

**Application Number**

P/2011/1056

**Site Address**13-39 Langridge Road  
Paignton  
Devon  
TQ3 3PT**Case Officer**

Mr Scott Jones

**Ward**

Blatchcombe

**Description**

Demolition of 28 dwellings and their ancillary buildings and formation of 43 dwellings together with associated parking and amenity areas

**Executive Summary/Key Outcomes**

The proposal is a social housing redevelopment scheme set within a residential suburb of Paignton that seeks to replace twenty eight post war 'Cornish' dwellings with forty three new dwellings and associated parking, access and amenity space.

The proposal is considered to be a positive scheme for residential redevelopment, 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. The removal of the existing uncharacteristic building form is considered positive and the replacement scheme, due to the scale, layout and design of the dwellings, is deemed to provide a suitable residential environment for future occupiers. The proposed design and layout also provides a suitable form of frontage development to frame the streetscene and sits comfortably within the wider built environment. In addition the proposed mix of dwellings and bungalows, together with their orientation and distances to other properties, would appear for the most part to maintain suitable levels of amenity afforded neighbouring occupiers.

It should be noted that negotiations have provided improvements to the scheme as it has progressed towards a formal submission. Discussions have resulted in the introduction of bungalows to the rear, which gives dual benefits in respect to reducing potential impact upon adjacent plots and offering a more balanced and mixed housing stock. Revisions have also been made to 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, would appear 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. However,

notwithstanding this, there remains a degree of concern over the provision of two-storey units amongst the bungalow development along the Southern (rear) border, adjacent to properties on Jasmine Grove.

### **Recommendation**

Site visit; Conditional Approval; subject to further negotiations on the proposed layout to allow for additional tree planting, to achieve an improvement in relation to plot 43 and to replace plots 39 and 25 with single storey properties; conditions (as laid out at the end of this report) to be 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 date of this committee.

### **Site Details**

The site is the combined curtilage of residential plots numbers 13 through to 39 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 and no off-street parking.

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

There are no built or landscape designations over the land.

### **Detailed Proposals**

Principally the scheme seeks to replace 28 existing dilapidated and outmoded dwellings with 43 dwellings. The redevelopment proposal offers a mix of dwelling types and sizes, providing twenty 2-bed houses, fourteen 3-bed houses, five 4-bed houses and four 2-bed bungalows. The majority of the dwellings front the street and maintain the framing of the road, however, development is also introduced towards the rear of the site to make efficient use of the land. The current dwellings occupy the site at a density of approximately 42 units per hectare, the proposed development will be at a density of around 64 dwellings per hectare.

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

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 a number of semi-detached dwellings and bungalows to the rear.

The redevelopment introduces off-street parking, with 44 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. Our 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. Our 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 would 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.

*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 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 -*

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.

Six further letters of representation have 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.

These have been reproduced at Page P.201.

**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

*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 number of units, Local Plan policy seeks to encourage the most efficient use of previously developed land, as such higher densities can often come forward on brownfield sites. The proposed density sits at around 64 dwellings per hectare as apposed to the current density of 41 dwellings per hectare for the flats. This density is relatively high for suburban land, but it is not an unachievable level if treated correctly. Whilst there is no longer a minimum density figure set out in national planning policy PPS3, there is also no set maximum density. As such it is for consideration in each case as to whether the proposed density is acceptable.

In this case a range of housing types and sizes are being provided, and the site is within the urban fabric of Paignton and not in a rural / semi-rural location. Furthermore, the nature of the sites' established use value determines the need to provide a greater quantum of development in order to encourage its redevelopment. As such, provided that the appropriate layout and arrangement of buildings can be achieved it is considered that the density would be appropriate in this case.

*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. In regard to the layout it is also appreciated that the scheme retains a strong frontage to Langridge Road, which is welcomed.

The building line has been brought forward from the established line by between 2-6 metres in places, for the most part, and in particular in regards to plots 1-9 and 13-21, the reduced distances to edge of curb are considered acceptable as a form of green frontage is maintained due to the extent of highway verge. Plots 26-34 and the end plot 43 also step forward of the existing building line, and do not retain such a substantial grass verge to the front. Whilst these plots remain a suitable distance away from the properties on the opposite side of the road, officers would welcome the opportunity to look at whether the building line of plot

43 in particular could be moved back and whether the orientation of plot 43 and the design of the side elevation can be improved.

In regard to the courtyard development the general arrangement is considered acceptable within the context of the need to efficiently utilise previously developed land. The existing plots are over 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 when considering the constraints of the site.

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.

*iii) Neighbour amenity considerations -*

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

Although the proposal provides a net increase in the number of dwellings within the site, the redevelopment appears to provide the opportunity to improve local parking provision and thus lessen local parking pressure. At present the current dwellings are not supported by off street parking and thus all of the resulting parking pressure from occupancy is alleviated by the use of on street parking. The proposal, by developing through to the rear and by having three access points, provides pockets of off street parking throughout the site and as such offers convenient parking for each and every unit. This is achieved without a significant loss of on-street parking.

Although the proposal is of a similar domestic scale to that which exists, it does alter building lines and introduce buildings to the rear of the site, and where these changes occur the interrelationship should afford protection to current amenity levels.

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. The front-to-front distances that are involved are not uncustomary for a residential area. Due to the scale and distances involved privacy levels would also not be affected, nor would outlook or levels of light.

At each end of the plot the development abuts existing residences. At the northwestern end of the plot the proposal maintains the current building line at the side and two-storey scale of development. Although the footprint is pushed back in the plot by a few metres the relationship is considered to remain largely

unaltered. There is therefore no concern at this end of the plot.

At the western end of the plot the proposal seeks to provide a short terrace perpendicular to the highway that runs into the site. This terrace, although drawn back by 2-3metres from the current building line, introduces a more sensitive elevation treatment towards the abutting dwelling and hence there are variances here. The scale and bulk of the building would not appear sensitive in terms of outlook and light, certainly in light of the slight movement away from the adjacent plot. In terms of privacy and overlooking the terrace would appear to provide an acceptable relationship as the rear elevations face on to a less-sensitive side elevation. It should be noted that the design incorporates a bathroom to the rear which provides only one upper-floor window per property on the rear elevations. This also lessens potential impact.

In regard to the development introduced towards the rear of the plot negotiations have led to the introduction of bungalows along the southern border. This area of the site abuts properties off Jasmine Grove (which appear generally set one storey lower due to a drop in land levels). The introduction of one-storey units with hipped roofs provides development that would offer no overlooking, loss of outlook, or loss of light. Roofscapes may be visible at upper floor levels over border fencing and planting, however the ability to view buildings is not considered an issue of amenity.

Two of the proposed dwellings, plots 25 and 39, remain two-storey in height along this rear border, as their relationships are considered less sensitive due to slight staggers in the adjacent buildings within Jasmine Grove. However, the provision of two-storey dwellings on this border could, potentially, result in development that is over dominant within the suburban surrounds and quite stark on the ridgeline. Considering this, although the distances between properties and levels of privacy and light, appear acceptable, there is concern as to whether a two-storey element would sit comfortably here. Officers would welcome the opportunity to negotiate the provision of single storey units in their place, should members consider this relationship to be unacceptable.

*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 44 spaces for the 43 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. All matters considered the parking and access arrangements are considered acceptable.

The scheme is supported by the Authority's Highways Department.

*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.

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. 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

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 address's points noted above. Officers would also welcome the opportunity to discuss this issue with the applicants post committee in order to seek minor revisions to the layout to ensure that appropriate tree planting can take place.

**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 15 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.

There is a degree of concern in regard to the suitability of two-storey development on the southern border and areas within the proposed layout where officers would welcome the opportunity for further negotiations. However, as there appears a number of social and economic benefits from the scheme, officers recommend a positive resolution with scope to negotiate further improvements under delegated powers post committee resolution.

Should the above be acceptable, the scheme is supported subject to the resolution of 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 details in respect to Sustainable Urban Drainage
- Removal of Permitted Development Rights

### **Relevant Policies**

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