

TWC/2017/0105

Garages between, 129 & 131 Crescent Road, Hadley, Telford, Shropshire
Erection 1no. two storey building containing 4no. flats and erection of single storey
building containing 3no. garages following demolition of existing garages

APPLICANT

JG Developments Ltd

RECEIVED

31/01/2017

PARISH

Hadley and Leegomery

WARD

Hadley and Leegomery

OFFICER

Ian Lowe

OBJECTIONS RECEIVED: YES

**CLLR LEON MURRAY HAS REQUESTED THAT THIS APPLICATION IS
DETERMINED BY PLANNING COMMITTEE**

1. THE PROPOSAL

- 1.1 The proposal seeks full planning consent for the erection of a two storey building containing 4 No. 2 bedroomed flats following the demolition of exiting garages. The proposal includes 6 parking spaces for the flats and 3 new garages which would be available to rent.
- 1.2 The proposed flats would be laid out with the appearance of a semi-detached pair with individual doors to each ground floor unit and a separate, centrally located door providing access to a stairwell for the two upstairs flats. The building would have a gable roof design to match nearby dwellings with mock chimney stacks. Each unit would be provided with a lounge, kitchen, 2 bedrooms and bathroom. Private amenity space would be allocated to each flat.
- 1.3 The proposed 3 garages would be located to the south west of the site. As part of the development it is proposed to retain vehicular access to the rear gardens of neighbouring properties fronting Haybridge Avenue to the south which have existing parking within the rear gardens. Access to the site is via Crescent Road to the north and over a shared driveway and parking area and then through a 3m wide access, approximately 27m in length.
- 1.4 The applicant proposes to use Forticrete Gemini (red/brown) tiles, Wolds Autumn Brown bricks and white Upvc windows.

2. SITE AND SURROUNDINGS

- 2.1 The application site is located within the residential area of Hadley approximately 1.2 miles north of Junction 6 of the M54 and 2 miles east of the market town of Wellington.

- 2.2 The site comprises a former council owned garage court, where garages were rented by local residents. Most of the 10 garages are now unused and in poor states of repair. According to the applicants Supporting Statement, only two of the garages are currently in use. The site measures 862sq.m (0.08h).
- 2.3 Access to the site is via Crescent Road to the north and past existing residential dwellings. There is a narrow section of the access (approximately 27m) passing No. 129-131 which then opens out onto the garage area. In addition to the onsite garages, some existing residents have opened up new accesses off the land within private gardens, notably 40 and 42 Haybridge Avenue to the south. The site is currently laid out as tarmac, with several of the garages on concrete pads. There is also some overgrown scrub areas within the site. There are varying examples of boundary treatment surrounding the site but this mainly comprise fencing of varying heights and states of repair.
- 2.4 There is currently access through the site onto Haybridge Avenue via a small area of open space. This is not a classified public right of way and would have been previously used as access to the garages.
- 2.5 Surrounding development is primarily two storey gable ended, 2 and 3 bedroom terraced dwellings although there is a mix of property designs within the wider surrounding area. Local shops and bus stops are located within 200m on Haybridge Road to the north. Hadley Learning Community School is located a similar distance on Crescent Road to the east of the application site.

3. RELEVANT PLANNING HISTORY

- 3.1 W2008/1098 - Outline application for the demolition of existing garages and erection of 2no. semi-detached bungalows and erection of 10 garages – Full Granted 13/02/2009

4. PLANNING POLICY CONTEXT

- 4.1 National Guidance:
National Planning Policy Framework (NPPF)
- 4.2 Saved Wrekin Local Plan:
UD2 Urban Design
H6 Windfall Sites in Telford & Newport
- 4.3 Telford and Wrekin Core Strategy:
CS1 Homes
CS9 Accessibility and Social Inclusion
CS15 Urban Design
- 2.6 Telford and Wrekin Local Plan (2011-2031 – Submission Version 2016)
BE1 Design Criteria
SP1 Telford
SP4 Sustainable Development

5. SUMMARY OF CONSULTATION RESPONSES

Standard consultation responses

- 5.1 Hadley and Leegomery Parish Council: No Objection
- 5.2 Cllr Leon Murray: Object
Requests that the application is considered by Planning Committee for the following reasons:
- 1. Overlooking of property
 - 2. Access is too narrow
 - 3. Inappropriate development and site not large enough to accommodate proposal
- 5.3 Highways: Support subject to conditions
The Highways Officer raises comments that the existing access route into the site is narrow and subsequently there is insufficient width to allow two vehicles to pass, with restricted forward visibility due to the presence of a tight corner. Whilst they acknowledge that the existing route is not to standard in that it is geometrically inadequate, the existing route is currently utilised for access to a number of garages, in addition to rear access for properties 40 & 42 Haybridge Avenue. They confirm that the route is privately owned with no detriment to the safe operation of the adjacent adopted highway, therefore it would not constitute a reason for a highways refusal. Furthermore, taking into account that rear access to the aforementioned properties is to be maintained as part of the proposals, in addition to the proposed 3 no. garages, it is considered that any overspill of parking onto the highway as a result of the proposed development is not substantial enough to justify a highways refusal. Conditions are recommended for the implementation of parking, loading, unloading and turning prior to use and that the garages have an internal dimension of 6m length and 3m width.
- 5.4 Drainage: Support Subject to Conditions:
Recommend standard conditions relating to the need to submit a scheme of foul and surface water drainage. The scheme shall include suitable soakaway tests and details of SUDS including management responsibilities. The Officer notes that a Severn Trent Water sewer runs across the western corner of the site and recommends the applicant contacts them to discuss suitable easements.
- 5.5 Contaminated Land: No Comments
- 5.6 West Mercia Police: Comment
The proposal should seek to achieve the Secured By Design (SBD) award status for this development.
- 5.7 Shropshire Fire Service: Comment

As part of the planning process, consideration should be given to the information contained within Shropshire Fire and Rescue Service's 'Fire Safety Guidance for Commercial and Domestic Planning Applications'.

Neighbour consultation responses

5.8 Neighbouring occupiers have been consulted and a total of 10 individual objections and a petition of 26 signatures has been received. Both the objections and the petition raise the following main concerns:

- Overdevelopment of Site
- Out of Character
- Overlooking
- Loss of Privacy
- Loss of Light
- Traffic Issues
- Inadequate Parking
- Inadequate Access (for vehicles and emergency services)
- Noise Level
- Schools in Area Overcrowded

6. PLANNING CONSIDERATIONS

6.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:

- Principle of development
- Design and layout of the development including impact upon neighbouring amenity
- Highways and parking
- Drainage
- Other Considerations

Principle of Development

6.2 Policy CS1 (Homes) of the Core Strategy states that new homes need to provide convenient access to jobs, schools, shops, open space and other essential services and facilities. Policy H6 of the Wrekin Local Plan suggests that housing development will be permitted on land under 0.4 hectare where the site can be adequately accessed and parking provided; adequately drained; where there are stability issues, that these could be mitigated; and where it would have no adverse impact upon the local environment.

6.3 The Telford and Wrekin Local Plan (2011-2031) is currently at examination and will ultimately replace the Core Strategy and existing Local Plan. Paragraph 216 of the NPPF states that from the day of publication, decision-takers may give weight to relevant policies in emerging plans according to their status and consistency with the framework. Given that the plan has been

published and the public hearings associated with the Examination in Public have closed, it can be considered to be at a fairly advanced stage of preparation. Policy SP1 indicates that the built up Telford Area will be the focus for growth in order to meet the borough's housing needs and supports the development of local centres. SP4 of the plan indicates that there will be a presumption in favour of sustainable development whilst policy HO1 sets out the target for the number of new dwellings across the borough up to 2031.

- 6.4 The National Planning Policy Framework (NPPF) is a material consideration and sets out the Government's planning policies and at its heart is the presumption in favour of sustainable development. It states that local planning authorities should positively seek opportunities to meet the development needs of their area by securing high quality design and a good standard of amenity for all existing and future occupants of land and buildings. The guidance also seeks the development of brownfield land first and gives weight to strong designs; advising LPA's to refuse development of poor design which fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 6.5 In this instance, the application site is located within the built up area of Telford and Wrekin and within the existing residential area of Hadely. It would make better use of a private site that is in need of refurbishment, currently made up of dilapidated garages. Notwithstanding the objections received, as detailed later in this report the site can be accessed and drained (subject to further details requested via conditions) without detriment upon the built and natural environments. The site is a short walk from local shops and there are nearby bus stops with access to schools and jobs in the wider area. As such, Officers consider that the principle of the development is acceptable.
- 6.6 In addition to the above, it should be noted that previous outline consent was granted on this site for residential development (two bungalows). Although this does not automatically ensure that planning applications should be approved in the future, it does add some weight to the principle of development on this land, the previous outline consent was also considered against the Wrekin Local Plan and Core Strategy. There have been no significant changes in local or national planning policy that would now suggest that residential development on this site should not be supported.

Design and layout of the development including impact upon neighbouring amenity

- 6.7 The Wrekin Local Plan, Policy UD2 Design Criteria, requires new development to be of high quality and distinctive design, whilst also respecting and relating to the context, both visually and functionally and enhancing the quality of the local environment. This policy advises the Council to assess the development in relation to its scale, massing, form, density, orientation, layout, proportions, materials, landscape elements, access and spatial quality. In addition to this policy, the Core Strategy, CS15 Urban Design, states the design of development will assist in creating and sustaining safe places, strengthening local identity and projecting a positive local image, positively

influencing the appearance and use of the local environment.

- 6.8 Policy BE1 of the emerging local plan builds upon the existing design policies set out in UD2 and CS15 which it will eventually replace. It also seeks high quality design and suggests that the council will support development that respects and responds positively to its context and enhances the quality of the local built and natural environment. Policy C4 considers the design of roads and streets and seeks to ensure that a new road is designed to adoptable standard where it is intended to be adopted by the Council.
- 6.9 The scale and design of the proposed dwellings is considered to be acceptable. It would propose a gable ended two storey property that would not appear out of keeping or scale with other properties in the surrounding area. It would be suitably located within the plot with adequate space for parking and turning to the front. Although the proposed private amenity areas for each flat would be small, they would be adequate for the size of the flats proposed and would give each property some outdoor space.
- 6.10 Notwithstanding concerns raised by neighbouring occupiers, the proposed development provides adequate separation distances to neighbouring dwellings in order to prevent loss of light and privacy. Windows to the rear of the proposed development would overlook an area of open space with the nearest garden approximately 15m away. Windows to the front of the proposed unit achieve a distance of more than 17m to garden areas of properties fronting Haybridge Avenue (No's 40-44). There would be a distance of approximately 16m between the rear elevations of 26 and 28 Haybridge Avenue to the east facing the flank wall of the proposed development. Officers are therefore of the view that the proposed development could not be considered overdevelopment of the site or cause detriment to the amenities of neighbouring occupiers.
- 6.11 Notwithstanding the above, it is noted that bathroom windows within the side elevations of the proposed units would fall short of reasonable separation distances to neighbouring gardens. Whilst such windows would normally be obscured, this will be conditioned to ensure the protection of privacy. As flats do not have permitted development rights, it would not be necessary to condition the removal of PD rights for further development such as extensions, roof alterations or the insertion of additional windows.
- 6.12 Details of materials have been submitted by the application as described in Para 1.4 of this report. Officers have previously seen samples of these materials on similar approved development previously proposed by the same applicant and are satisfied that they would be in keeping with the character of the area without causing detriment.
- 6.13 It is therefore considered that the development would respect the context and appearance of the local environment, as required by Policy UD2 of the Local Plan and CS15 of the Core Strategy. Officers are also satisfied that the proposal as complies with policy BE1 contained within the emerging Local Plan.

Highways and Parking

- 6.14 Officers note concerns and objections raised by neighbouring occupiers in regards to the dispersion of parking onto the public highway and concerns regarding access into and out of the site. The proposed application has been assessed by the Councils Highways Team who also carried out a site visit. They note that historically, the site was used for garages and whilst these are now largely redundant except for a couple, it had 10 garages all of which could have been used for vehicles thus creating a similar amount of traffic into and out of the site.
- 6.15 The emerging local plan provides parking standards for development across the borough. It suggests that in suburban areas, 1.6 car parking spaces are required per 2 bedroomed dwellings but also notes that there are generally lower levels of car ownership in flats or rented dwellings. The proposed development of four flats provides 6 parking spaces in addition to 3 garages which would be made available for separate rental. The amount of spaces for the flats is therefore complies with the required amount and as such it is not envisaged that there would be any significant overspill onto the public highway.
- 6.16 Although the Highways Officer notes that the access into the site is below normal highway standards, they also confirm that as a private access, there can be no reasons to justify refusal as the development would not have any detrimental impact upon the public highway.
- 6.17 The Fire Service have been consulted as part of the proposal and they have raised no objections to the proposal. They have suggested that consideration should be given to the information contained within Shropshire Fire and Rescue Service's "Fire Safety Guidance for Commercial and Domestic Planning Applications". The need to ensure fire safety falls under Building Regulations (B5) and is therefore not a planning consideration. For clarification these regulations suggest that a distance of 45m would normally be required between the fire appliance and any part of the proposed dwelling which should be achievable in this instance. The alternative is for the applicant to provide a suitable sprinkler system within the building.
- 6.18 It is understood that concerns could be raised that vehicle repair works could take place within the proposed garages. A condition is attached to ensure that the garages shall be used for the accommodation of private cars only and not for the accommodation of commercial vehicles, and shall not be used for any repair work otherwise than routine maintenance on the cars normally accommodated therein. This safeguards the residential character of the neighbourhood.
- 6.19 It is therefore considered that the development would not adversely impact upon the public highway as parking provision within the site is acceptable. The need to provide suitable measures in case of fire falls under Building Regulations. Policies UD2 of the Wrekin Local Plan and BE1 and C4 of the emerging Local Plan are met.

Drainage

- 6.20 The Drainage Officer raises no objections to the proposed development subject to the submission of a detailed design for foul and surface water drainage. A suitable condition which would ensure that the correct level of information is submitted can be attached.

Other considerations

- 6.21 Concerns have been raised in regards to noise from the proposed construction. Whilst some noise is inevitable, it is for the applicant to ensure that any building work is considerate to neighbouring occupiers. A site construction management plan will be requested by condition; this will include times of construction and management of the construction layout to ensure access is maintained to the rear of existing properties notably 40 and 42 Haybridge Avenue.

7. CONCLUSIONS

- 7.1 Following consideration of this application and the comments received, Officers consider that the principle of residential in this location is acceptable, as was also established on a previous outline application. The layout, scale and appearance of the proposed development is acceptable and would not cause detriment to the character of the surrounding area ensuring also that adequate levels of parking and amenity space can be achieved within the site. Furthermore, the development would not cause detriment to neighbouring occupiers through loss of light or overlooking. Concerns regarding the impact upon highways are noted; however, the site provides adequate parking provision in line with emerging parking standards and also has provision for garages available to neighbouring residents for rent. The development would not have any significant impact upon the public highway that would warrant refusal of the application.
- 7.2 Accordingly the application is considered to be in accordance with Policies CS1, CS9 and CS15 of the Core Strategy, Policies UD2 of the Local Plan, policies BE1, SP1, SP4 and C4 within the emerging Local Plan and national planning policy guidance contained within the NPPF.

8. RECOMMENDATION

- 8.1 Based on the conclusions above, the recommendation to the Planning Committee on this application is that it should be **FULL GRANTED** subject to the following conditions and informatives:

- A04 Time Limit – Full
- B079 Foul and Surface Water Drainage
- B121 Landscaping Design
- B150 Site Environmental Management Plan (construction)
- C002 Materials as Submitted
- C013 Parking, Loading, Unloading, Turning

C020 Garage Dimensions
C38 Development in accordance with plans
D08 Windows Obscure Glazing

Informatives

I32 Fire Authority
I35 Severn Trent Water Sewer
I35 Secured By Design
I40 Conditions
I41 Reasons for approval
RANPPF1 Approval - NPPF