

Application Number

P/2012/0121

Site Address2, 4, 6, 8, 10, 12, 14, 16 Southview Road
Paignton
TQ3 2QG**Case Officer**

Mr Scott Jones

Ward

Clifton With Maidenway

Description

Demolition of 8 dwellings and their ancillary buildings and formation of 12 dwellings together with associated parking and vehicular/pedestrian access and amenity areas

Executive Summary/Key Outcomes

The proposal is a housing redevelopment scheme that seeks to replace eight existing semi-detached 'Cornish Units' with twelve new dwellings arranged in three short terraces, all to be supported with off-street parking. The existing housing, which lies empty and semi-derelict, was previously occupied as social housing units and it is proposed to maintain this particular housing use.

The layout and general form is respectful of the existing and will sit comfortably within the wider local context, with the scheme maintaining intermittent frontage development with front and rear building lines, and ridge heights throughout the scheme, generally maintained akin to that which exist. By respecting these general parameters as well as sitting comfortably within the plot the development will protect the established levels of amenity afforded neighbouring occupiers. In terms of character the proposed scale, layout and detailed design is actually considered more befitting of the locality than the existing 'cornish' unit design. In terms of detail the supplementary parking arrangement is considered a good response to local carriageway constraints and the level of provision, which equates to 1.5 spaces per unit, is considered appropriate for this area and inline with policy guidance.

As a point of reference the application returns to committee following the refusal of a scheme for 14 units. This previous proposal was refused on the grounds that it would result in a cramped arrangement and amounted to the overdevelopment of the site, causing unacceptable harm to the amenities of neighbouring residents and the street in general. The terraced form was also considered to be out of keeping with the general character of the area.

As a response the revised scheme is considered successful. Through reducing the numbers by two the scheme offers three uniform terraces of four dwellings, which gives greater gapping, along with a reduction in development width of each block to a scale more akin to that of larger, older, semi-detached pairs. This offers a greater feeling of space to the scheme that is considered to overcome previous concerns on overdeveloping and cramping of the site, whilst lessening the linear scale of the terraces to that which is more customary for the area.

Ultimately the proposal is considered a positive redevelopment scheme that will provide modern socially-rented housing units 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 2 through to 16 Southview Road. The site currently holds eight dwellings that are arranged in four pairs of two-storey semi-detached units. The existing buildings are a mix of pre-cast concrete panels and upper floor clay tiles and feature front and rear gardens with pedestrian access and occasional off-street parking. Due to the sloping topography of the street the units stagger down the road from North to South (Number 16 to Number 2) and sit slightly below street level. The existing buildings are not worthy of retention, are in a dilapidated state and do not contribute positively to the built environment.

To either side of the plot there are further two-storey residential dwellings. To the rear, the land falls away quite steeply to the residential plots off Maidenway Road.

There are no built or landscape designations over the land within the Local Plan proposals map.

Detailed Proposals

The scheme proposes 12 dwellings along the frontage of Southview Road, provided in three short terraces each containing four units. All of the dwellings are split level, with a single-storey to the road frontage and a lower ground floor to the rear aspect. The elevations are to be rendered and set under gabled tiled roofs. Each unit will be supplemented with a minimum of one off-street car parking space with a degree of landscaping to the front and private amenity space to the rear. With 18 car parking spaces proposed the provision is to an average of 1.5 spaces per unit, with 8 spaces offered perpendicular to the road and 10 spaces offered through angled 'chevron' parking. In regard to the

development footprint the front and rear building lines loosely accord with the existing and in regard to the massing the width of the terraces are approximately 5 metres wider than the current pairings, with the heights of the staggered ridge lines closely reflecting the scale to those of the current properties. The scheme proposes to maintain the affordable social housing use of the site that existed.

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. Our Housing Needs Survey shows demand across the spectrum of household sizes and the Housing Market Assessment indicates a great need for all house types in Torbay, with a particular need for affordable rented accommodation. Our waiting list figures support this; there are currently 2941 households on the waiting list for rented accommodation, a further 381 households on the South West Homes waiting list for shared ownership accommodation with a further 27 households in temporary accommodation. This site is part of a wider regeneration project in the area to replace the current defective accommodation that currently lies 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 the proposals.

Sustainable Transport / Highways: Having reviewed the submitted drawing demonstrating the manoeuvrability of vehicles into and out of the parking spaces for the above development, Highways are satisfied that this development will not affect the on-street parking on the opposite side of the road, and therefore raise no objection. All off street parking spaces should be a minimum of 5.5m long on their shortest length.

If applicable the SPD should be applied to provide for a contribution towards the provision of a cycle route along Torquay Road that will provide the site with a high quality cycle route to Paignton town centre via the residential side streets including past Oldway Primary School, making the route to the school as accessible as possible on foot to encourage walking, new bus shelters on Maidenway Road including raised kerbs.

Cycle parking should also be provided at a rate of at least 1 per dwelling. If a garage is to be used, then the cycle should be readily accessible with a car still in it. If a separate store / shed will be used, it must have a secure lock.

Arboricultural Team: Pending comment. Previous comment recommended approval on arboricultural merit with the requirement for a detailed landscape scheme to be prepared, which can be agreed via condition.

Summary Of Representations

Seven letters of objection have currently been received, although it should be noted that 4 days of the formal 21 days period for public representation remain at the point of writing this report. At present points raised include the following:-

- too many units
- overdevelopment / cramming
- terraces are out of character - impact upon the character of the street
- replacements should be like-for-like, one-for-one - traffic/parking implications due to the increase in numbers
- impact on residential amenity
- existing should be refurbished
- impact of building works - houses should be removed and trees planted

These letters have been re-produced at page P.201.

Relevant Planning History

P/2011/0813 – Demolition of 8 dwellings and ancillary buildings and formation of 14 dwellings together with associated parking and vehicular/pedestrian access and amenity areas – REFUSED 13.12.11

Key Issues/Material Considerations

Principle and Planning Policy -

The key policy issues are considered to be;

- i) The principle of the development,
- ii) Visual implications, consideration of scale, layout and design,
- iii) Neighbour amenity considerations,
- iv) Highway matters, parking and access.

i) The principle of the development -

Firstly, demolition of the existing buildings, which are not of any great merit and are in poor condition, is considered acceptable and should be supported.

In regard to the redevelopment scheme it proposes a straightforward replacement of socially rented housing stock. As this maintains the established residential use in an area clearly characterised as a residential area, the use is wholly acceptable and the general principle of the development is supported.

In regard to the principle of increasing the number of units, policy guidance does seek to encourage the more efficient use of previously developed land and therefore there is potential for higher density development on sites where it is appropriate. In this case the proposal to replace 8 units with 12 units appears

acceptable, as given the size of the site and the present use there appears scope to increase the number of units on the site within acceptable parameters.

ii) Visual implications, scale, layout and design -

The scheme provides three mini-terraces, each circa 20 metres in width, in place of four pairs of semi-detached properties, each circa 15 metres in width, which will be set approximately 12 metres apart. For context the current buildings are set approximately 8 metres apart. This revised layout, with shorter terraces and greater gapping between them, is considered to offer a suitable quantum of development that will sit comfortably within the local context, which allays any previous concern on overdevelopment and cramping.

Although the terraced form remains, which was previously cited as a concern, the scale is now more akin to the width of pairings of larger older properties in the area. It is pertinent to note that the gross linear level of frontage development is not notably increased, but rather maintained at circa 60metres across the site. Overall the more domestic scale of the terraces, together with again appreciating that short terraces akin to these are a prominent form locally and present within two roads within 100 metres of the site, the new arrangement is considered to provide a suitable arrangement that would not be divergent to the broader local character.

Again, as with the scheme for 14, the proposal maintains the linear street-facing form of development, and it loosely accords with the established building lines to the front and rear. By maintaining these lines the resultant overriding layout provides development within acceptable parameters and will offer a positive relationship with the street. The scheme also respects the established scale with staggered ridge heights respectful of the existing heights.

In respect of landscaping the scheme is considered to provide an appropriate combination of soft and hard finishes whilst bringing forward improved parking facilities (18 spaces to serve 12 units, in place of the existing 8 spaces to serve 8 units with 3 units devoid of any parking). Although, due to the enhanced provision of parking, it is appreciated that the degree to which the street can be softened is limited, however by providing some parking to the side where possible, the scheme has the potential for enhanced pockets of soft landscaping to the street frontage.

iii) Neighbour amenity considerations -

Amenity issues centre on the impact upon other residents within the street and occupiers within adjacent plots to the rear on Maidenway Road. The pertinent issues are considered to be the potential loss of privacy/ resultant overlooking, or the loss of light, outlook, the creation of an overbearing relationship. Highway/parking implications will be covered separately below.

It is considered that the development would not have any significant material impact upon the amenity of those living within Southview Road. The scheme provides development of a similar domestic scale and footprint as to that which exists and although there is a minor movement of the building lines, these changes will not increase overlooking, diminished light ingress or indeed outlook. It is appreciated that there is an increase in the density of development, which itself may result in additional movement in and around the area, however the layout is not considered cramped or overbearing, but rather the efficient use of land. The net increase is not demonstrably greater and the provision of the 12 units in place of the 8 will only offer six net additional bedrooms across the site.

In regard to the relationship with plots off Maidenway Road and the resultant amenity issues to the rear, as the location and scale of the units are largely maintained, it would appear that the established relationships will remain unaltered. It is therefore considered that the scheme does not result in any demonstrable harm to amenity, due to the fact that the proposed relationship is similar to the existing relationship.

iv) Highway matters, parking and access -

The proposal provides 18 off-street parking spaces for the 12 dwellings via a mix of staggered and perpendicular bays set to either the front or the side of the units. The proposed parking numbers and layout accord with policy guidance and hence there is no overriding concern with regards to the parking provision and the solution presented.

In terms of detail, the scheme, which shows both angled and perpendicular bays, presents a workable solution for suitable access and egress requirements on what is a relatively narrow street (when considering the level of what appears to be informal on-street parking on the opposite side of the carriageway).

With consideration of the existing arrangement, whereby 5 dwellings benefited from off-street parking and 3 were absent of any provision, the proposal that provides uniform off-street parking throughout, at a level of 1.5 per dwelling, is considered an improvement on the current situation. Therefore, although there is an increase in the density of development and hence possibly resultant vehicular movements, the improved provision and spread of parking on-site means that there is unlikely to be any demonstrable highways impact upon local parking and movement.

The provision and layout of the parking is supported by the Authority's Highways Department.

Closing the gap -

The scheme proposes the replacement of out-of-date social housing, by providing modern homes in a sustainable location within an established

residential area and supported by suitable outdoor amenity space and parking provision. The proposal looks to use the land more efficiently and in doing so proposes to provide 12 social-rented units in place of the 8 which currently sit on the site. The scheme, which comes with the support of the Authority's Affordable Housing Team, is considered a positive step in uplifting the residential environment.

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. As socially rented units, the houses will be required to meet code 3 of the Code for Sustainable Homes. 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, need to be subject to a S106 agreement with clauses to ensure the provision of the units as social housing, or in the absence of this to secure the full complement of planning contributions inline with adopted policy.

Conclusions

The principle of the proposal is considered acceptable. The redevelopment of outdated and dilapidated housing units with new, energy efficient units supplemented with private parking and amenity space is considered entirely positive. The design and layout is considered acceptable and there will not be a demonstrable impact on the amenities of the neighbouring occupiers. As such, subject to the resolution of a S106 legal agreement in terms acceptable to the Executive Head of Spatial Planning (within 6 months of the committee date), and satisfaction to any further representations received, the proposal is recommended for approval with appropriate planning conditions.

Conditions

- Submission of external materials
- Submission of a detailed hard and soft landscaping scheme & the delivery thereof
- Submission of details on all retaining / elevated structures
- Provision of parking facilities as laid out
- Provision of cycle storage facilities
- Provision of bin storage facilities
- Provision of Sustainable Urban Drainage
- Removal of Permitted Development Rights

Relevant Policies

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