

FULL PLANNING APPLICATION

**2 STANWELL ROAD
PENARTH**

**ERECTION OF ENCLOSURE ABOVE EXISTING CAR
PARKING SPACES**

PLANNING STATEMENT

JANUARY 2020



Geraint John Planning

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1.0 INTRODUCTION

- 1.1 This Planning Statement has been prepared in support of a planning application, submitted on behalf of Silver Crescent Developments in relation to the following development proposal, located 2 Stanwell Road, Penarth:

"Erection of enclosure above existing car parking spaces"

- 1.2 This Planning Statement outlines the context within which the application is made, and provides a detailed examination of the main planning considerations raised by the proposals, together with reasoned justification in support of the proposed development.

- 1.3 The following information has been prepared in support of the planning application:

- Planning Application Forms;
- Plans and Drawings;
 - Site Location Plan;
 - Existing Site Plan;
 - Proposed Site Plan;
 - Proposed Elevations; and
- Planning Statement, Geraint John Planning.

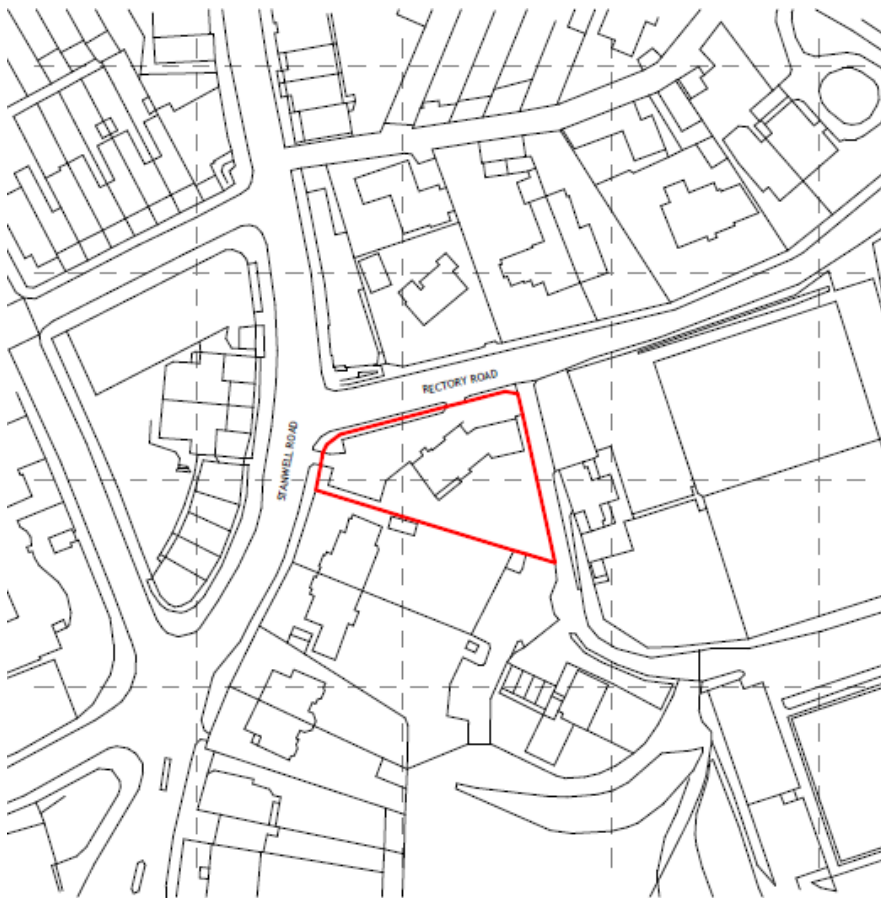
- 1.4 The statement is structured as follows:

- **Section 2** provides a description of the characteristics of the site and surrounding area, and details regarding the planning history associated with the site;
- **Section 3** provides details of the development proposals;
- **Section 4** outlines the relevant planning policy framework in relation to the site and the development;
- **Section 5** analyses the key planning considerations arising from the proposed development (considering the planning policy context);
- **Section 6** sets out our conclusions.

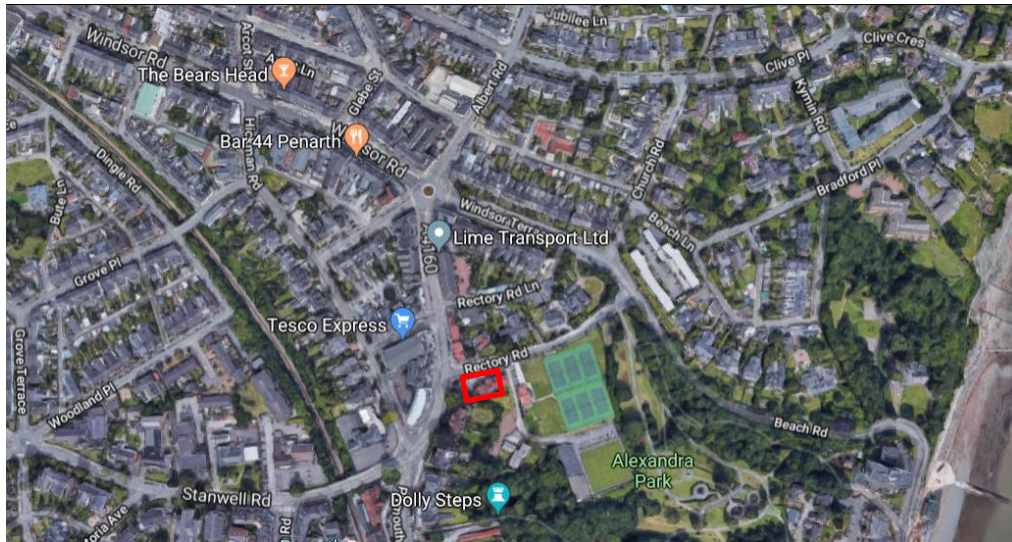
2.0 SITE AND SURROUNDINGS

The Site

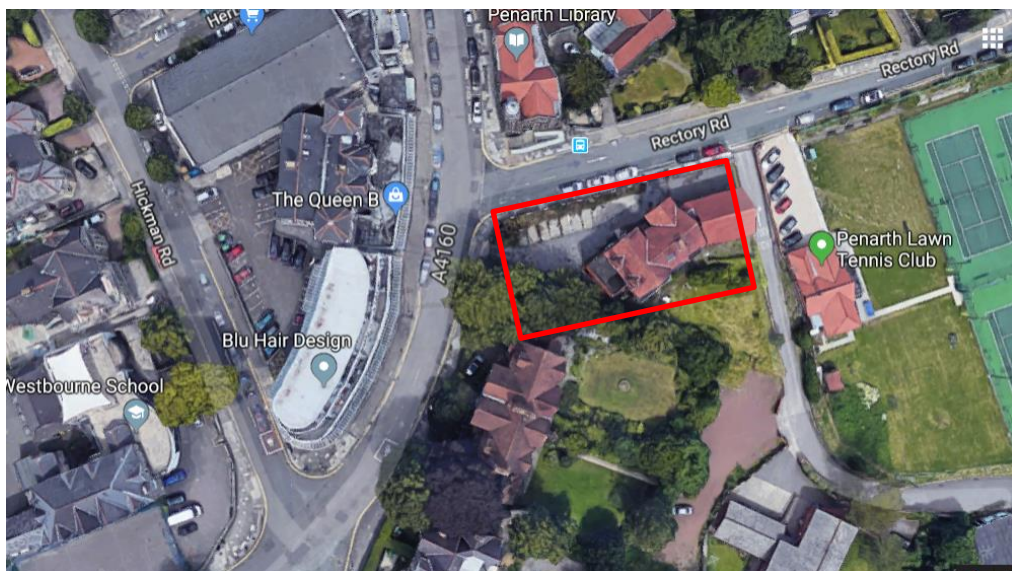
- 2.1 The site comprises a large, prominent detached part two, part three storey traditional late Victorian/early Edwardian building along with part of the associated curtilage, located on a approx. 2500m² corner plot at the junction of Rectory Road and Stanwell Road in Penarth. The site has been the subject of a range of extensions and modifications in connection with the implementation of planning permission ref. 2015/00647/FUL which has now been implemented on site.
- 2.2 The application site is located within the heart of the Penarth Conservation Area and to the south of the retail and commercial centre of Penarth.



Site Location Plan



Aerial view of the site

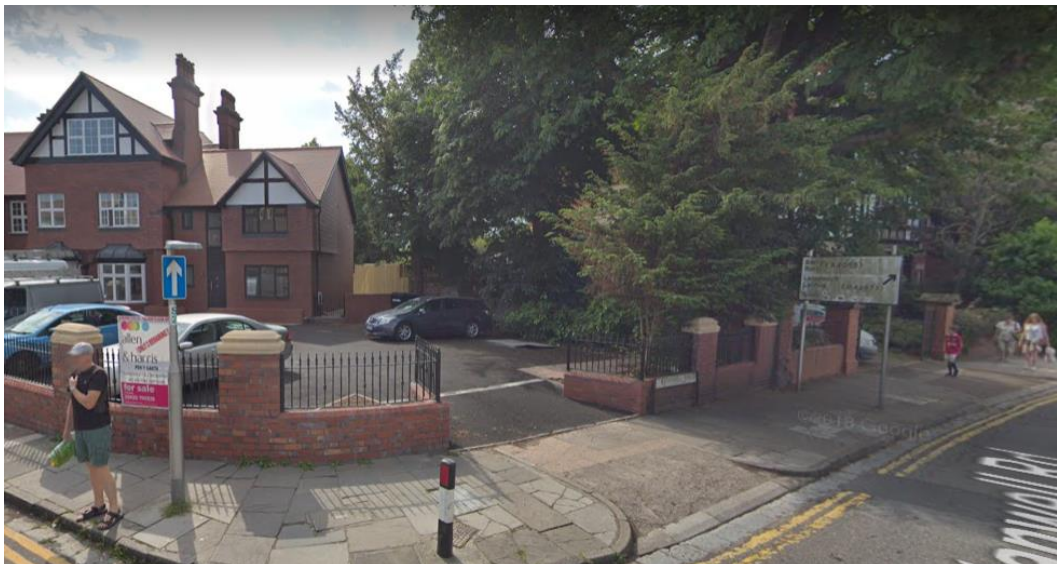


Aerial view of the site

- 2.3 There is a Tree Preservation Order which covers a Yew Tree at the south western corner.
- 2.4 The property is not listed but is recognised in the Conservation Area Appraisal as a 'Positive Building', being a good example of a late Victorian/early Edwardian residential property.



Street view from Rectory Road of site frontage



Street view from Stanwell Road

- 2.5 The property was originally constructed as a dwelling but was converted to office use, last used by The Vale of Glamorgan Community Health Council, but planning permission was granted and implemented to convert the building back to residential use (see planning history below), originally in 2014.
- 2.6 In terms of the subject application this specifically and solely relates to the existing approved car parking area which serves the development. As it stands the carparking on the western edge of the site is rendered unusable for much of the year due to the sap and leaves from the adjoining tree causing damage to cars that are parked here. In response to this occupiers of the development are being forced to take up on street parking within the immediate locality, thereby resulting in unintended parking stress to the detriment of other surrounding residential occupiers ability to park.

The Site's Surroundings

- 2.6 The site lies to the immediate south of the town centre of Penarth. The surrounding area is predominantly residential in nature, with a mixture of 2 and 3 storey traditional detached, semi-

detached and terraced late Victorian /early Edwardian villas on both Stanwell Road and Rectory Road constructed in local limestone, yellow and red brick.

2.7 Immediately adjacent to the west is Penarth Lawn Tennis Club and opposite the property on Rectory road is the Grade II listed Penarth Library Building. The site is located within the Penarth Conservation Area.

2.8 The site has an access off both Stanwell Road and Rectory Road.

Planning History

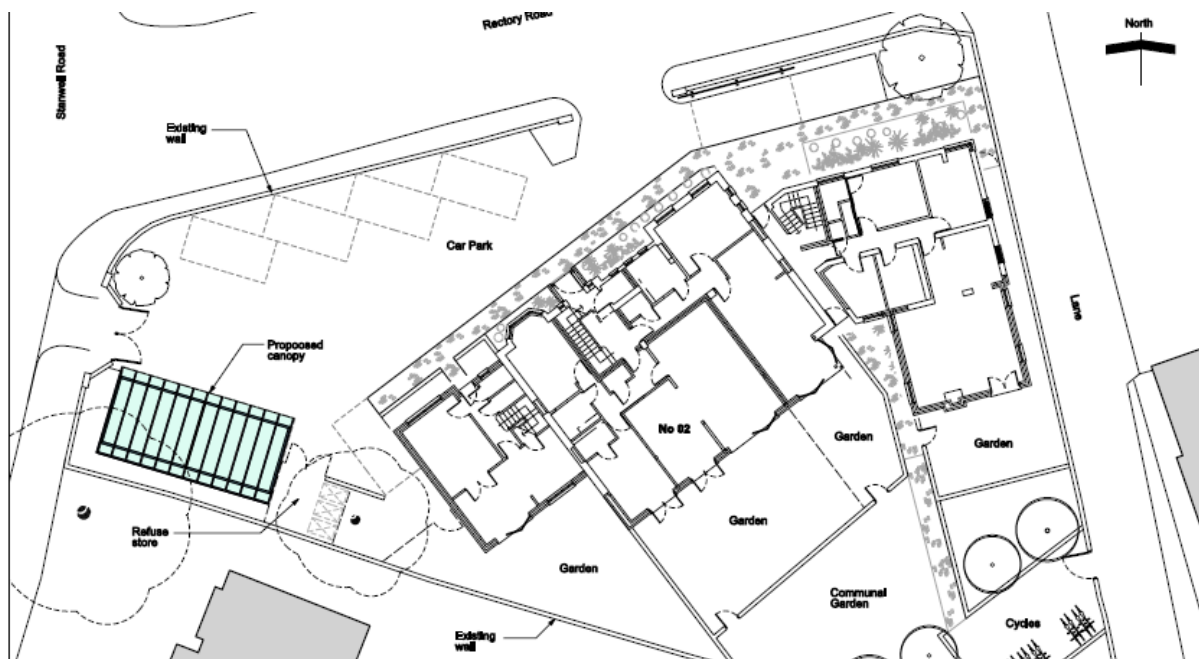
2.9 A planning history search has been undertaken via the Vale of Glamorgan's on-line planning service. Several applications, both on the site and in the surrounding area, are identified as relevant to the proposed development on this site. These are summarised in the table below:

Application Ref.	Location	Proposal	Decision	Date of Decision
<i>The Site</i>				
2015/00647/FUL	2 Stanwell Road	Extension and alteration of existing property to form seven self-contained residential apartments and one town house with on-site car parking, cycle and bin store facilities (resubmission of application ref: 2014/1392/FUL)	Approved	4/11/2015
2015/00647/1/NMA		Non-material Amendment-Proposed substitution of Juliet balconies with balconies to top floor apartment to rear. Proposed cantilevered projection to first floor balcony to rear of property. Minor window and door amendments	Refused	18/1/2017
2015/00647/2/NMA		Non-material amendment to Condition 7-Arbicultural impact assessment & Condition 11-Landscaping of planning permission 2015/00647/FUL for extension and alteration to form seven self-contained residential apartments and one town house.	Approved	3/10/2017
2015/00647/3/NMA		Non-material amendment - Reposition of window to front elevation and retention of gable as tiled for extension and alteration of existing property to form seven self-contained residential apartments and one town house	Approved	29/11/2017
2015/00647/4/NMA		Non material amendment to Planning Permission 2015/00647/FUL - Variation of Condition 10 (Drainage).	Approved	10/1/2018
2015/00647/5/NMA		Non-Material Amendment - To alter the car parking, refuse store and site frontage tree planting arrangement. Planning Permission ref. 2015/00647/FUL : Extension and alteration of existing	Refused	9/3/2018

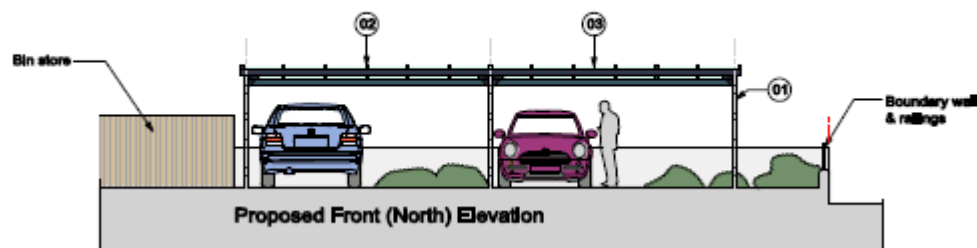
Application Ref.	Location	Proposal	Decision	Date of Decision
		property to form seven self-contained residential apartments and one town house with on-site car parking, cycle and bin store facilities (resubmission of application ref: 2014/1392/FUL)		
2015/00647/6/NMA		Non-Material Amendment - Addition of motorized steel gates to car park exit	Approved	31/1/2018
2015/00647/1/CD		Discharge of Condition 3 - Proposed materials. Extension and alteration of existing property to form seven self-contained residential apartments and one town house with on-site car parking, cycle and bin store facilities (resubmission of application ref: 2014/1392/FUL).	Approved	23/3/2017
2015/00647/2/CD		Discharge of Conditions 4, 6, and 9 - Extension and alteration of existing property to form seven self-contained residential apartments and one town house with on-site car parking, cycle and bin store facilities (resubmission of application ref: 2014/1392/FUL)	Approved	18/8/2017

3 DEVELOPMENT PROPOSALS

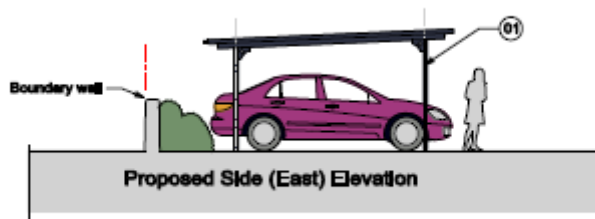
- 3.1 Permission is sought to erect an enclosure above 4 existing car parking spaces located towards the western boundary of the site.
- 3.2 The proposed structure would be constructed using a combination of a steel frame and polycarbonate roofing – which would provide a sensitive and visually lightweight design response.



Proposed Site Plan



Proposed Elevations



Proposed Elevations

4 PLANNING POLICY CONTEXT

- 4.1 A review of the planning policy context associated with the site and proposed development (at the national and local level) is provided within this section of the Planning Statement.
- 4.2 The key planning policies of relevance to the determination of the application are outlined below. A detailed assessment of how the proposed development accords with these policies is provided in Section 5 (Material Considerations) of this Statement.

National Planning Policy

- 4.3 The following policy / guidance documents prepared at the national (Welsh Government) level are of relevance to the determination of the application.

Planning Policy Wales (10th Edition, December 2018)

- 4.4 Planning Policy Wales (PPW) forms the overarching national planning policy document within Wales, providing guidance to Local Planning Authorities (LPAs) for the preparation of development plans and the determination of planning applications through their development management functions.
- 4.5 It is considered that the following PPW chapters are pertinent to the determination of this application:
- Chapter 2 - People and Places: Achieving Well-being Through Placemaking;
 - Chapter 3 – Strategic and Spatial Choices;
 - Chapter 4 – Active and Social Places; and
 - Chapter 6 – Distinctive and Natural Places.

Placemaking

- 4.6 Paragraph 2.10 states the principles of sustainable development and the approach to decision making contained in the five ways of working are matters that are already integral to the planning system.
- 4.7 Figure 3 states that “*the planning system should enable development which contributes to long term economic well-being, making the best use of existing infrastructure and planning for new supporting infrastructure and services.*”

Design

- 4.8 Figure 7 of PPW10 states the objectives of good design. These include considering access, movement, environmental sustainability, community safety and character.

4.9 Paragraph 3.9 states that:

"The special characteristics of an area should be central to the design of a development. The layout, form, scale and visual appearance of a proposed development and its relationship to its surroundings are important planning considerations"

4.10 In paragraph 3.10, the following is stated:

"In areas recognised for their particular landscape, townscape, cultural or historic character and value it can be appropriate to seek to promote or reinforce local distinctiveness. In those areas, the impact of development on the existing character, the scale and siting of new development, and the use of appropriate building materials (including where possible sustainably produced materials from local sources), will be particularly important."

4.11 Paragraph 3.16 goes on to state:

"However, they should not attempt to impose a particular architectural taste or style arbitrarily and should avoid inhibiting opportunities for innovative design solutions."

Transport and Parking

4.11 Paragraph 4.1.50 advises that

"Car parking provision is a major influence on how people choose to travel and the pattern of development. Where and how cars are parked can in turn be a major factor in the quality of a place."

4.12 Paragraph 4.1.51 advises that

"A design-led approach to the provision of car parking should be taken, which ensures an appropriate level of car parking"

The Historic Environment

4.12 Section 6 of PPW sets out the objectives in respect of the historic environment, which are as follows:

"The characteristics and environmental qualities of places varies across Wales, creating distinctive or unique features associated with their particular natural or cultural heritage and these should be recognised and valued, in and of, themselves and should be protected and enhanced. Priorities for rural and urban areas will reflect how these characteristics and qualities contribute to the attractiveness, liveability, resilience, functioning, economic prosperity and ultimately the health, amenity and wellbeing of people and places."

4.13 Paragraph 6.1.6 states that the Welsh Governments specific objectives for the historic environment seek to:

- Protect the Outstanding Universal Value of the World Heritage Sites in Wales;
- Conserve archaeological remains, both for their own sake and for their role in education, leisure and the economy;
- Safeguard the character of historic buildings and manage change so that their special architectural and historic interest is preserved;
- Preserve or enhance the character or appearance of conservation areas, while at the same time helping them remain vibrant and prosperous;

- Preserve the special interest of sites on the register of historic parks and gardens in Wales; and
- Conserve areas on the register of historic landscapes in Wales.

4.14 Paragraph 6.1.9 states:

"Any decisions made through the planning system must fully consider the impact on the historic environment and on the significance and heritage values of individual historic assets and their contribution to the character of place"

4.15 Whilst paragraph 6.1.14 states:

"There should be a general presumption in favour of the preservation or enhancement of the character or appearance of a conservation area or its setting. Positive management of conservation areas is necessary if their character or appearance are to be preserved or enhanced and their heritage value is to be fully realised."

Technical Advice Note (TAN) 12 – Design (2016)

4.16 Detailed guidance on the objectives of good design is provided within TAN 12. The objectives of good design are set out within the following categories:

Character

- *Sustaining or enhancing local character*
- *Promoting legible development*
- *Promoting a successful relationship between public and private space*
- *Promoting quality, choice and variety*
- *Promoting innovative design*

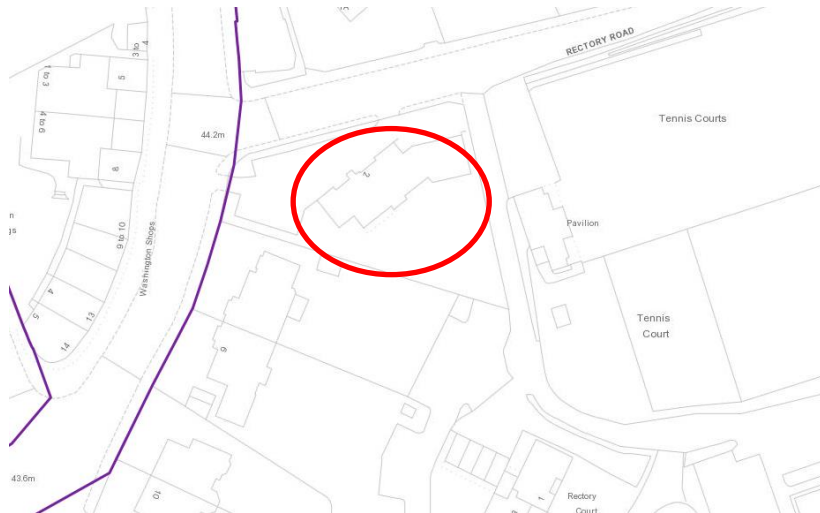
Technical Advice Note (TAN) 18 – Transport (2007)

4.17 Detailed guidance is provided within TAN 18 in relation to transport related issues when planning for new development including integration between land use planning and transport, location of development, parking and design of development.



Local Planning Policy

4.18 The current (adopted) Development Plan for the Vale of Glamorgan consists of the following:

- Vale of Glamorgan Adopted Local Development Plan (2011-2026).



Extract from the LDP (2017) Proposals Map

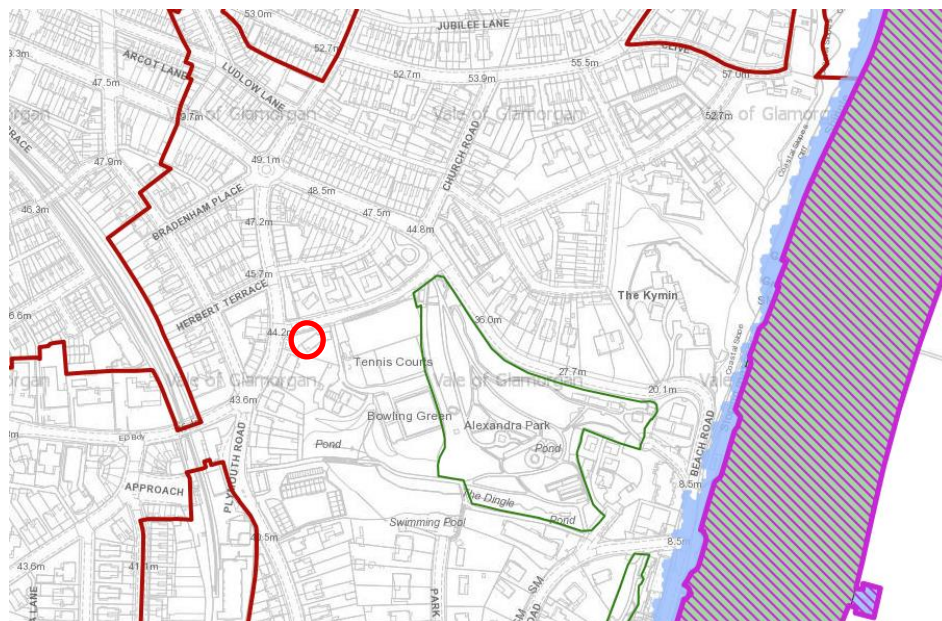
Vale of Glamorgan Local Development Plan Proposals Map Key			
	The Site		Retail Hierarchy (District Shopping Area)

4.19 Within the LDP, the key planning designations at the local level of relevance to the site and proposals are as follows (as indicated by the extract from the LDP Proposals Map above):



- Within the settlement boundary of Penarth; and
- Adjacent to designated District Shopping Area.

4.20 The LDP also includes a constraints map which identifies constraints to development within the Vale of Glamorgan. The constraints of relevance to the site are as follows:

- Within Penarth Conservation Area.



Extract from the Deposit LDP (2013) Constraints Map

Vale of Glamorgan Local Development Plan Constraints Map Key			
	The Site		Scheduled Ancient Monument

	Conservation Area		Special Areas of Conservation
	Historic Parks and Gardens		

- 4.20 In addition, the drawing below shows the Listed properties in the vicinity. The nearest directly opposite the site on Rectory Road is the Grade II Listed Public Library.



- 4.21 Given the above, it is considered that the most relevant policies of the adopted LDP for this proposal area as follows:
- Policy SP10- Built and Natural Environment;
 - Policy MD2- Design of New Development; and
 - Policy MD8- Historic Environment.
- 4.22 Policy SP10 states that – “*Development proposals must preserve and where appropriate enhance the rich and diverse built and natural environment and heritage of the Vale of Glamorgan including:*
- 1. The architectural and / or historic qualities of buildings or conservation areas, including locally listed buildings;*
 - 2. Historic landscapes, parks and gardens;*
 - 3. Special landscape areas;*
 - 4. The Glamorgan Heritage Coast;*
 - 5. Sites designated for their local, national and European nature conservation importance; and*
 - 6. Important archaeological and geological features.”*
- 4.23 Policy MD2 states that in order to create high quality, healthy, sustainable and locally distinct places development proposals should (amongst other criteria):
- *"Be of a high standard of design that positively contributes to the context and character of the surrounding natural and built environment and protects existing features of townscape or landscape interest;*

- *Respond appropriately to the local context and character of neighbouring buildings and uses in terms of use, type, form, scale, mix, and density;*
- *Safeguard existing public and residential amenity, particularly with regard to privacy, overlooking, security, noise and disturbance; and*
- *Provide public open space, private amenity space and car parking in accordance with the council's standards"*

4.24 Policy MD8 states that development proposals must protect the qualities of the built and historic environment of the Vale of Glamorgan, specifically:

1. *"Within conservation areas, development proposals must preserve or enhance the character or appearance of the area;*
2. *For listed and locally listed buildings, development proposals must preserve or enhance the building, its setting and any features of significance it possesses;*
3. *Within designated landscapes, historic parks and gardens, and battlefields, development proposals must respect the special historic character and quality of these areas, their settings or historic views or vistas; and*
4. *For sites of archaeological interest, development proposals must preserve or enhance archaeological remains and where appropriate their settings."*

Supplementary Planning Guidance

4.25 The following Supplementary Planning Guidance (SPG) have also been taken into consideration:

- Residential
- Penarth Conservation Area Appraisal and Management Plan.

Parking Standards SPG 2019

4.26 The SPG states as follows:

1. *This SPG has been prepared to expand upon the policies contained within the Vale of Glamorgan Local Development Plan 2011 – 2026 (LDP) and reflects the requirement set out in Planning Policy Wales (Edition 10) (December 2018) for local authorities to adopt parking standards as SPG and keep them under review (para 4.1.53 refers)*

Penarth Conservation Area Appraisal and Management Plan (2011)

4.27 Penarth Conservation Area is described as the largest and most varied within the Vale of Glamorgan, including parts of the town centre, the coastal area, promenade and pier.

5 MATERIAL CONSIDERATIONS

5.1 The key planning considerations arising from the proposed development (considering the nature and form of the proposed development and the planning policy context outlined within the preceding section of the Statement) are as follows:

- The Principle of the Proposed Development;
- Design; and
- Residential Amenity

5.2 These issues are discussed in further detail below.

The Principle of the Proposed Development

5.3 This application seeks to provide a design response to the impact that is caused by an existing tree reducing the usability of 4 car parking spaces within the site

5.4 When considering the principle of development it is considered that both policy MD2 and the Residential and Householder Development SPG 2018 provide significant 'in principle' support for the proposals, which should strongly weigh in support of this application.

5.5 With respect to Policy MD2 Criterion 9 is particularly relevant to the subject proposal as this states as follows:

"In order to create high quality, healthy, sustainable and locally distinct places development proposals should.....

*.....9. Provide public open space, private amenity space **and car parking in accordance with the council's standards"***

5.6 As can be seen from the extract above, Policy MD 2 specifically seeks for development to provide car parking 'in accordance with the council's standards'. In terms of what constitute the 'council's standards', the Parking Standards SPG (2019) includes the following:

10. Parking Standards by Land Use

10.1. Residential: New Build and Conversions

ZONES A - E

Type of Development	Residents	Visitors
General Purposes Houses and Apartments		
Houses	1 space per bedroom (maximum requirement 3 spaces)	1 space per 5 units
Apartments	1 space per bedroom (maximum requirement 3 spaces)	1 space per 5 units
Conversions to bedsits, or self-contained apartments	1 space per bedroom (maximum requirements 3 spaces)	1 space per 5 units
House conversions to residential hostel	1 space per resident staff 1 space per 3 non-resident staff	Nil
Special Purpose Housing		
Self-contained elderly persons dwelling (not wardened)	1 space per 2 – 4 units	1 space per 4 units
Self-contained elderly persons dwelling (wardened)	1 space per 4 units 1 space for warden 1 space per 2 ancillary staff	1 space per 4 units
Purpose built student accommodation under College / University control	1 space per 25 beds for servicing, wardens and drop-off areas	1 space per 10 beds (for students &/or visitors)
Residential children's homes / homes for elderly persons / nursing homes	1 space per resident staff 1 space per 3 non-resident staff	1 space per 4 beds

5.7 As can be seen from the above standards the Council would ordinarily expect 1 parking space per bedroom for the residential dwellings within the developemnt, although the SPG recognises that parking provision should be 'capped' with a maximum of 3 spaces per dwelling.

5.8 In terms of the application site this benefits for a highly accessible location and as such is not as reliant on a high number of spaces as other development that do not benefit from such a location. Given this the developemnt as approved only incorporated 9 parking spaces with the officer report including the following assessment in relation to parking:

In terms of the Council's car parking standards it is acknowledged that there is a small shortfall, but this would not justify a refusal in this instance, bearing in mind the sustainable central location of the site within Penarth and the access to public transport

5.9 As can be seen above the scheme already has parking provision that is below required standards and therefore it is imperative that all the spaces that are provided are made available for use, as should they be unavailable then this would generate undue harm in terms of on street parking provision in the locality. In this respect, and from a numerical perspective, the 4 spaces that are impacted by the existing tree represent 45% of the parking provision on site. As such, any periods of time that these spaces are not readily available for use (due to the impact of the tree sap) then the under provision of parking spaces available onsite is exacerbated to a significantly harmful degree. This proposal has of course been brought forward to provide a design response to address this issue, and ensure suitable and usable parking provision is made available for occupiers.

- 5.10 For the reasons detailed above it is considered that the proposed car park enclosure would be in direct compliance with the objectives of Policy MD 2 and the Parking SPG as it provides a suitable design response to ensure the limited parking provision available on site remains functional and fit for purposes. This acceptability in highways and spatial planning terms should weigh heavily in favour of the application. With any residual design related concerns considerably and demonstrably outweighed by the highway impact related betterment that would be secured as a result of this proposal.

Design

- 5.11 Policy MD8 states that development proposals must protect the qualities of the built and historic environment of the Vale of Glamorgan.
- 5.12 In response to the objectives of policy MD12 the proposal has been sensitively designed in terms of scale, style and materiality in order to appear as a simple yet unobtrusive feature within the site. This approach is underpinned by the use of visually lightweight materials which ensure a sense of openness to the site is retained.
- 5.13 Within this context the proposal is not considered to generate any material harm and as such preserves the character of the street scene and of the wider Penarth Conservation Area. Moreover the scale and detailed design of the proposal would not detract from the setting of the grade II listed property opposite (Library), in accordance with LDP Policy MD8 and the Penarth Conservation Area Appraisal and Management Plan SPG.

Residential Amenity

- 5.14 Criterion 8 of policy MD2 states

"In order to create high quality, healthy, sustainable and locally distinct places development proposals should....."

...8. Safeguard existing public and residential amenity, particularly with regard to privacy, overlooking, security, noise and disturbance"

- 5.15 In response to Criterion 8 of policy MD2 the proposed structure is located upon the existing car parking area and therefore benefits from being sited upon an existing hardstanding area which is sufficiently set back from surrounding residential windows. Given this location, and in light of the fact that the proposal would merely provide cover for existing approved car parks (as opposed to introducing any new spaces) no harm to neighbouring residential amenity would arise.

6 SUMMARY AND CONCLUSIONS

- 6.1 The proposed development seeks planning permission for the erection of an enclosure above 4 existing car parking spaces to ensure they remain usable throughout the year.
- 6.2 The site is located within the settlement boundary for Penarth, and within the Penarth Conservation Area, as defined within the adopted LDP. It has been demonstrated that the proposal preserves the character and appearance of the street scene and wider Conservation Area. Moreover no harm to the residential amenity of surrounding occupiers would arise and the scheme would remain policy compliant in all respects.
- 6.3 Accordingly, it is therefore considered that the proposed development is acceptable, and we would respectfully request that the application be approved.

