

**Application Number**

P/2011/0721/MPA

**Site Address**

16-20 Smallcombe Road  
Paignton  
Devon  
TQ3 3SP

**Case Officer**

Mr Scott Jones

**Ward**

Blatchcombe

**Description**

Demolition of 8 dwellings and their ancillary buildings and erection of 13 dwellings together with associated parking and amenity areas on land at Smallcombe Road, Paignton

**Returning Item - Executive Summary/Key Issues**

This is a returning item that was resolved for approval at the last committee, delegated to the Executive Head for Spatial Planning subject to:

- i) The receipt of satisfactory comments from the Council's Arboricultural Team, Environmental Protection Team and South West Water;
- ii) The completion of a Section 106 Agreement in terms acceptable to the Executive Head for Spatial Planning;
- iii) The conditions set out in the submitted Report;
- iv) Reconfiguration of the off street parking provision; and
- v) Satisfactory resolution of external materials to replace the proposed cedar cladding.

The item returns for discussion over point iv, in regard to revised parking arrangements.

The applicant has explored the options to reconfigure the off-street parking in order to permit the retention of on-street parking in front of the development, as requested by the committee. Following the exploration of possible solutions the applicant has submitted a 'best workable option' in response to the committee's resolution (Please see detail received 24th October and the accompanying explanatory letter). However, although the proposal does retain four on-street parking spaces there are a number of perceived negative outcomes, which are summarised below.

***Implications of the revised scheme:***

- The revised off-street parking option would introduce on-site parking directly in front of units that they do not serve. This in turn has the potential to cause nuisance, via noise and light-spill, from the use of the spaces in close proximity

to the living space of the residential units. This conflict of space and use would appear to provide a parking scheme that is to the detriment of the amenity of the future occupiers in comparison to the previous layout.

- The parking layout would appear to provide a less attractive street frontage as it results in a block approach to the parking spaces, which reduces the potential to lesson the visual dominance of the hardstandings through intermittent planting. The original scheme is considered preferable in terms of the resultant quality of the streetscape.

- In order to provide sufficient space for the relocated spaces (in front of the protruding porches) the building line must be pushed further back. This has the dual implications of lessening the amenity space to the rear of the frontage plots, and lessening the distance between these properties and the courtyard dwellings at the rear. This would undermine previous attempts to maximise the distances between the front and rear dwellings in order to improve the layout and amenity and space for the occupiers. Again the movement of the building line is a negative necessity resulting from having to place parking in front of the porches rather than to the side, as in the original intermittent scheme, in order to maintain a suitable level of access and clearance between the building and parking space.

In light of the above it is concluded that although it would retain four on-road spaces the revised layout would result in a number of harmful elements to the detriment of the overall scheme. Subsequently the committee are asked to take a second look at the original proposed parking, as it would appear preferable over the best workable option put forward as a potential alternative.

The original parking scheme improves parking facilities over the pre-existing arrangements by taking vehicles off the road and providing for them within the plot at a level inline with policy guidance.

### **Previous Committee Report, 19th September 2011 as follows:**

#### **Executive Summary/Key Outcomes**

The proposal is a social housing redevelopment scheme that seeks to replace eight 'Cornish Units', which currently sit empty and are in poor condition, with thirteen new dwellings with associated parking, access and amenity areas.

The proposal is considered to be a positive residential redevelopment that will provide 13 social rented housing units built to modern building and living standards, which will help meet the need for affordable homes in Torbay. In addition the proposal is considered to sit comfortably within the local surrounds due to the appropriateness of the scale, layout and design of the buildings.

There is currently an objection from the Council's Highways Department relating

to the loss of on-street parking. A resolution is being sought and will be reported verbally to the Development Management Committee on the day.

There is also an outstanding consultation from South West Water and the Authority's Environmental Protection Team, which will also be reported verbally to the Committee.

### **Recommendation**

Site visit; Conditional approval (conditions as laid out at the end of this report) delegated to the Executive Head of Spatial Planning, subject to; i) suitable comments from the Authority's Arboricultural Team, Environmental Protection Team and South West Water, and ii) the signing of a S106 legal agreement in terms acceptable to the Executive Head of Spatial Planning.

### **Site Details**

The site is the combined curtilage of residential plots numbers 16 through to 20 Smallcombe Road, which currently accommodates two buildings that are considered 'Cornish Units', which provide eight dwellings. The buildings, which externally are a mix of pre-cast concrete panels set under concrete tiled pitched roofs, feature front and rear gardens with pedestrian access and no off-street parking. To either side of the plot there are further two-storey units, which also front Smallcombe Road, and to the rear there is an area of open green space off the residential cul-de-sac Overclose. There are no built or landscape designations over the land. Although there are a small number of trees to the rear of the site these are not protected through designation.

### **Detailed Proposals**

Demolition of the existing buildings and the redevelopment of the site to provide 13 social-rented dwellings, with associated parking and amenity space. Specifically the scheme proposes 9 dwellings along the frontage of Smallcombe Road, provided in two short terraces, with a further 4 units set to the rear arranged in two pairs. The four units to the rear are to be accessed via a central vehicular/pedestrian point, and will sit beside 8 parking spaces. The 9 units to the front each provide a further 9 parking spaces off the adjacent highway. All units are two-storey, with pitched-roofs set over rendered and cedar boarded elevations.

### **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 Torbay. The Council's Housing Needs Survey shows demand across the spectrum of household sizes and the HMA survey indicates a significant need for

all house types in Torbay with a particular need for affordable rented accommodation. The Council's waiting list figures support this; there are currently 3006 households on the waiting list for rented accommodation, a further 371 households on the South West Homes waiting list for shared ownership accommodation with a further 22 households in temporary accommodation. These homes will go a long way to meeting housing need for local people and consequently Housing Services support the proposals. This site is part of a wider regeneration project to replace the current defective accommodation, currently lying empty with more efficient modern accommodation that people want to live in.

*Highways Department:* Highways object to this proposal due to the loss of parking on the highway as a result of new accesses to serve off-street parking spaces.

*Arboricultural Team:* Pending comment

*Environmental Protection Team:* Pending comment

*South West Water:* Pending comment

### **Summary Of Representations**

No representations either in support or in objection have been received.

A statement of community involvement submitted in support to the application details that the scheme has been presented to the local community at an open event in the area and through community partnership meetings. The summary document highlights certain points, such as it was considered positive that the parking was contained within the site, and that the bin storage was kept away from the street during non-collection times.

### **Relevant Planning History**

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

Members should note that there is a similar redevelopment proposal on the site of 25-35 Smallcombe Road on the Agenda, which details a scheme to provide 19 social housing units.

### **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.

*i) The principle of 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 use, which is one that is wholly acceptable within this wider residential area, 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 appropriate and given the proposed density of the scheme, in this location, it is appropriate.

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

The scheme provides units of a suitable scale reflective of the overriding building form in the area, that being two-storey pitched roof dwellings, arranged in short terraces or as semi-detached properties. In regard to the layout it is appreciated that the scheme retains a strong frontage to Smallcombe road, which is welcomed.

The building line has been brought forward from the established, by around 3 metres, but maintains around 5.5 metres of curtilage to the front of the proposed buildings. This reduced distance is still similar to the relationship of neighbouring plots and, as such, the character of the area is maintained.

In regard to the courtyard development the general arrangement is acceptable within the context of the need to efficiently utilise previously development land, as the existing plots are generous in depth to what is generally provided within modern housing schemes.

In regard to the specific relationship between new units the distance between frontage and courtyard buildings has been maximised (18 metres) and roofs have been hipped to lessen the perceived bulk of side elevations where buildings sit adjacent.

The scheme includes space for bin storage and sheds to the rear of plots, which is seen to provide a suitable storage arrangement for waste facilities and cycle parking away from the street.

*iii) Neighbour amenity considerations -*

Due to open space and rising land levels to the rear of the site any impact on residential amenity is limited to the occupants of the immediate plots to each side of the development site.

The frontage development does not have any material impact on neighbour amenity implications, as it provides development that is of a similar scale and footprint as to that which exists. Therefore the minor movement of the building lines, outwards to the side of the plot and slightly further forward within the plot, will not increase overlooking, loss of privacy, or indeed loss of outlook or light.

The courtyard development to the rear of the plot is slightly more sensitive as it introduces development deeper within the plot to which currently exists. It therefore introduces new relationships and sightlines. Firstly the domestic scale of the buildings means there will be no material loss of outlook or light. In respect to privacy and overlooking the proposed relationship with the adjacent plots to either side is considered acceptable. Although the distance between buildings is relatively tight at around 18 metres to each side the angle is relatively oblique and hence there are no direct room-to-room relationships. It is also pertinent to note that the internal layout, which places a bathroom to the rear adjacent to a bedroom, will provide only one main window to the first floor of the units. This in turn reduces the sensitivity of the proposed building. With appreciation of these points it appears that a distance of approximately 18 metres between openings is acceptable in regard to securing the retention of existing amenity.

*iv) Highway matters, parking and access -*

The basic highway arrangement is acceptable, with parking bays and manoeuvring space in accordance with adopted size guidelines. The number of on-site spaces also accords with adopted policy, where it is proposed to provide 17 spaces (9 private driveways and 8 supplied within a courtyard arrangement) for 13 units. notwithstanding these matters the Authority's Highways Department do not support the scheme on two matters, these being;

i) the loss of on street parking

ii) the width of the vehicular access being less than 4.8 metres so as to allow vehicles to pass side-by-side.

In regard to the objection in respect to the loss of on-street parking, as previously stated the proposal provides off-street parking over and above a 1:1 ratio, where none currently exists. It is likely that the current kerbside arrangement provides street parking for 8 or 9 vehicles in front of the 8 dwellings, which itself is just over a 1:1 parking ratio. As stated the scheme proposed looks to improve parking facilities by taking vehicles off the road and providing for them within the plot. It is accepted that in doing so there is the removal of a degree of street parking but the scheme as a whole is deemed to improve parking capacity in and around the plot.

The parking scheme proposed is also a natural by-product of strong frontage development, whereby it offers the potential to in-part utilise the space to the front of properties to take cars off the road. Strong frontage development is commended as it maintains the street form.

Contextually it should be noted that intermittent driveway parking exists in the area within the original housing stock, and that latter day schemes locally present have also removed sections of kerb parking in favour of on-site provision.

In regard to the width of the access point there is space within the current scheme to address highway concerns if needed. However, considering previous schemes within the area there remains a degree of concern over whether this will deliver an improvement to access, as the additional width could in turn encourage informal parking and hence have more of a negative than positive affect. As this is a matter of detail it requested that the resolution is delegated to the Executive Head of Spatial Planning for consideration on the final arrangement.

*v) Arboricultural issues -*

A small number of trees sit to the rear of the site and are earmarked for removal. The views of the Authority's arboricultural officer will be reported to the Committee.

**Closing the gap -**

The proposal proposes the replacement of out-of-date social housing which will provide modern living units in a sustainable location supported by suitable outdoor amenity space, parking provision, all within an established residential area. The proposal looks to use the land more efficiently and in doing so proposes to provide 13 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 for those in need of social housing.

**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 the provision of the units as social housing.

### **Conclusions**

The principle of the proposal is considered acceptable as 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 design and layout is considered acceptable and hence subject to the resolution of highway and arboricultural matters, along with a S106 legal agreement in terms acceptable to the Executive Head of Spatial Planning, 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 structures
- Provision of parking facilities as laid out
- Provision of Sustainable Urban Drainage
- Removal of Permitted Development Rights

### **Relevant Policies**

HS	Housing Strategy
H2	New housing on unidentified sites
H6	Affordable housing on unidentified sites
H9	Layout, and design and community aspects
H10	Housing densities
H11	Open space requirements for new housing
BES	Built environment strategy
BE1	Design of new development
T25	Car parking in new development
T26	Access from development on to the highway
L9	Planting and retention of trees
W7	Development and waste recycling facilities
PPS1	Delivering Sustainable Development
PPS3	Housing