified to drain to soakaways the developer must carry out trial hole and infiltration tests at the locations of the soakaways in accordance with BRE 365. Although work has been undertaken the design of soakaways must be in accordance with BRE 365 and designed to cater for 1:100 year storm event plus allowance for climate change. Details should be submitted for approval prior to development.

*Environmental Protection Team:* There is no indication that there is any concern regarding contaminated land.

### **Summary Of Community Involvement and Public Representations**

#### ***Community Involvement -***

A statement of community involvement has been submitted with the application

outlining that public consultation has been undertaken. An earlier version of the submitted scheme was open to public involvement via a consultation event held in May 2011. Comments made during the event included:-

1. favourable view of the redevelopment schemes already done in the area
2. bungalows are a positive addition that could help provide a varied community
3. the provision of parking within the site was welcomed
4. welcomed houses over flats
5. bins in private areas was positive
6. good location for more family housing with parks close by

*Public Representations -*

Following re-advertisement of the revised scheme for 38 dwellings two representations have currently been received.

Prior to this following an earlier advertisement period for a scheme for 43 the following had been received;

1. A petition with 10 addresses from occupants of Langridge Road (and one from Clennon Rise) has been received with a covering letter outlining the following observations:

- New houses will be closer to the homes opposite
- Heights of new buildings will give an impression of being enclosed and overlooked due to properties opposite being slightly lower
- Suggest double yellow lines are placed opposite due to road width, as owners have always parked opposite the old flats
- Bins will be parked in front of new houses as TOR2 will not go off road to collect at rear
- Residences opposite are all privately owned and the impact of development would have on highway safety, even though car parking available
- Overdevelopment of the site will be visually obstructive and harmful to neighbours amenity.

2. Six further letters of representation had been received, largely from occupants of Jasmine Grove. These letters express concern over the impact upon neighbour amenity due the scale, location and elevated position of development to the rear, which may result in loss of privacy and overlooking, reduce light and also through overdevelopment, result in congestion.

The public representations are re-produced at Page P.202.

**Relevant Planning History**

None over the site but various demolitions and redevelopment proposals have been built-out within the area.

## **Key Issues/Material Considerations**

### **Principle and Planning Policy -**

The key policy issues are considered to be;

- i) The principle of development,
- ii) Visual implications, largely around scale, layout and design,
- iii) Neighbour amenity considerations,
- iv) Highway matters, parking and access,
- v) Arboricultural issues
- vi) Ecology

#### ***i) The principle of development -***

Firstly, demolition and replacement of the existing buildings, which in visual terms are uncharacteristic for the area, not of any great merit and are in poor condition, is considered acceptable and should be supported. The homes have been considered for renovation, however, due to their construction and condition this was not an economically viable course of action.

In regard to the redevelopment it proposes a straightforward replacement of residential with residential. In addition, the tenure is proposed to match the existing in terms of the provision of affordable homes.

In regard to the principle of increasing the density of development and the number of units local and national policy does seek to encourage the most efficient use of previously developed land. In this specific case the existing plot depths are generous and there appears inherent potential to supplement the historic frontage development if done sensitively in order to protect existing amenity and offer attractive living environments within the plot. The submission, as it now stands, with reduced numbers and scale of units to the rear, appears to strike the correct balance as the plots do not appear overly cramped and the likely impact upon on adjacent occupiers is unlikely to be detrimental.

#### ***ii) Visual implications, scale, layout and design -***

The scheme provides units of a suitable scale reflective of the overriding domestic building form in the area, that being two-storey pitched roof dwellings, arranged in short terraces or as semi-detached properties. The layout respects and strengthens the frontage to Langridge Road, which is welcomed, and where building lines are brought forward the move is not considered explicitly harmful when taken in context. It is noted that the building line has been brought forward from the established line by between 2-6 metres in places, but also in places it has been regressed. When looked at holistically the reduced distance to edge of curb in places is considered acceptable as highway verge and landscaping opportunities appear to offer the ability to retain a form of green frontage through the site.

In regard to the courtyard development the general arrangement is considered acceptable within the context of the accepted desire to efficiently utilise previously developed land. The existing plots are over generous in depth to what is often provided within modern housing schemes. In regard to the specific relationship within the development, the distance between frontage and courtyard buildings has been maximised when considering the constraints of the site. This relationship has been improved by the removal of pairings to the rear to offer single detached units in the most part, thus giving a greater degree of space.

The scheme includes space for and access arrangements to serve bin storage and cycle sheds to the rear of the plots.

The absence of prominent parking areas is also welcomed with areas broken up in to pockets and softened by landscape planting.

The scheme is considered to offer frontage development supplied in a terraced form to a scale akin to that found locally, supplied in a form and finish more typical of the area than that of the 'Cornish' unit design. The units introduced to the rear are low-lying and their number is suitably limited in order to offer a satisfactory layout and general relationships. The parking is pocketed through the site, which reduces the visual impact, and targeted planting would appear to offer strategic greening that will improve views through the site and screen prominent borders.

### ***iii) Neighbour amenity considerations -***

The key issues in regard to neighbour amenity are the impact upon local parking pressures, potential overlooking/loss of privacy, and loss of light or outlook.

Although the proposal provides a net increase of dwellings provided within the site, the redevelopment also offers the opportunity to actually lighten local parking pressures through improved parking provision. At present the existing dwellings are not supported by any degree of off street parking and thus previously the site gave rise to 28 households seeking street parking. This previous level of parking pressure produced from the occupancy of the site would be alleviated by the scheme proposed. The proposal, by developing through the plot to the rear via three access points, provides pockets of off street parking throughout the site and as such offers convenient parking for all households. This is achieved without a significant loss of on-street parking and the net result is that although the scheme will deliver 10 more units, it will also introduce 42 off-street parking spaces where non exist, which would give a clear improvement over the previous parking situation.

In terms of privacy, light and outlook although the proposal is of a similar domestic scale, which helps minimise any further impact over the existing, there is a change to building lines and the introduction of buildings to the rear of the

site. Where these changes occur the interrelationship should obviously afford protection to current amenity levels.

Firstly in regard to the frontage development although the buildings do (largely) move towards the highway they are not considered to determinately affect the amenity afforded occupiers opposite across the road, and the front-to-front distances that are involved are not uncustomary for this residential area. Due to the scale and distances involved privacy levels would also not be affected, nor would outlook or levels of light.

In respect to the northwestern boundary the proposal seeks to maintain the current side building line and the two-storey scale of development. Although the footprint is pushed back in the plot by a few metres the relationship with the adjacent dwellings is considered to remain largely unaltered. There is therefore no concern at this corner of the plot.

On the wider western boundary the proposal seeks to provide three short terraces book-ended to the South with a bungalow. The relationship here with properties to the rear off Honeysuckle Close appears acceptable with distances retained above 20metres from property to property. To the south where distances are reduced the orientation of the dwellings and the drop in topography is considered to maintain appropriate levels of privacy and other amenity concerns.

In regard to the amenity concerns in respect to occupants of plots in Jasmine Grove adjacent to the southern border where development is to be introduced, careful consideration has been given throughout in order to have arrived at this negotiated scheme. Through the process negotiations have led to the introduction of bungalows for all of the development along this southern border, which is considered to have drastically lessened any concern on overlooking or loss of outlook or light. As the properties within Jasmine Grove are largely set approximately one storey lower, due to a drop in land levels, the introduction of one-storey units with hipped roofs is considered to retain the enjoyed level of privacy, outlook and light. Roofscapes may be visible at upper floor levels over the proposed border fencing and planting, however the ability to view buildings is not considered an issue of amenity.

At the eastern border of the site the end terrace, although pushed forward and slightly closer to the side boundary over the current dwelling, the layout appears to offer a suitable separation between side elevations that maintains existing amenity.

#### ***iv) Highway matters, parking and access -***

Parking bays and manoeuvring space will be provided in accordance with adopted size guidelines. The number of on-site spaces also accords with



adopted policy, whereby it proposes 42 spaces for the 38 units. The scheme is also loosely supported by the historic existence of 13 highway bays in front of the development.

The design solution of three fingers of access into the site is supported as it looks to retain maximum curb-side parking through offering parking within pockets to the rear of the plot. The parking areas are also suitably framed by dwellings which will offer natural surveillance of these areas. Furthermore, negotiations have led to improvements to the hard and soft landscaping of these areas in order to improve the attractiveness of these areas.

All matters considered, including that the scheme is supported by the Authority's Highways Department, the parking and access arrangements are considered acceptable.

***v) Arboricultural issues -***

The sites holds a mix of self set trees emerging from boundaries, unmanaged landscape trees and ornamental garden planting. En masse they add interest to the local area, but it is also accepted that most tree/ tree groups contain defects or limited life spans that would prevent them from being a constraint to any development.

The supporting landscape mitigation plan indicates a desire of the design team to redress the large loss of amenity tree cover that would follow any permission. Appreciating this, although there is likely to be a net loss of tree cover in the long term, there is potential for some remodelling of the landscape layout to address this

A revised landscaping scheme has been submitted with the amended plans for 38 dwellings, and comment on this from the Council's arboricultural officer is pending.

With consideration of the above the scheme is considered to be acceptable for approval on arboricultural merit, with a condition to be attached that pre commencement a revised landscaping plan be supplied that addresses points noted above if necessary.

***vi) Ecology -***

In support of the application a habitat survey and bat emergence survey have been submitted. The habitat survey identifies Japanese Knotweed, Montbretia and slow worms on the site. It advises that it would be preferable for the Japanese Knotweed and Montbretia to be eradicated from the site and this can be dealt with by means of an informative. The slow worms would need to be moved from the site ahead of site clearance and this can be addressed by means of a condition. The bat survey concludes that there are no bat related

implications to the proposed demolition of the buildings.

### **Closing the gap -**

The scheme proposes the replacement of out-of-date social housing with modern units, which will provide modern living in a sustainable location supported by suitable outdoor amenity space and parking provision, all within an established residential area. The proposal looks to use the land more efficiently and in doing so proposes to provide 10 additional social-rented units through rationalising the potential of the site where 28 currently sit. The scheme, which comes with the support of the Authority's Affordable Housing Team, is considered a positive step in uplifting the residential environment for those in need of social housing.

Additional social / economic benefits of this scheme include;

1. The utilisation of local tradesmen through the Kier formal supply chain for subcontractors who are based in close proximity of Torbay. The scheme itself is expected to offer up such opportunities for 60-70 people.
2. The scheme is part of a wider redevelopment and investment programme for the area worth around £9million that is seeking to be brought forward to offer up homes within the next 14 months.
3. Kier are also committed to providing employment and training opportunities and are working in partnership with Shekinah Mission's "RE:Work" initiative that helps supports those marginalised in society.
4. Opportunities for skills development through the recruitment of students and young apprentices from within the area.

### **Climate change -**

The proposal removes outdated living units set within large plots and provides the opportunity for the more efficient use of land and the supply of more energy efficient modern housing. The result being that the units are more easily maintained, cost less to heat and run, and thus reduce the resultant energy need per unit.

### **S106/CIL -**

Inline with Council adopted Policy 'outer ring' sustainable development contributions for affordable housing schemes are not sought. The proposal would however be subject to a S106 agreement with clauses to ensure that should the scheme not come forward as a 100% affordable scheme that it should deliver the policy requirement of 30% affordable housing and the suite of sustainable development contributions in respect to transport, greenspace,

education, lifelong learning and waste.

### **Conclusions**

The principle of the proposal is considered acceptable. The redevelopment of outdated and somewhat dilapidated housing units with new, more energy efficient units supplemented with private parking and private outdoor amenity space, is considered wholly positive.

The negotiated reduction in numbers and the removal of two-storey development adjacent to the southern border, has satisfied previous concerns in respect to density and the protection of wider levels of amenity

There appears a number of social and economic benefits from the scheme, officers recommend a positive resolution with suitable conditions in order to secure a satisfactory scheme and detail.

Should the above be acceptable, the scheme should be supported by a s106 legal agreement in terms acceptable to the Executive Head of Spatial Planning.

### **Conditions**

- Submission of external materials
- Submission of detailed finishes
- Submission of a detailed hard and soft landscaping scheme & the delivery thereof
- Submission of details on all retaining structures
- Provision of parking facilities as laid out
- Provision of secure cycle parking facilities as to be agreed
- Provision of private and communal bin storage areas as to be agreed
- Provision of details in respect to Sustainable Urban Drainage
- Removal of Permitted Development Rights
- Relocation of slow worms

### **Relevant Policies**

- NC5 Protected species
- BES Built environment strategy
- BE1 Design of new development
- HS Housing Strategy
- H9 Layout, and design and community aspects
- TS Land use transportation strategy
- T3 Cycling
- T25 Car parking in new development
- T26 Access from development on to the highway
- W7 Development and waste recycling facilities
- LS Landscape strategy

L10 Major development and landscaping  
PPS1 Delivering Sustainable Development  
PPS3 Housing