

Application Ref: NP/20/0574/FUL

Case Officer	Kate Attrill		
Applicant	Mr D Hughes		
Agent	Hyde & Hyde Architects		
Proposal	New replacement residential dwelling		
Site Location	Bettws Bach, Parrog, Newport, Pembrokeshire, SA42 ORX		
Grid Ref	SN04663968		
Date Valid	18-Dec-2020	Target Date	09-Jun-2021

The application is being reported to the Development Management Committee due to a difference between the Town Council's recommendation and the Officers recommendation.

Consultee Response

PCNPA Planning Ecologist: Objecting
PCNPA Buildings Conservation Officer: Objecting
PCC - Transportation & Environment: Supporting
PCNPA Access Manager: No objection - No public rights of way affected.
Dyfed Archaeological Trust: No objection
PCNPA Tree and Landscape Officer: Conditional Consent
PCC - Drainage Engineers: Observations

Newport Town Council: Since responding to application NP/20/0574/FUL recommending approval on 18/01/21 this Council has seen the comments of the PCNPA Conservation officer dated 24/02/21 to Kate Attrill in connection with that application.

Point 2 of that email relating to the side elevation is particularly relevant. Having considered that opinion this Council agrees with the comments that the development as proposed would not preserve the character or appearance of the conservation area: Recommendation Refusal

Public Response

The Town and Country Planning (Development Management Procedure) (Wales) Order 2012 requires that proposed developments are advertised by way of either neighbour letters or a site notice. In this case, both site notice and neighbour letters were sent.

Notwithstanding the comments from Newport Town Council, no third-party responses were received.

Policies considered

Please note that these policies can be viewed on the Policies page Pembrokeshire Coast National Park website -

<http://www.pembrokeshirecoast.org.uk/default.asp?PID=549>

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LDP2 Policy 01 - National Park Purposes and Duty
LDP2 Policy 03 - Newport Local Centre
LDP2 Policy 07 - Countryside
LDP2 Policy 08 - Special Qualities
LDP2 Policy 09 - Light Pollution
LDP2 Policy 11 - Nationally Protected Sites and Species
LDP2 Policy 14 - Conservation of the Pembrokeshire Coast National Park
LDP2 Policy 29 - Sustainable Design
LDP2 Policy 30 - Amenity
LDP2 Policy 46 - Housing
LDP2 Policy 59 - Sustainable Transport
LDP2 Policy 60 - Impacts of Traffic
PPW11
SPG05 - Sustainable Design
SPG06 - Landscape
TAN 05 - Nature Conservation and Planning
TAN 12 - Design
TAN 23 - Economic Development
TAN 24 - The Historic Environment

Constraints

Historic Landscape
Rights of Way Inland - within 50m
ROW Coast Path - within 10m
NPA Foreshore - within 25m
Potential for surface water flooding
Recreation Character Areas
Article_4_Directions
Affordable Housing Submarkets
Seascape Character Areas
Conservation Area Newport
Landscape Character Area

Officer's Appraisal

Site and Context

The site lies within the Newport Conservation Area and comprises a dormer bungalow, rendered under a slate roof set in a long narrow plot.

Relevant Planning History

NP/05/648 Extensions Refused
NP/06/0401 Extension Approved

Pembrokeshire Coast National Park Authority
Development Management Committee – 9th June 2021

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PA/19/0168 Pre-app query for a replacement dwelling –

Response: 'we would welcome the submission of an alternative or amended sketched schemes for discussion, but cannot support the principle of a replacement dwelling in the current form'.

Description of Proposal

The application proposes to replace the current dormer style bungalow with a three bedroom two storey linear dwelling.

Following concerns expressed at pre-application stage, the height of the dwelling was reduced by 0.385 of a meter and the length reduced by 2.9 metres and placed further to the south than originally proposed.

The first floor of the existing dwelling is only accessed by an external staircase, but appears to only have a single bedroom at first floor level, with two bedrooms at ground floor level. The existing house and boat house are estimated to be 92 square metres at present.

The proposed dwelling is also accompanied by a single storey outbuilding intended as a boat store located to the western side of the plot. The proposed dwelling features a climbing wall to the southern elevation, a fully glazed northern elevation on the seaward side, with the full length of the side elevations screened by a suspended vertical slatted timber screen, hardwood double glazing systems, and a parapet concealing the flat roof with roof windows and solar panels.

Key Issues

The application raises the following planning matters:

- Policy and Principle of Development
- Siting, Design and Impact upon the Special Qualities of the National Park
- Amenity and Privacy
- Access and Parking
- Landscaping & Biodiversity
- Land Drainage
- Other Material Considerations

Policy:

The site lies outside the defined development boundary for Newport and the key strategic planning policies within the LDP which relate to this proposal are Policy 3 (Newport Local Centre) and Policy 7 (Countryside).

The most relevant part of Policy 3 is for Newport's land use priorities are defined as:
d) to ensure developments permitted contribute to the protection and enhancement of the town's special qualities (see Policy 8).

Siting, Design and Impact upon the Special Qualities of the National Park

Policy 8 of the Pembrokeshire Coast National Park Local Development Plan 2 (LDP2) is a strategy policy which refers to the special qualities of the National Park and lists priorities to ensure that these qualities will be protected and enhanced.

Policy 14 of the LDP2 seeks the conservation of the Pembrokeshire Coast National Park with criteria (a) and (b) resisting development that would cause significant visual intrusion and/or, that would be introducing or intensifying a use which is incompatible with its location. Criteria (c) and (d) resists development that would fail to harmonise with or enhance the landform and landscape character of the National Park and/or fails to incorporate important traditional features.

Policy 29 of LDP2 requires all development proposals to be well designed in terms of place and local distinctiveness (criterion (a)).

Parts of the Pembrokeshire Coast National Park are still relatively undeveloped with minimal impact of lighting on the night sky. Policy 9 seeks to conserve that character and limit the impact of lighting which could negatively impact on the special qualities of the National Park.

The applicant's agents have submitted a 'dusk visualisation' showing the potential impact of the proposed glazed northern elevation facing towards the coastal path. Whilst this appears to show an acceptable level of lighting, it is only a visualisation, and there has not been submitted an internal lighting scheme to confirm this impact. Were this application to be supported, it would need to be discussed as to whether an internal lighting condition would be reasonable and enforceable under the tests for planning conditions.

Controls on external lighting are often imposed as a condition of planning to ensure that the dwelling would not have a negative impact on the special qualities of the National Park or on ecological interests.

As the site lies within the Newport Conservation Area, the Built Conservation Officer for the National Park has been consulted with the proposals and initially made the following comments:

'1. From views across the estuary and the estuary itself, it would appear that the house will be visually recessive, arguably more so than the solid rendered existing building. Landscaping and control of light are critical here – the latter due to the large expanse of glazing to the façade. Subject to the above, the estimated impact will be low.

2. Closer views of the side elevation of the house will exist from the footpath to the west, part of a well-used network of paths connecting the town to the Parrog. Side-on, the proposed dwelling is large and rectilinear, more like a factory building than a dwelling (that is no criticism of the intrinsic design). Together with closer views from the Coast Path, I feel the context is wrong for a replacement dwelling of this design and scale. The house is large and uncompromising here and whilst the

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control of landscaping and lighting is important, sensitive design in its context is critical.

Whilst having no objection to the demolition of the existing dwelling and no objection in principle to a modernist replacement, my view is that the development as proposed would not preserve the character or appearance of the conservation area. I therefore object to the proposal on this ground.'

However, following a site visit on the 16th April the Conservation Officer has revised his comments: *Further to our site meeting with owner, agent and architect on 16/04/21 and further visualisations received from the agent today, the level of impact is now much clearer. With the reduced levels and setting-back of the property, the impact will be very low when viewed from the coast path/opposite side of the estuary/rear access road. The trees/hedge alongside the footpath to the east gives further screening, plus the intervening hedge and proposed garage.*

*Subject to an appropriate condition retaining/enhancing the eastern boundary of Bettws Bach, I am now content that the impact on the character and appearance of Newport Parrog Conservation Area will be low and (superseding my previous comment) am content to **support** the proposal.'*

Planning Policy Wales at paragraph 6.1.6 states that: 'the Welsh Government's specific objectives for the historic environment seek to: preserve or enhance the character or appearance of conservation areas, whilst the same time helping them remain vibrant and prosperous'.

PPW emphasises at 6.1.9, that: '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.

6.1.16 Preservation or enhancement of a conservation area can be achieved by a development which either makes a positive contribution to an area's character or appearance or leaves them unharmed. Mitigation measures can also be considered which could result in an overall neutral or positive impact of a proposed development in a conservation area.

Tan 12 (Design) offers specific advice on the subject of context at paragraph 2.6 *2.6 Design which is inappropriate in its context, or which fails to grasp opportunities to enhance the character, quality and function of an area, should not be accepted, as these have detrimental effects on existing communities.*

4.9 Opportunities for innovative design will depend on the existing context of development and the degree to which the historic, architectural, social or environmental characteristics of an area may demand or inhibit a particular design solution. Thorough appraisal of context can provide design pointers, which help to inspire an innovative design response, which meets present and future needs. A contextual approach should not necessarily prohibit contemporary design.

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Whilst the existing dwelling would not be said to make a positive contribution to the character of the area, it would best be described as having a neutral impact, being of a typical form and scale of dwellings in Newport and being constructed of traditional materials. Prior to its having been rendered it was a timber clad.

From the south elevation, and along the public footpath which links Feidr Ganol to the coast path, the first-floor elevation features a climbing wall with a dark grey rubber membrane reminiscent of a leisure centre, rather than a dwelling. When originally submitted, this was indicated as having a 'star map lighting plan' but this note was removed at registration stage.

The landscape setting in which the dwelling is proposed is naturally concealed from a number of viewpoints due to it being located in a 'dip' in the landscape. From the eastern approach along the coastal path, there will be a limited impact on views due to the topography and screening provided by existing buildings. From the immediate west along the coastal path, there will also be limited views, as the land rises, but from points further west, such as those above the coastguard building, the roofline and side elevations may be visible against the pattern of development of pitched roof dwellings along the frontage.

The only potential significant impact of the scale and bulk of the dwelling would be from the public footpath between Feidr Brenin and the coast path. Although in the summer, these will be partially screened by intervening vegetation, it may be more prominent in views during winter months from the west. A further set of photo montages submitted by the agent on the 12th May has illustrated that it is unlikely to have a significant impact from the nearest points along the public footpath.

Whilst the design and scale of the proposed replacement dwelling are not necessarily considered to be in character with the surrounding area, due to the topography and lowered ground floor, the impact is expected to be negligible, and should not give rise to harm of the special qualities of the National Park.

Amenity and Privacy:

Policy 30 of LDP2 refers to 'amenity' in general with criteria (a) and (b) seeking to avoid incompatible development and significant adverse impact upon the amenity enjoyed by neighbouring properties.

The dwelling proposed has its first-floor windows screened by vertically hung timbers to the west and east, with only a single first floor window visible on the eastern elevation. The eastern window will not overlook the adjacent dwelling. No third-party representations from adjoining neighbour have been received during the course of this application.

Were the application to be supported, conditions requiring the vertical timber screening to be retained in perpetuity would ensure no potential for detriment to residential amenity. As such the proposed development is considered to comply with Policy 30 of LDP2.

Access and Parking:

The Highways Department of PCC has been consulted in respect to any potential impact on traffic or highway safety. Their consultation response reads as follows: *'Access is along private shared driveways/lanes with a connection to the Highway (to Feidr Brenin – opposite Feidr Ganol junction) at over 260 metres away. At the new dwelling, within the plot, there will be a large area for parking/turning. No Objection subject to condition'*.

The proposed development is therefore considered to comply with Policies 59 & 60 of the LDP.

Landscaping & Biodiversity:

To comply with Planning Policy Wales (2021) and the Environment (Wales) Act 2016 planning authorities are expected to ensure every development positively contributes to biodiversity.

The PCNPA Ecologist has made the following comments:

The bat report submitted in support of this application does not appear to be the final one. As bats were found to be using the property (both historic and present) mitigation will be required as well as a NRW species license. Section 5 of the bat report states that 'once the proposed plans have been finalised then the mitigation can be discussed' and the report goes on to make examples of possible mitigation strategies. However, there doesn't appear to be anything confirmed and there are no bat mitigation details on any of the submitted proposed drawings. Until mitigation has been confirmed and I have reviewed it please consider a holding objection.

A revised Ecological survey was received on the 9th February 2021.

The submitted ecological report confirmed that 'the demolition of this house will affect a small number of bats that in the past may have been a breeding site. The current bat numbers are low, and the use IS IRREGULAR and was not in August at the end of the breeding season or in September during the dispersal and feeding up and mating period.

As the intended works would destroy known bats roosts, the works must be carried out under an NRW Protected Species development license. A satisfactory mitigation scheme must be implemented to ensure that bats can continue to use the site, ensuring its ecological functionality can be maintained and that the Favourable Conservation Status of bats locally will not be affected. Options for this scheme and a methodology for implementation are presented in Section 6.0. It is acceptable to include mitigation in the new house build however the design does not lend itself to this plan but a good quality rocket box with multi-chambers located in a dark, sheltered, and vegetated part of the garden would be considered good mitigation.

If the works follow the methods prescribed in this report, there should be no overall detrimental effect on bats using this site for roosting or for birds that are nesting. The site will return to having a similar ecological functionality as it currently has. It is important that the bat mitigation is in place BEFORE the house is demolished under

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bat license that confirm what to do in respect of the bats on site, remembering that bats and their roost site are protected by law even when the bats are not present'.

The further response of the PCNPA Ecologist and Natural Resources Wales as to whether the submitted details are adequate will be provided verbally at the Development Management Committee.

Land Drainage:

The Drainage Engineers at Pembrokeshire County Council have been consulted with the development proposals and have raised no objection, but have identified that SAB consent would be required for the proposed development.

Conclusion

The proposed scheme is considered to be acceptable in terms of scale, form, materials and design. The development will not cause an unacceptably detrimental impact to the special qualities of the National Park. It is not considered that the development will cause an unacceptable impact upon privacy or amenity of neighbouring properties.

As such, the proposal complies with policies 1, 4, 8, 11, 14, 29, 30, 32 and 59 & 60 of the adopted Local Development Plan 2 2020 and can be supported.

Recommendation

Approve, with the following conditions:

1. The development shall begin not later than five years from the date of this decision.

Reason: Required to be imposed pursuant to Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

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

Protected Species Survey by Anna Sutcliffe dated 05/02/2021

18104_HHN P01 Site Location & Site Plan

18104_HHN P02 Existing Site Survey : Roof Plan

18104_HHN P03 Existing Site Survey : Roof Plan

18104_HHN P04 Proposed Site Overview & Landscaping

18104_HHN P05 Proposed Basement Floor Plan

18104_HHN P06 Proposed Ground Floor Plan

18104_HHN P07 Proposed First Floor Plan

18104_HHN P08 Proposed Roof Plan

18104_HHN P09 North Elevation : Existing & Proposed

18104_HHN P10 East Elevation : Existing & Proposed

18104_HHN P11 South Elevation : Existing & Proposed

18104_HHN P12 West Elevation : Existing & Proposed

18104_HHN P13 Concessions : Proposed North & West Elevations

Tree Survey

Reason: In order to be clear on the approved scheme of development in the

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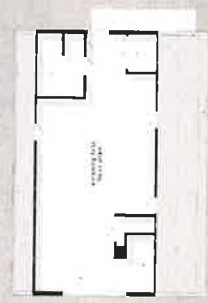
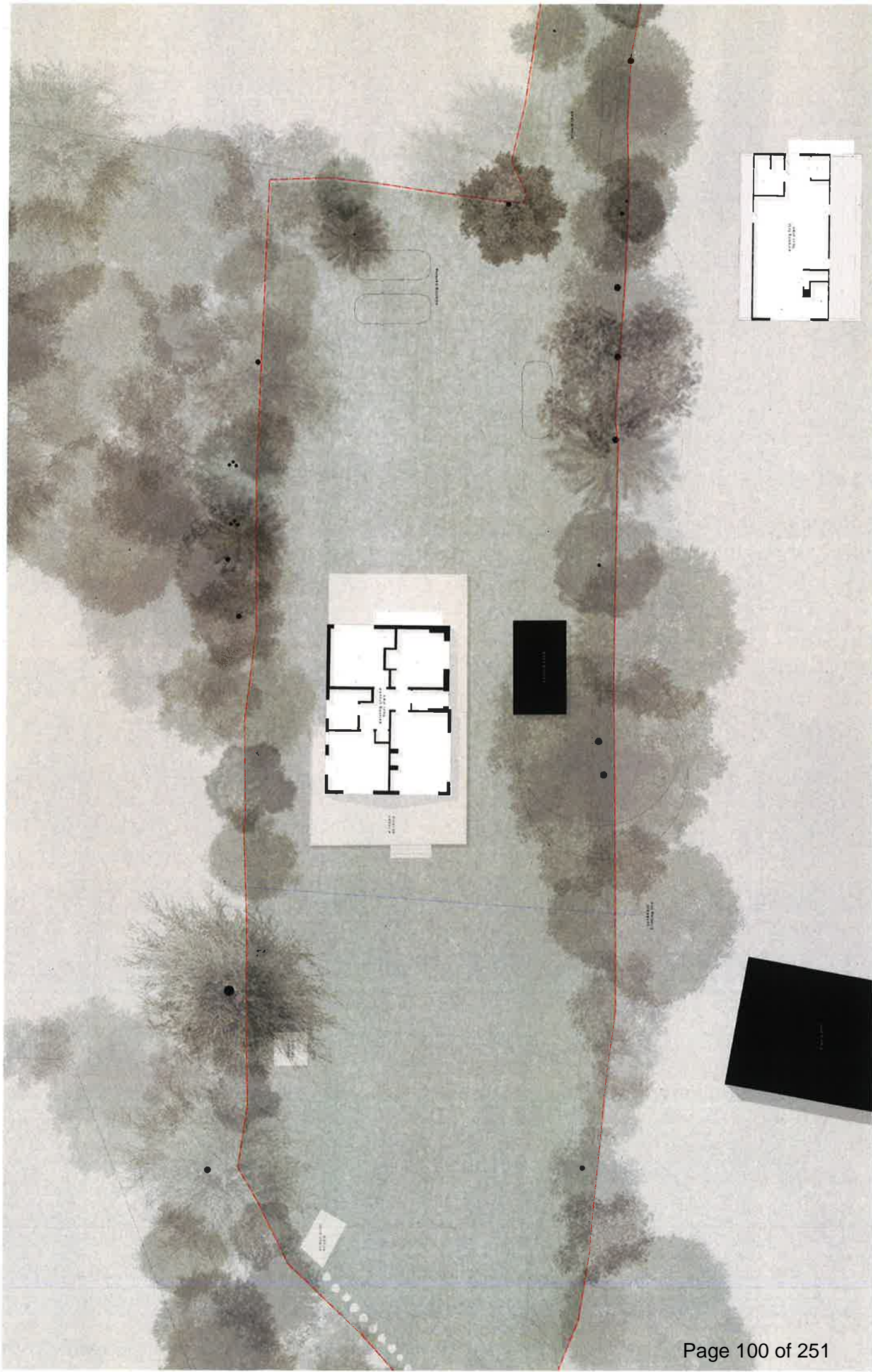
interests of protecting visual amenity and the special qualities of the National Park. Policy: Local Development Plan 2 – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 14 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).

3. Before development commences details of external illumination, including measures to control light spillage, shall be submitted to the National Park Authority for approval, in writing. Development shall be carried out and maintained in accordance with the approved details.
Reason: To ensure that animal and plant species which within the terms of the Conservation (Habitats 2c) Regulations 1994 are effectively protected and the Local Development Plan – Policy 11 - Protection of Biodiversity.
4. The dwelling shall not be occupied until such time as the external timber louvres (as shown on plans 18104_HHN_P10 & 18104_HHN_P12) have been fitted. Once complete, the timber louvres shall be retained as such in perpetuity.
Reason: In order to ensure the dwelling remains recessive in the landscape, and to protect the amenity of adjoining occupiers in accordance with Policies 8, 14 & 30 of the Pembrokeshire Coast Local Development Plan.
5. The parking and turning area shown on the submitted drawings shall be completed before the development is brought into use and thereafter shall be retained for no purpose other than parking and turning.
Reason: To reduce the likelihood of obstruction of the highway or danger to road users in accordance with Policies 59 & 60 of the Pembrokeshire Coast National Park Local Development Plan.
6. No development, demolition or site clearance shall take place until there has been submitted to and approved in writing by the local planning authority a scheme relating to the immediate landscape.
The approved scheme shall include the following details:
 - Arboricultural Impact Assessment (AIA)
 - Arboricultural Method Statement (AMS)
 - Landscaping details
 - Arboricultural supervision and adherence confirmation**Reason:** In the interests of maintaining a suitable scheme of landscaping to protect the visual amenity of the area, to maintain the special qualities of the landscape and habitats through the protection, creation and enhancement of links between sites and their protection for amenity, landscape and biodiversity value. Policy: Local Development Plan - Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 14 (Conservation of the Pembrokeshire Coast National Park), 30 (Amenity), Technical Advice Note (TAN) 5: Nature Conservation and Planning (2009), Technical Advice Note (TAN) 10: Tree Preservation Orders (1997).

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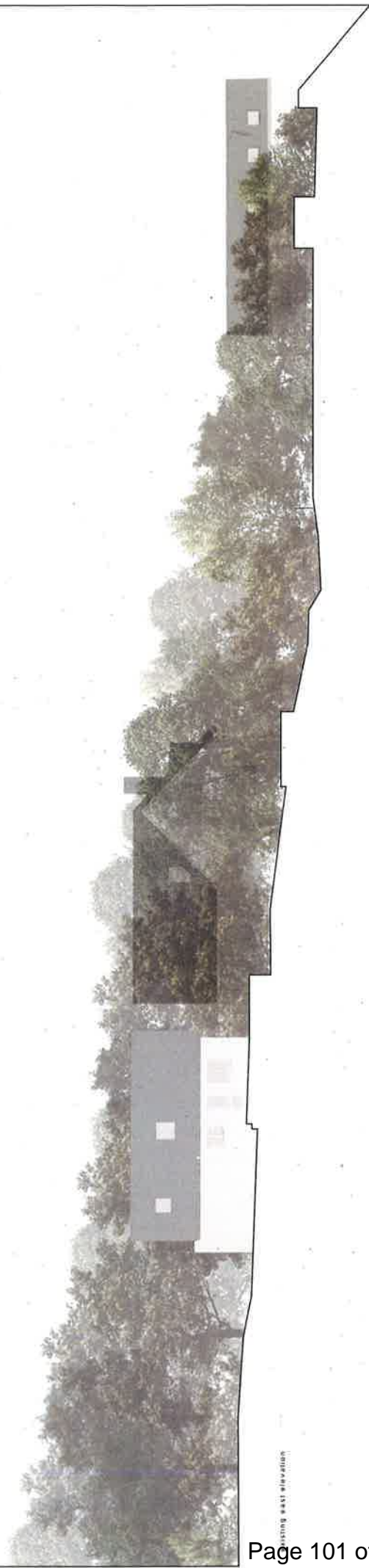
7. The mitigation and enhancement shown on page 50 of the Ecological report by Anna Sutcliffe shall be implemented prior to demolition of the dwelling.
Reason: To comply with the Wildlife & Countryside Act 1981 (as amended), the Conservation of Habitats and Species Regulations 2017 and the Environment (Wales) Act 2016 and Policies 10 & 11 of the Pembrokeshire Coast National Park Local Development Plan.

8. Prior to commencement of works, a topographic levels survey shall be submitted showing existing and proposed finished floor levels for agreement by the Local Planning Authority. The development shall be carried out in accordance with the levels agreed.
Reason: In order to ensure the development proceeds in accordance with the submitted details.





existing north elevation



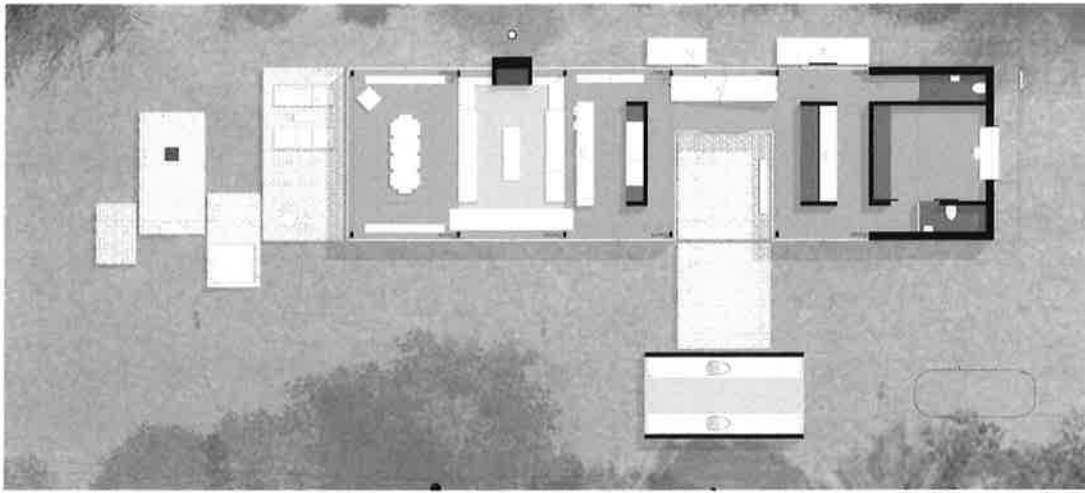
existing east elevation

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existing south elevation

existing west elevation



proposed original floor plan
1:100



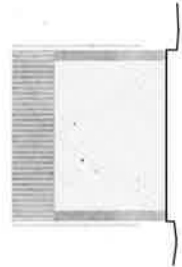
proposed east elevation



proposed west elevation

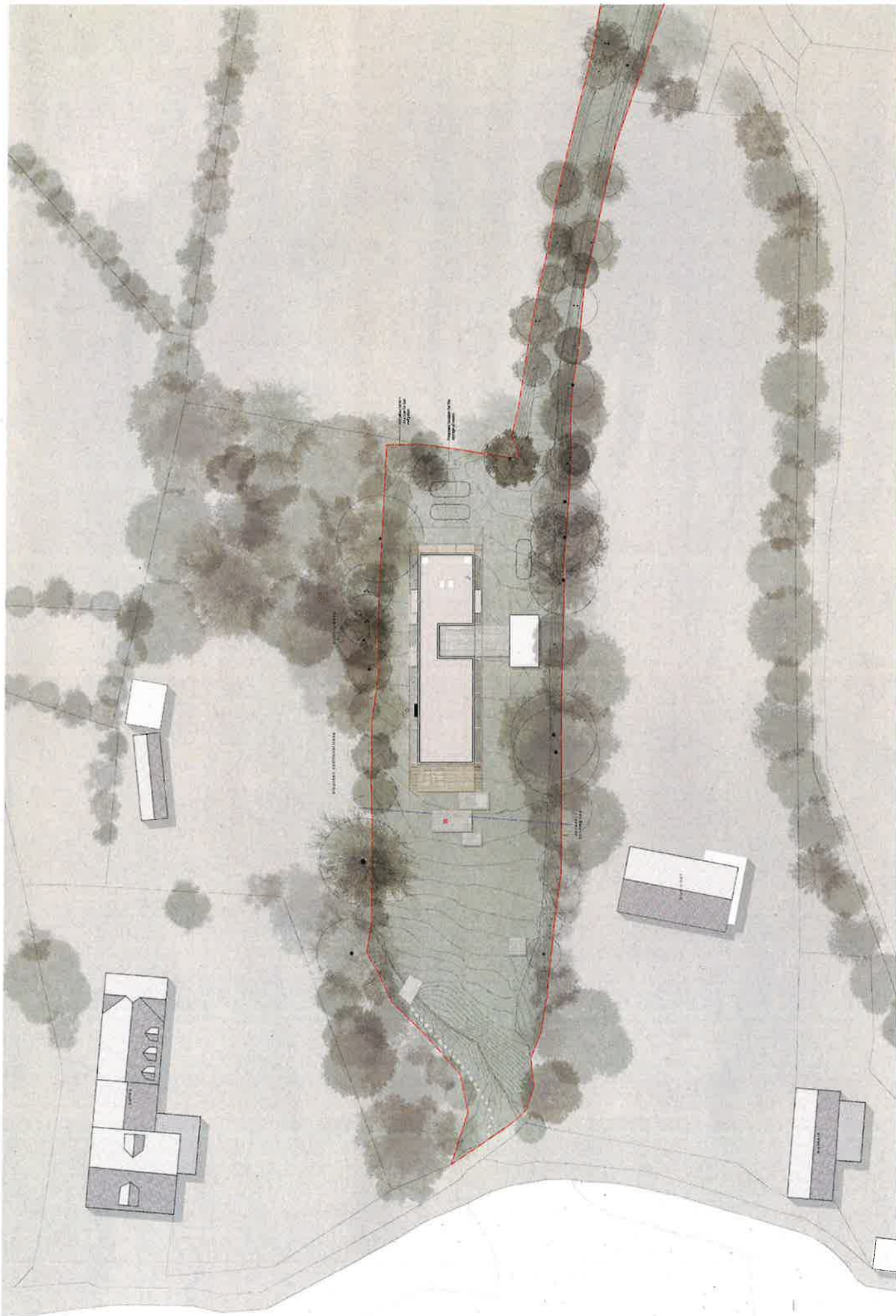


proposed north elevation



proposed south elevation

proposed Boat House elevations
1:50





existing north elevation



proposed north elevation

1. All elevations are shown in perspective.
 2. The proposed north elevation is shown in perspective.
 3. The existing north elevation is shown in perspective.
 4. The proposed north elevation is shown in perspective.
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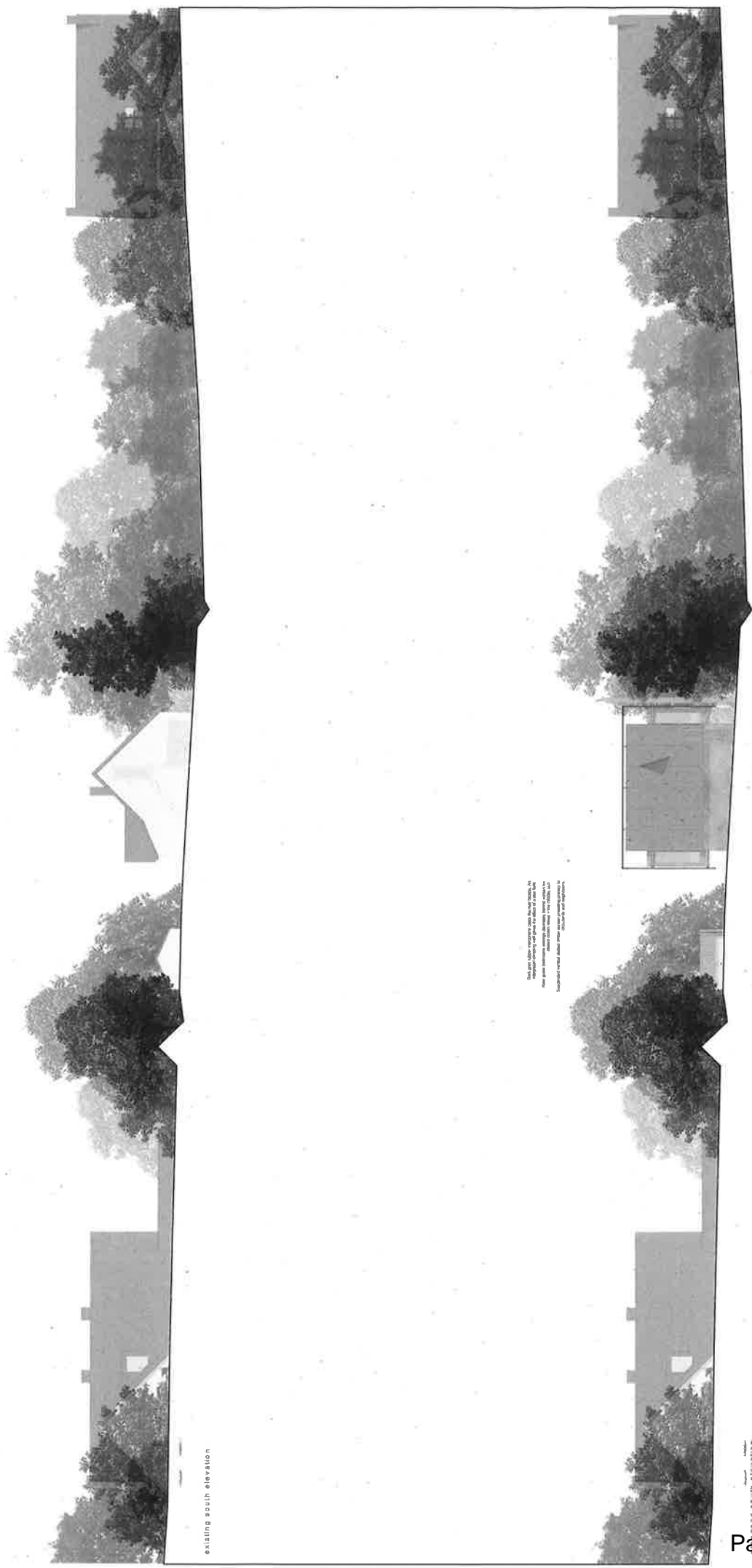


existing east elevation

proposed east elevation

Notes:
 1. All elevations are shown in black and white.
 2. All elevations are shown in perspective.
 3. All elevations are shown in elevation.
 4. All elevations are shown in section.

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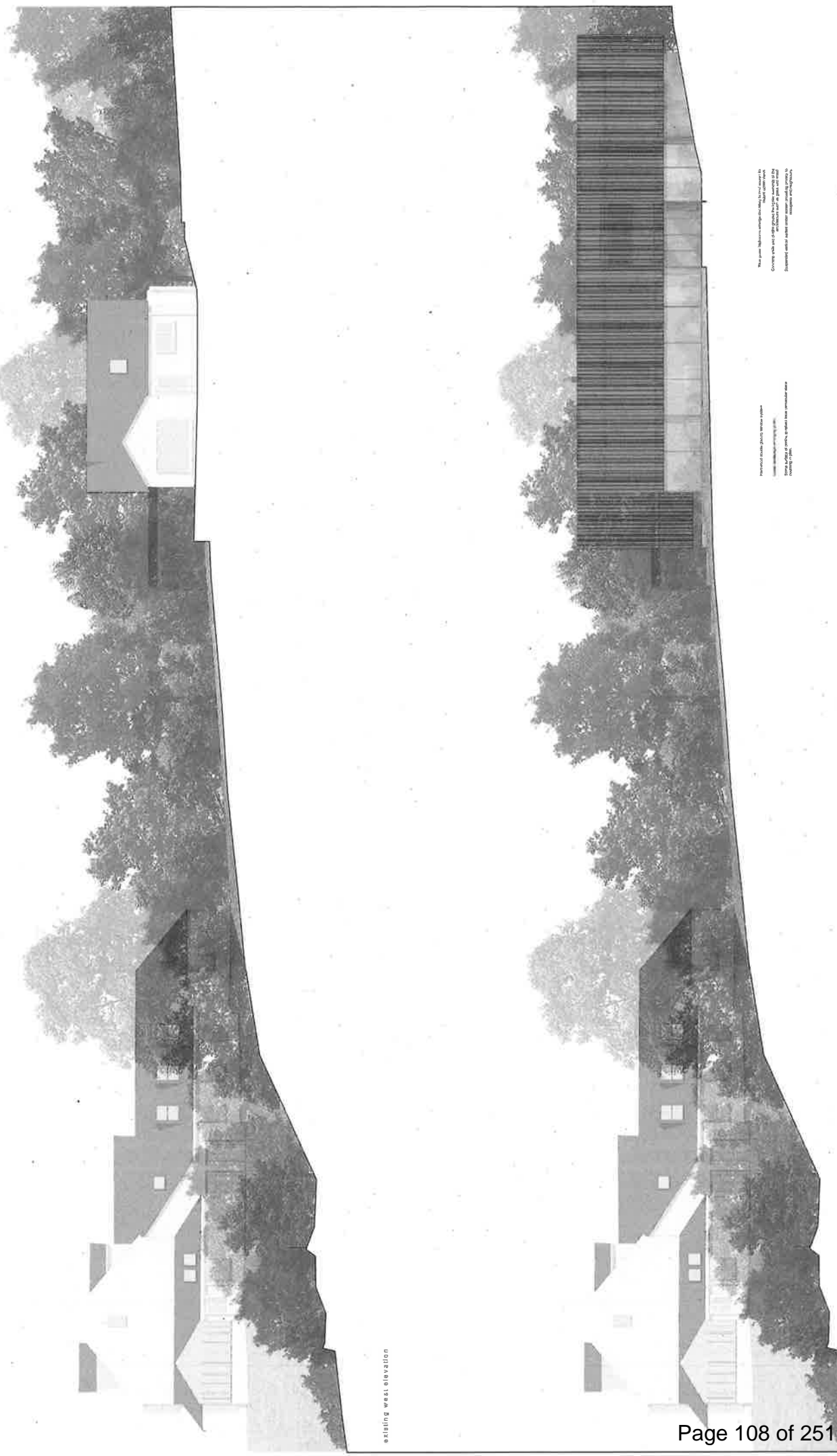


EXISTING SOUTH ELEVATION

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SEEKING TO REGISTER ARCHITECTS
 CHARTERED ARCHITECTS AND ARCHITECTS (RIBA) THE REGISTER OF ARCHITECTS
 MEMBER OF THE ARCHITECTS' REGISTRATION BOARD (ARB)

EXISTING SOUTH ELEVATION



existing west elevation

proposed west elevation

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