

DELEGATED

**AGENDA NO
PLANNING COMMITTEE**

10th OCTOBER 2007

**REPORT OF CORPORATE DIRECTOR,
DEVELOPMENT AND NEIGHBOURHOOD
SERVICES**

07/1982/FUL

**Former C L Prosser Site, Parkfield Road, Stockton-On-Tees
Residential development comprising 6 no. apartment blocks containing 62 no. apartments
in total and associated works.**

Expiry Date: 18 October 2007

SUMMARY

Planning permission was initially sought for the erection of 62 no. apartments and associated parking and amenity space. The applicant was advised on the 1st August 2007 that the scheme was unacceptable, providing insufficient parking and amenity space as well as having other general layout issues. This committee report had initially been drafted as a refusal based on the shortcomings of the initially submitted scheme. However, amended plans have been submitted on the 28th September 2007. This has left insufficient time to re-consult consultees and gain their comments prior to formalising this report, although some comments relate to the redevelopment of the site generally as against the specific layout or design which has changed.

It is intended that any revised consultation responses would be updated to committee.

Planning permission is now sought for the development of 60no. apartments and associated parking, amenity space and other ancillary development on an existing brownfield site on Parkfield Road.

The Head of Technical Services has advised that there is insufficient parking and that a contribution would be required towards off site highway works. The Urban Design Team are considering revised plans with regard to the internal layout of the site.

The applicant has been advised that contributions would be required for off site amenity space, off site highways contributions as well as for on site affordable housing, however, no such agreements have been made to provide these to date, although these would need to form part of any decision to approve the application.

The general principle of residential development on the site is considered to accord with Policy HO3 of the Stockton on Tees Local Plan, being a brownfield site within the defined limits of development at a position in close proximity to Stockton Town centre. In view of the site being in a sustainable location it is also considered to accord with the Council's Supplementary Planning guidance relating to the location of flatted development.

The scale and design of the proposed buildings is generally acceptable for its location in view of the varied scale and design of the surrounding built environment. The scheme achieves adequate parking based on comments of the Head of Technical Services based on the originally submitted details.

Areas of amenity space have been provided in close proximity to the apartment block and it is considered that the overall layout, although relatively tight would adequately provide for the future occupiers subject to off site contributions.

The layout should achieve adequate amenity and privacy both internally and externally whilst is well distanced from the adjoining apartment block.

RECOMMENDATION

That the determination of planning application 07/1982/FUL be delegated to the Head of Planning and it be approved subject to the revised plans addressing all outstanding matters, Section 106 contributions being signed by the 18th October 2007, adequate provision being made in respect to affordable housing and necessary conditions including the following below. Should all matters not be resolved and the section 106 agreements not be signed by the 18th October 2007 then the application be refused.

Approved plans

Hard and soft landscaping scheme.

Materials

Car park surface materials

Layout of internal footpaths

Affordable Housing

HEADS OF TERMS

A commuted lump sum of £17,500 is required in lieu of the provision of informal and formal recreation space. This would be used towards the provision of off site recreation within the locality.

A commuted lump sum of £27,000 is required to contribute to off site highway improvement works within the vicinity of the Riverside Road Roundabout in order to mitigate against the impacts of additional traffic upon this roundabout and the immediately surrounding highway network.

PROPOSAL

1. Planning permission is sought for the redevelopment of a former scrap metal yard and petrol filling station to provide 60no. apartments, associated access, parking at a ration of 1.25 spaces per unit, three areas of amenity space and associated landscaping.
2. The apartments are formed in one four storey block which runs along the roadside frontage with parking and amenity space either to the rear or sides of the main block. The building has a symmetrical elevation layout and is generally of a traditional design having pitched roof, chimney details, projecting gables and corner feature bays.
3. Access is gained directly off Parkfield Road underneath an arch within the apartment which has residential units above. The proposed scheme provides an in curtilage turning head, 75 parking spaces, bin and cycle stores as well as internal footpaths.

CONSULTATIONS

The following Consultations were notified and comments received are summarised below: -

Urban Design

4. Engineers Summarised: The Transport Statement is not acceptable as it fails to fully address potential adverse impacts on the Riverside roundabout. As Riverside roundabout is known to be at capacity, any additional traffic is material and mitigation will, therefore, be

required. Mitigation of development impact can be achieved through improvements to this roundabout. This work must be funded from all new development that contributes traffic to this junction. Based on current housing numbers in this application (62 apartments) a contribution of £27 900 will be required from this development towards improvements at Riverside roundabout. We will require a revised Traffic Statement to be prepared for our approval which acknowledges the material impact on the roundabout and the financial contribution via a Section 106 Agreement towards improvements. This figure will vary pro-rata with any changes in housing numbers. The development shall be designed and constructed in accordance with the Councils Design Guide and Specification (Residential and Industrial Estates Development) current edition,

Landscape Summarised: No hard or soft landscape scheme or mitigation scheme to protect the existing planting has been submitted. General comments about tree protection and provision.

Highways Agency

5. Summarised:

The development is close to the A66 and would be expected to increase traffic at its junction with the A66 link albeit minimal. In order to minimise travel the authority should impose conditions relating to provision of a travel plan, an annual travel survey, parking provision and cycle parking.

Development And Regeneration

6. Housing (summarised)

The standard affordable housing condition should be attached to any approval setting the required amount at 15 % and requesting discounted sale at SBC discounted entry-level price.

Environmental Health Unit

7. I have reviewed the Desk Study (Phase 1) & Environmental Assessment/Geotechnical Investigation (Phase 2a/b) report for the proposed development. I can confirm that pollutant linkages posing significant risk under Part IIa have been identified although there is still some further investigation works required in the scrap yard area and the area around the underground fuel storage tanks. The remediation measures proposed are satisfactory however the applicant should provide a validation report which must be submitted and approved by the Local Authority on completion of remediation, this shall include details of soil sampling of all imported materials and details of the measures taken to prevent vapour entry in to the properties

Care For Your Area - Sarah Edwards

8. In regard to the above an off site contribution to open space is required, at the level that we require £3500.00 per 0.1Ha. development site. This shall be used for environmental / recreational improvements to the adjacent open space.

Northumbrian Water Limited

9. No objections

Northern Gas Networks

10. No objections

NEDL

11. No objections

No comments were received from the following consultees: -
Care For Your Area Waste Richard Bradley
Councillors

PUBLICITY

Neighbours were notified and any comments received are below (if applicable): -

12. Ms D Parker, 15 School Walk' Stockton-on-Tees
We don't need any more flats in view of flats being built on the adjoining site. They will block views from my living room to the hills.

PLANNING POLICY

The relevant development plan in this case is the adopted Stockton on Tees Local Plan.

Where an adopted or approved development plan contains relevant policies, Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that an application for planning permissions shall be determined in accordance with the Development Plan(s) for the area, unless material considerations indicate otherwise. In this case the relevant Development Plans are: - *the Tees Valley Structure Plan (TVSP) and the Stockton on Tees Local Plan (STLP)*.

The following planning policies are considered to be relevant to the consideration of this application: -

Policy GP1

Proposals for development will be assessed in relation to the policies of the Cleveland Structure Plan and the following criteria as appropriate:

- (i) The external appearance of the development and its relationship with the surrounding area;
- (ii) The effect on the amenities of the occupiers of nearby properties;
- (iii) The provision of satisfactory access and parking arrangements;
- (iv) The contribution of existing trees and landscape features;
- (v) The need for a high standard of landscaping;
- (vi) The desire to reduce opportunities for crime;
- (vii) The intention to make development as accessible as possible to everyone;
- (viii) The quality, character and sensitivity of existing landscapes and buildings;
- (ix) The effect upon wildlife habitats;
- (x) The effect upon the public rights of way network.

Policy HO3

Within the limits of development, residential development may be permitted provided that:

- (i) The land is not specifically allocated for another use; and
- (ii) The land is not underneath electricity lines; and
- (iii) It does not result in the loss of a site which is used for recreational purposes; and
- (iv) It is sympathetic to the character of the locality and takes account of and accommodates important features within the site; and
- (v) It does not result in an unacceptable loss of amenity to adjacent land users; and
- (vi) Satisfactory arrangements can be made for access and parking.

Policy HO11

New residential development should be designed and laid out to:

- (i) Provide a high quality of built environment which is in keeping with its surroundings;
- (ii) Incorporate open space for both formal and informal use;
- (iii) Ensure that residents of the new dwellings would have a satisfactory degree of privacy and amenity;
- (iv) Avoid any unacceptable effect on the privacy and amenity of the occupiers of nearby properties;
- (v) Pay due regard to existing features and ground levels on the site;
- (vi) Provide adequate access, parking and servicing;

(vii) Subject to the above factors, to incorporate features to assist in crime prevention.

SITE AND SURROUNDINGS

13. The site lies on the southwestern side of Stockton off Parkfield Road in an area where there has been other new residential developments following redevelopment of brownfield sites. The site is formed by the former Prosser scrap yard and a petrol filling station being bounded to the north west by Parkfield Road and residential properties beyond, to the east by a small retail park and to the south by the recently constructed Persimmon housing site and its associated area of open space with the A66 Link Road beyond.
14. The former scrap yard is a walled area of concrete hard standing whilst the former petrol filling station remains to be laid out as such with MOT testing building, forecourt and shop with associated canopy.

MATERIAL PLANNING CONSIDERATIONS

15. The application relates to a brownfield site within the limits of development and within an urban development area as defined within the adopted Stockton on Tees Local Plan. Policy H03 guides in respect to new residential development and the proposed development generally meets the requirements of Policy HO3 in that the site does not lie under electricity lines and should not result in the loss of a site used for recreational purposes. The key considerations with respect to the proposed development relate to the suitability of the site for flatted development, the site layout, design, access and parking, impact on surrounding properties and provision of amenity space. These, and other remaining matters are considered as follows: -

Location of Flatted Development

16. Stockton's Supplementary Planning Guidance Note no. 4 relating to the locating of flatted development requires schemes such as this to be located on brownfield land within the defined limits to development and within 500m of a stop on a main bus route which has a regular service. In view of the site being on brownfield land, within the limits to development and within 300m of a bus route, it is considered that the development generally accords with the guidance of SPG 4.

Site Layout

17. The site is laid out having a single point of vehicular access, an apartment block fronting Parkfield Road and parking to the rear of the site. This layout therefore prevents parking areas fronting onto Parkfield Road, giving screening, whilst should assist in creating a relatively secure area.
18. There are three small areas of amenity space within the site which should be sufficient to provide sitting out areas for the future occupants, although there is a general lack of formal open space on the site and as such a contribution would be required for provision off site in lieu of this. The Council's Environmental Development Officer has advised that this could be used to improve the recently completed area of open space to the south east of the site.
19. The building is four storeys in height and ranges from being set between 5m and 10m from the rear edge of the footpath associated with Parkfield Road. This should allow soft landscaping to be provided which would contribute to softening and breaking up the elevation of the apartment block.

20. The scheme achieves a density of approximately 140 dwellings per hectare, which achieves government's aims with respect to efficient use of land in sustainable locations. The overall density is particularly high, although, this is achieved through creating four storeys of development, a reduced provision of parking and contributing to off site open play space. However, in view of the surrounding development which includes landscaping buffers to the south and eastern edges of the site, it is considered that the overall site layout would not unduly compromise the character or appearance of the surrounding area.
21. The internal layout of the site indicates bin stores and cycle stores in two separate locations which should generally be able to provide for the occupants of the development.

Design of apartment buildings

22. The apartment building has a relatively traditional design which replicates development further along Parkfield Road. In addition, there are several design types for buildings in the area consisting of two, three and four storey residential development as well as a large block of apartments to the south. As such, it is considered the design is generally in keeping with the surrounding environment.

Access, parking and general highways matters

23. The Head of Technical Services has raised objection to the initially submitted plans considering that the proposal did not meet minimum highway standards and that the Transport Statement is not acceptable as it fails to fully address potential adverse impacts on the Riverside roundabout. As Riverside roundabout is known to be at capacity, any additional traffic is material and mitigation will, therefore, be required. Mitigation of development impact can be achieved through improvements to this roundabout. In view of this development producing the additional loading onto the roundabout it is considered that this work must be funded from this and other new development that contributes traffic to this junction. Based on current housing numbers in this application (60 apartments) a contribution of £27 000 will be required from this development towards improvements at Riverside roundabout. Since these comments were made the revised plans have been submitted. The revised plans have achieved the advised levels of parking required whilst generally amended the layout. As such, an update will be reported to committee once it has been received.

Impact on surrounding properties and uses

24. The site lies adjacent to a recently developed three and four-storey block of apartments whilst there are two and three storey residential properties on the opposite side of Parkfield Road. The closest residential property on the opposing side of Parkfield Road is set 24m away from the proposed development. The main elevations of these properties are set at oblique angles to the main elevations of the proposed development whilst there is an intervening highway and although the apartment block is four storeys in height and has a large frontage, it is considered that the impacts on privacy or amenity would not be significant.
25. The apartment block is located away and at a different orientation to the recently constructed apartment block to the south and as such it is considered that privacy and amenity would not be affected. Furthermore, the overall spacing of these two blocks (30m) is considered to be sufficient to prevent an undue massing of adjoining developments.

Formal Open Space

26. The proposed development incorporates a 60 no. apartments and in accordance with Local Plan Policy HO11 the scheme is required to provide open space for both formal and informal use. It is considered that there is adequate amenity green space within the site for the basic needs of the future occupiers to provide them with a sitting out area, although there is no open space provided for formal use. The scheme shows a link to a recently completed area of open space provided in connection with the adjoining residential development. This is beneficial to the scheme however, a contribution is required in lieu of on site provision of more formal open space which would be used towards off site provision. It has been indicated that this would need to be provided at a rate of £3500 per 0.1 ha or part thereof.

Affordable Housing

27. Local Plan Policy H04 requires the provision of affordable housing on sites over 2 hectares; however, PPS 3 (Housing) has been published since the adoption of the Local Plan which offers updated guidance on the delivery and requirement for affordable housing. PPS 3 has a presumption that the housing will be delivered on site, facilitating the government's objectives of creating sustainable, mixed communities. The guidance also requires that policy sets out justification for off-site provision, or an equivalent financial contribution in-lieu of on site provision, providing these continue to make a contribution to the delivery of mixed communities. Para 29. of PPS 3:Housing states that the minimum site size threshold for affordable housing provision should be 15 dwellings, although this may be lower in some areas, where this is viable and practicable. PPS 3 has been required to be taken account of as a material consideration in determining planning applications since the 1st April 2007.
28. The Local Housing Needs Assessment (LHNA) recommended that 9% of all new housing development over the next five years be classed as affordable, which equates to 200 actual dwellings over the same period. However, since some smaller sites may be unable to deliver any affordable dwellings, it is recommended that overall, 15% of all new residential development is affordable. This figure is solely concerned with newly arising need, and will be updated annually. Although this figure appears to be low, it has to take account of some permissions taking a long time to progress from application stage to a built and occupied stage.
29. Given the advice in PPS3 and the LHNA, the Councils Housing Team have advised that they will actively pursue a target of 15% affordable housing on sites with 15 or more dwellings proposed. The request for the provision of on site affordable housing has been made.

Landscaping

30. The Councils Urban Design Team considered that the originally submitted scheme did not achieve meaningful landscaping which on maturity could not be achieved and existing landscaping adjoining the site, may be directly affected by the proposal during maturity. In view of revised plans having been submitted these comments will be updated to committee, although initial comments are that the revised scheme allows for a greater amount of adequate landscaping.

Other Matters

31. The Councils Environmental Health Officer has assessed the site investigation works and the results. It is considered that the remediation works are satisfactory although advised that a validation report needs to be submitted to the Local Planning Authority upon completion.

CONCLUSION

32. The general principle of residential development on the site is considered to accord with Policy HO3 of the Stockton on Tees Local Plan in view of it being a brownfield site within the defined limits of development at a position in close proximity to Stockton Town centre. In view of the site being in a relatively sustainable location it is also considered to accord with the Councils Supplementary Planning Guidance relating to the location of flatted development.
33. The scale and design of the development is generally acceptable for its location in view of the varied scale and design of the surrounding built environment. The revised plans appear to achieve adequate levels of parking and amenity space whilst generally indicates an adequate layout, subject to contributions relating to off site highway works, formal open space and affordable housing. These considerations will require updating once the consultation period for the revised plans has expired.

Corporate Director of Development and Neighbourhood Services
Contact Officer Mr Andrew Glossop Telephone No 01642 527796

Human Rights Implications

The provisions of the European Convention of Human Rights 1950 have been taken into account in the preparation of this report

Environmental Implications

As report

Financial Implications

As Report

WARD AND WARD COUNCILLORS

Ward	Stockton Town Centre
Ward Councillor	Councillor D. W. Coleman
Ward Councillor	Councillor P. Kirton