

RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL

MUNICIPAL YEAR 2021-2022:

**PLANNING AND
DEVELOPMENT COMMITTEE
13th JANUARY 2022**

**REPORT OF: DIRECTOR
PROSPERITY AND
DEVELOPMENT**

	Agenda Item No.
APPLICATION NO: 21/1250 - Construction of new garage block containing 3 no. single garages (amended and additional plans received 19/10/2021 and 24/11/2021), Land adjacent to Woodville, Pantygraigwen Road, Pant-Y-Graig-Wen, Pontypridd	

1. PURPOSE OF THE REPORT

Members are asked to consider the determination of the above planning application.

2. RECOMMENDATION

That Members consider the report in respect of the application and determine the application having regard to the advice given.

3. BACKGROUND

This application was reported to the 16th December 2021 Planning and Development Committee meeting with an officer recommendation of approval. A copy of the original report is attached as Appendix A. At the meeting, Members were minded to refuse the application against officer recommendation due to concerns in respect of highway and pedestrian safety.

As a consequence, it was resolved to defer determination of the application for a further report to highlight the potential strengths and weaknesses of taking a decision contrary to officer recommendation.

4. PLANNING ASSESSMENT

The views expressed by Members during the Committee meeting of 16th December 2021 are acknowledged and are reflective of the representations received during public consultation, in respect of highway safety matters.

During discussion of the application no particular concerns were highlighted in respect of the principle of the development, or in relation to any particular visual or direct neighbour impact, rather that the proposed provision of the new garage

block, accessed directly from Pantygraigwen Road, would be harmful to highway and pedestrian safety.

The original Committee report to Members considered the matter of highway safety and the Council's Highways and Transportation Section raised no objection to the development in this regard, subject to condition.

The observations received from Highway officers noted that the proposal would be served off an adopted highway, Pantygraigwen Road, which has a carriageway width of 7.9m and a dedicated pedestrian footpath to the development side of the road, being 2.1m in width.

There are limited off-street car parking facilities available in the vicinity of the site leading to on-street car parking, narrowing the available width of carriageway to the detriment of safety of all highway users. Highway officers noted the proposal would lessen this detriment.

Whilst it is acknowledged two off-street parking spaces would be lost as a result of the proposal, during the debate it was considered that a suitably worded condition for the three garages to be used solely for the purposes of domestic parking would ensure the net gain of a single space, although it was recognised the enforcement of this condition may prove difficult.

During the debate Members shared their knowledge and experiences of the site, particularly in relation to its proximity to the junction with Graigwen Road, the lack of pedestrianised footways and that Pantygraigwen Road is utilised as a route to school. Members raised concerns that vehicles travelling at speed near this junction, together with the lack of pedestrian footways would result in highway and pedestrian safety in the vicinity of the site being compromised, owing to vehicles possibly reversing over the footway onto Pantygraigwen Road.

It is also acknowledged that the set back of the garage block from the highway may not be considered sufficient in order to mitigate the potential conflicts between vehicles entering and egressing from the garages, and pedestrians and vehicles utilising Pantygraigwen Road

Notwithstanding the above and as referenced in the original Committee report, upon review of accident data, no accidents of sufficient severity were recorded on this section of Pantygraigwen Road at its junction with Graigwen Road for the period 01/01/2016 to 31/12/2020.

Despite this, in light of the debate Members concluded that it could not be satisfactorily demonstrated that the development would not be unacceptably detrimental to highway and pedestrian safety in the vicinity of the site.

5. RECOMMENDATION

If, having considered the above advice, Members remain of a mind to refuse planning permission, it is suggested that the following reasons for refusal would be appropriate:

- 1. The proposed garages would result in an increase in the conflicts between highway users due to the proximity of the development site to the junction of Graigwen Road and Pantygraiwen Road, which is lacking in continuous footway provision and suffers from an excess in on-street parking. This would result in an increased risk of hazard to highway and pedestrian safety and the free flow of traffic. As such, the development does not comply with Policy AW5 of the Rhondda Cynon Taf Local Development Plan and the Council's Supplementary Planning Guidance for Access, Circulation and Parking Requirements**
- 2. The set back of the garage block from the highway is not considered sufficient in order to mitigate the potential conflicts between vehicles entering and egressing from the garages and pedestrians and vehicles utilising Pantygraiwen Road. As such, the development does not comply with Policy AW5 of the Rhondda Cynon Taf Local Development Plan and the Council's Supplementary Planning Guidance for Access, Circulation and Parking Requirements.**

PLANNING & DEVELOPMENT COMMITTEE

16 DECEMBER 2021

REPORT OF: DIRECTOR PROSPERITY AND DEVELOPMENT

PURPOSE OF THE REPORT

Members are asked to determine the planning application outlined below:

APPLICATION NO: 21/1250/10 (RP)
APPLICANT: Pontypridd Renovations
DEVELOPMENT: Construction of new garage block containing 3 no. single garages (amended and additional plans received 19/10/2021 and 24/11/2021).
LOCATION: LAND ADJACENT TO WOODVILLE,
PANTYGRAIGWEN ROAD, PANT-Y-GRAIG-WEN,
PONTYPRIDD, CF37 2LA
DATE REGISTERED: 14/09/2021
ELECTORAL DIVISION: Town (Pontypridd)

RECOMMENDATION: Approve

REASONS:

The proposed garage block and its associated structures are considered to be acceptable in appearance and their siting would not cause significant detriment to the amenity of neighbouring residents and highway safety.

The development is therefore considered to comply with Policies AW5, AW6 and AW10 of the policies of the Rhondda Cynon Taf Local Development Plan.

REASON APPLICATION REPORTED TO COMMITTEE

- Three or more letters of objection have been received.

APPLICATION DETAILS

Full planning consent is sought for the construction of a new garage block on land that lies adjacent to Woodville, a semi-detached dwelling located on Pantygraigwen Road, Pontypridd.

The application details that the block would contain 3 no. single garages each with an internal floor area measuring approximately 12.5sqm. The block itself would measure 9.4m in length by 4.9m in depth and would extend to 2.45m in height when viewed from Pantygraigwen Road incorporating a flat roof design.

Of blockwork construction and render finish, each garage would be accessed via a set of metal roller shutter doors from a new apron and vehicular crossover from Pantygraigwen Road.

To facilitate the construction of the garage block, it is proposed to build up the level of the ground to meet with existing levels found at Pantygraigwen Road via the development of a reinforced masonry retaining wall that would measure approximately 11.7m in length and would extend to a maximum of 3.45m in height.

SITE APPRAISAL

The application site relates to a grassed embankment that is triangular in plan and which fronts Pantygraigwen Road, Pontypridd.

The land is bound on its south-eastern side by the residential dwelling 'Woodville' and tapers to the north-west where it meets the entrance to an access lane that serves those properties found at Heath Crescent and Graigwen Road.

The topography of the area falls from north to south and as such the site is set at two separate terraced levels. The northern section is located at the same level as Pantygraigwen Road with the southern section being located at a lower level where it abuts the aforementioned access lane.

PLANNING HISTORY

There are no recent applications on record associated with this site.

PUBLICITY

The application has been advertised by direct notification to neighbouring properties and the erection of site notices. Three letters of objection have been received from neighbouring residents following this exercise, the comments of which are summarised below:

- There is already a lack of on-street parking on Pantygraigwen Road for existing residents. The development of the garages will automatically decrease the available parking for residents of the area, where garage access will need to be kept clear.
- My concerns are not so much against the building of the garages but on the parking problems this will cause.
- My concerns relate to the proposed entrance doors to this garage block being sited on Pantygraigwen Road and the obvious impact this will have on an already exceptionally busy junction that can easily be described as hazardous. I have witnessed numerous crashes at this junction including having had vehicles collide into the side of my property, causing damage whilst attempting to turn left out of Pantygraigwen Road to ascend Graigwen Road. Turning right out of Pantygraigwen Road is also hazardous due to the lack of visibility of oncoming traffic on Graigwen Road. This junction is made all the more

dangerous as a result of pedestrians needing to cross the junction to walk up or down Graigwen Road due to there being insufficient pavement on one side of the road. With the proposed garage block being in such close proximity to the junction, I believe that having the garage doors opening onto Pantygraiwen Road is an obvious road safety hazard.

CONSULTATION

Highways and Transportation: No objection subject to condition.

Public Health and Protection: No objection.

RCT CBC Structural Engineer: No objection subject to condition.

Welsh Water: No objection.

Countryside, Landscape and Ecology: No objection.

Flood Risk Management: No objection subject to condition.

No other consultation responses have been received.

POLICY CONTEXT

Rhondda Cynon Taf Local Development Plan

Policy CS2 - sets out criteria for achieving sustainable growth including, promoting and enhancing transport infrastructure services.

Policy AW2 - advises that development proposals on non-allocated sites will only be supported in sustainable locations.

Policy AW5 - sets out criteria for new development in relation to amenity and accessibility.

Policy AW6 - requires development to involve a high-quality design and to make a positive contribution to place making, including landscaping.

Policy AW10 - development proposals must overcome any harm to public health, the environment or local amenity as a result of flooding.

Policy SSA13 – Development within Settlement Boundaries

Supplementary Planning Guidance

Design and Placemaking
Access Circulation and Parking

National Guidance

In the determination of planning applications regard should also be given to the requirements of national planning policy which are not duplicated in the Local Development Plan, particularly where national planning policy provides a more up to date and comprehensive policy on certain topics.

Planning Policy Wales Edition 11 (PPW) was issued on 24th February 2021 in conjunction with Future Wales: The National Plan 2040 (FW2040). PPW incorporates the objectives of the Well-being of Future Generations (Wales) Act into town and country planning and sets out Welsh Government's (WG) policy on planning issues relevant to the determination of all planning applications. FW2040 sets out the National Development Framework for Wales (NDF), WGs current position on planning policy at regional and national level.

It is considered that the proposed development is consistent with the key principles and requirements for placemaking set out in PPW; and is also consistent with the Well-being of Future Generations (Wales) Act's sustainable development principles through its contribution towards the Welsh Ministers' well-being objectives of driving sustainable development and building healthier communities and better environments.

Furthermore, given the minor scale of the proposed development and its relationship with only the immediate surrounding area, there are limitations to the extent such a scheme can have in promoting planning objectives at a national scale. As such, whilst the scheme aligns with the overarching sustainable development aims of FW2040, it is not considered the policies set out in the document are specifically relevant to this application.

Other relevant policy guidance consulted:

PPW Technical Advice Note 12: Design;
PPW Technical Advice Note 18: Transport;
Manual for Streets

REASONS FOR REACHING THE RECOMMENDATION

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that, if regard is to be had to the development plan for the purposes of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

Furthermore, applications that are not in accordance with relevant policies in the plan should not be allowed, unless material considerations justify the grant of planning permission.

Main Issues:

Principle of the proposed development

This application seeks full planning permission for the construction of a new garage block and associated works on a vacant plot of land that is located on Pantygraigwen Road, Pontypridd.

As the site is located within the settlement boundary the principal of the proposed development is acceptable. However, this would be subject to the assessment of a number of site-specific criteria identified below.

Impact on the character and appearance of the area

It is not considered the finished structure would result in an overly prominent addition to the street scene, or an impact significant enough to warrant refusal of the application.

Whilst it is acknowledged that the proposed garage block would form a visible feature along Graigwen Road, Pantygraiwen Road and Heath Crescent, the proposal is considered to be of an acceptable domestic scale and would be of a comparable design to other domestic garage blocks located in the wider area and throughout the County Borough. Furthermore, the development would be finished in appropriate external materials that would match that of many other buildings in the locality.

Due to the topography of the site, the proposal would involve the construction of retaining walls to enable the existing embankment to be built-up, and it is acknowledged these have the potential to become prominent features when viewed from the rear access lane and when approaching the site on Pantygraiwen Road from the west.

However, it is considered the retaining walls would be read as a continuation of the existing build development and rear boundary treatments that bound Heath Crescent and would not exceed their built form in a significant way. Furthermore, the choice of finishing material for the roof would ensure the block would be quite low in height, which would help to reduce the overall massing of the development.

Consequently, it is not considered that the scale and appearance of the proposed garage block and its associated structures would result in significant material harm to the character of the area.

Impact on residential amenity and privacy

Any impact upon residential amenity would be greatest upon nos. 25-27 Heath Crescent given the proximity of their respective rear elevations and gardens to the application site.

However, when considering the proposal in relation to the scale, siting and elevated nature of the pair of semi-detached bungalows 'Woodville' and 'Waldrast' and their proximity to existing dwellings at Heath Crescent, it is not considered that any adverse impacts that would be presented as a result of the development would be significantly different to those that already exist in the vicinity of the site.

Consequently, it is not considered that the size, scale and position of the garage block and retaining walls, when compared with the arrangement of surrounding development, would physically detract from the amenities of neighbouring occupiers in terms of outlook and overbearing impacts; neither would significant shading of their rear gardens take place, noting that the application site is positioned to the north of these properties and as non-habitable structures, would not affect residential privacy.

Notwithstanding the above, to ensure that the garages would not be used for commercial uses or non-domestic storage and generate additional high number of

vehicle movements or activities that might disturb residents, a condition is recommended restricting their use to that of a domestic nature only.

Therefore, in terms of the impact on the amenity and privacy of neighbouring residents, the application is considered to be acceptable.

Highway safety

The Council's Transportation Section have been notified of the proposals in order to provide comments on the suitability of the scheme with regard to highway safety and have made the following comments in relation to access and parking.

Access

The proposal would be served off an adopted highway, Pantygraigwen Road, which has a carriageway width of 7.9m and a dedicated pedestrian footpath to the development side of the road, being 2.1m in width.

There are limited off-street car parking facilities available in the vicinity of the site leading to on-street car parking, narrowing the available width of carriageway to the detriment of safety of all highway users. The proposal would lessen this detriment.

It is anticipated that the proposed garages would be used for domestic purposes, which can be secured via a suitably worded planning condition. As such, the proposal is considered acceptable in terms of access.

Parking

In accordance with the Council's adopted SPG, 1-2 bedroom dwellings have a requirement of 2 spaces each and 3+ bedroom dwellings have a requirement of 3 spaces each in this parking zone.

The submitted information indicates that the applicant is also in ownership of Woodville Bungalow. It is expected that the proposed garages would be used for residential parking purposes.

The submitted information does not advise the size of the dwelling within the applicant's ownership. As such, the proposal's SPG off-street parking requirement cannot be determined, but is estimated as three off-street parking spaces.

As three spaces would be provided however, no objections are raised with regard to the parking provision provided.

In light of the above, the proposal is considered to be acceptable in terms of the impact of the proposal on highway safety and the application would therefore comply with Policy AW5 of the Rhondda Cynon Taf Local Development Plan.

Other Issues:

The following other material considerations have been taken into account in considering the application, though were not the key determining factors in reaching the recommendation.

Drainage

The proposal has been assessed by the Council's Flood Risk Management team and their response does not raise any significant concerns. However, a condition is recommended to ensure the development is compliant with Section 8.3 of Technical Advice Note 15.

Issues raised by objectors

The comments raised by the neighbouring residents are appreciated and duly noted.

However, whilst the concerns made in relation to the impact of the proposal on highway safety and parking issues at and in the vicinity of the site are acknowledged, no objection to the scheme has been raised by the Council's Highways and Transportation Section, subject to condition.

It is noted that concerns have been raised regarding the dangers posed at this junction for vehicles and pedestrians. Upon review of accident data, no accidents at this junction/area were recorded for the period 01/01/2016 to 31/12/2020. That is not to say that there were no accidents, it is just that they would not have been of a severity whereby the appropriate services were called, and this data recorded.

Furthermore, it is also noted that although two, off-street car parking spaces are to be lost as a result of the proposal, the garages would result in the net gain of a single space.

Community Infrastructure Levy (CIL) Liability

The Community Infrastructure Levy (CIL) was introduced in Rhondda Cynon Taf from 31 December 2014.

The application is for development of a kind that is not CIL liable under the CIL Regulations 2010 (as amended).

Conclusion

It is considered the proposal would not have a significant impact on the character and appearance of the locality or upon the residential amenity of the surrounding neighbouring properties and highway safety in the vicinity of the site. The application is therefore considered to comply with the relevant policies of the Local Development Plan (AW5, AW6 and AW10).

RECOMMENDATION: Grant subject to the conditions below.

1. The development hereby permitted shall be begun before the expiration of five years from the date of this permission.

Reason: To comply with Sections 91 and 93 of the Town and Country Planning Act 1990.

2. The development hereby approved shall be carried out in accordance with the approved plans and drawings:

- Drawing no. MCS21/115/01 001 Revision D

and documents received by the Local Planning Authority on 09th September 2021 and 24th November 2021 (as amended), unless otherwise to be approved and superseded by details required by any other condition attached to this consent.

Reason: To ensure compliance with the approved plans and documents and to clearly define the scope of the permission.

3. No development shall commence until the applicant evidences how the development is to comply with the requirements of Section 8.3 of Technical Advice Note 15.

Reason: To ensure that drainage from the proposed development does not cause or exacerbate any adverse condition on the development site, adjoining properties, environment and existing infrastructure arising from inadequate drainage, in accordance with Policy AW10 of the Rhondda Cynon Taf Local Development Plan.

4. Notwithstanding the submitted plans, development shall not commence until details of the garage apron and tie-in detail with the public highway have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented on site to the satisfaction of the local Planning Authority prior to beneficial use of the development.

Reason: To ensure the adequacy of the proposed development, in the interests of highway safety and in accordance with Policy AW5 of the Rhondda Cynon Taf Local Development Plan

5. The use of the garages hereby approved shall be solely for the parking of motor vehicles and/or domestic storage, and for no other purposes commercial or otherwise.

Reason: For the avoidance of doubt as to the extent of this consent, in the interests of amenity and the safety of all highway users, in accordance with Policies AW5 of the Rhondda Cynon Taf Local Development Plan.

6. Prior to the commencement of the development, a structural report relating to the construction and stability of the proposed retaining walls shall be submitted to and agreed in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In the interest of highway and pedestrian safety, in accordance with Policies AW5 and AW10 of the Rhondda Cynon Taf Local Development Plan.