

**Application Ref: NP/21/0102/FUL**

**Case Officer** Kate Attrill  
**Applicant** Ms T Bowen  
**Agent** Mr A Vaughan-Harries, Hayston Development & Planning  
**Proposal** Demolition of existing residential dwelling house and garage. Construction of new residential dwelling house and garage.  
**Site Location** Ringstone, Haroldstone Hill, Broad Haven, Haverfordwest, Pembrokeshire, SA62 3JP  
**Grid Ref** 86141432  
**Date Valid** 26-Feb-2021                      **Target Date** 21-Jul-2021

This application is being brought back to the Development Management Committee due to the Officer's recommendation differing to that of the Community Council and following a site visit on the 21<sup>st</sup> June.

**Consultee Response**

**CADW - Protection & Policy:** No objection  
**The Havens Community Council:** Supporting  
**PCNPA Planning Ecologist:** Observations  
**PCNPA Buildings Conservation Officer:** No objection  
**Natural Resources Wales:** No objection  
**PCC - Drainage Engineers:** Observations  
**PCC Highways Authority:** No objection

**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.

A number of objections were received to the proposal, citing potential for impact on privacy, a covenant to not allow clear glazed windows to be inserted on the western elevation of the existing dwelling, issues over boundary treatments, site notice not being displayed.

Covenants are not material to planning decisions as they are a civil matter enforceable via a separate legal process. However, conditions may be imposed to deal with planning issues

**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>

LDP2 Policy 01 - National Park Purposes and Duty

Pembrokeshire Coast National Park Authority  
Development Management Committee – 21<sup>st</sup> July 2021

## Item 5 - Report on Planning Applications

LDP2 Policy 07 - Countryside  
LDP2 Policy 08 - Special Qualities  
LDP2 Policy 09 - Light Pollution  
LDP2 Policy 10 - Sites and Species of European Importance  
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**

Special Area of Conservation - within 500m  
LDP Mineral Safeguard  
Biodiversity Issue  
Safeguarding Zone  
Ancient Monument - within 500m  
Hazardous Zones  
Recreation Character Areas  
Low Coal Risk  
Surface Coal  
Affordable Housing Submarkets  
Seascape Character Areas  
Landscape Character Area

### **Officer's Appraisal**

#### **Site and Context**

The site is situated at on the western side of Haroldston Hill, approximately 100m from the coast, 275m north east of Broad Haven Youth Hostel.

The existing house is a dormer bungalow built in 1974 that has been substantially extended and modified since its original construction. The dwelling is immediately adjacent to a set of four linked dwellings to the west.

## Relevant Planning History

NP/20/0193/FUL Demolition of existing dwelling house and construction of new dwelling house - Withdrawn

## Description of Proposal

The existing dwelling features a large footprint with 2 bedrooms at ground level, a large conservatory, lounge, kitchen and dining room with a further two bedrooms in the roof space of the dormer bungalow.

The replacement dwelling is proposed to have 2 double bedrooms at ground floor level and a further three at first floor level, with an upper snug and a lower snug shown in addition to an open plan living and dining room.

The pitched section of roof is proposed to be slated, whilst the flat roofs will be standing seam metal and powder coated aluminum doors and windows and a white rendered finish.

The supporting statement reads: 'the current condition and performance of the property is poor as a result will need upgrading. Due to the nature of the original construction and design, modifying the existing building to bring it in line with current building regulation requirements and exceed the energy performance will not be cost effective therefore complete demolition and new construction is proposed. The current condition of the house is poor with many of the fiberglass flat roofs in need of immediate repair.'

Since the Committee site visit on the 21<sup>st</sup> June, a further set of amended plans adding a first-floor rear gable were received on the 24<sup>th</sup> June for which re-consultation has taken place. Verbal updates on those consultation responses will be provided to the Development Management Committee.

## 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
- Biodiversity
- Land Drainage
- Other Material Considerations

### ***Policy:***

The site lies within the open countryside as defined by the Pembrokeshire Coast National Park adopted Local Development Plan (LDP) and Policy 7 is the relevant strategic policy which allows for release of land depending: 'on the character of the surroundings, and the pattern of development in the area'.

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A replacement dwelling would be considered acceptable in principle, given the design and age of the existing property, but sustainability gains would be expected to be demonstrated within the application. There would be no net gain of dwellings.

### ***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)).

The proposed dwelling deliberately echoes the style of the original 1970's bungalow but with large sections of flat roof and only a small pitched roof area. In this respect, the design of the proposed dwelling does not comply with Policy 29 which requires local distinctiveness and place to be taken into account. Given the immediate setting of traditionally scaled pitched roof dwellings surrounding the property, the proposal is considered to be out of character with its surroundings.

It could be seen as a missed opportunity to improve the special qualities of the National Park by providing a replacement dwelling which enhances the area, rather than detracts from it.

TAN 12 (Design) states at para graph 5.6.2: the importance of assessing and understanding character in protected area like National Parks. TAN12 sets out character objectives in sustaining and enhancing local character. Issues such as setting, grouping, locally distinctive building elements and materials are all factors advocated for consideration. Whilst TAN 12 has a broader context and applies across all parts of Wales, the character objectives are fundamental when considering proposals within the National Park.

The proposal would likely have a dominating impact on the adjacent complex of linked buildings and also in respect to Upper Lodge to the east of the development site, a very characterful and important historic building which positively contributes to the landscape of the National Park.

The addition of a first floor gable on the north west corner of the proposed replacement dwelling has been submitted in order to address concerns over potential impacts on residential amenity and privacy. However, the resultant design is at further odds to the context of surrounding development and exacerbates the visual impact of the proposed dwelling.

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On the basis of the submitted design, the proposal cannot be supported as it fails to comply with Policies 8, 14 & 29 of the Pembrokeshire Coast National Park Local Development Plan.

### ***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.

There have been third party representations made which voice concerns over privacy and amenity.

The closest adjacent dwelling is Wilderness Cottage to the immediate west of the property. This dwelling's only private amenity space is to the frontage of the dwelling, and windows face towards to the east and south.

Concern has also been raised as to the potential for the large areas of flat roof to be used as amenity area, although this is not shown on the proposals. Such use could be conditioned, although there is a question as to how enforceable such a condition would be.

The distance between the rear master bedroom window (on the northern elevation) and the adjacent property's south facing windows is approximately 14.8 metres at an oblique angle. The agent has stated that due to the areas of flat roof, this will protect the amenity of the adjacent property as overlooking will not be possible.

A further amendment to the proposed dwelling to introduce a first-floor gable on the north west corner of the dwelling has been submitted in order to address concerns over the potential for privacy and overlooking. This gable extension will limit the potential for views from the rear master bedroom window on the north elevation, and the windows to the en-suite are now labelled as being fixed and obscure glazed.

There have also been concerns raised over the boundary wall to the western side of the dwelling, which is claimed to be in the ownership of the adjacent property, although previous owners of Ringstone had extended the dwelling onto it. This, however, would be a civil matter, and provided that an appropriate boundary treatment could be conditioned, would not form a justifiable reason for refusal. The proposed plans do not show its replacement at present.

On the basis of the submitted design, the issues of privacy and amenity appear to have been addressed, and this previous reason for refusal has now been removed.

### ***Access and Parking:***

The Highways Department of PCC has been consulted in respect to any potential impact on traffic or highway safety. Their response is copied below.

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'The proposal is to demolish the existing dwelling and create an updated dwelling of similar size. The new dwelling will be a 5-bed property with a double detached garage. There will be a large driveway and turning area.

The property is directly accessed off a C- classed road, the highway at the front of the property is a steep hill but it has good visibility in both directions. I have no objections on highway grounds to the plans as submitted'.

As such, the proposed development is considered to comply with Policies 59 & 60 of the LDP.

### ***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 been consulted with the proposals and has confirmed that the bat report by Kite ecology dated March 2020 submitted in support of the above application shows that there are no bats currently using the property proposed for demolition and replacement.

The consultation response goes on to say; 'this application has not been submitted with any external lighting or biodiversity enhancement details this must be made a condition of any consent. Any soft landscaping required as part of the application should incorporate biodiversity enhancements via the planting of native species. The addition of integrated bird and/or bat boxes into the new building would also be welcomed. Any external lighting should be in accordance with the recommendations made within the bat report and the type and location of external lights must be included on an external lighting scheme.

These matters could be addressed by the imposition of conditions.

The application site is less than 50m from Pembrokeshire Marine Special Area of Conservation (SAC). As a competent authority under the Habitats Regulations we have to consider the likelihood of significant impacts of development on a European site. However, it is considered that this development proposal will not be likely to have a significant impact on the SAC.

The proposal is for the replacement of an existing dwelling and all services will remain the same utilising those existing.

It is therefore considered not likely that the development will cause any significant impacts including sediment transfer and deposition, turbidity, noise, visual presence, physical disturbance, sediment transfer and nutrient transfer. There will be no reduction in the area of the habitat within the SAC and there will be no direct or indirect change to the physical quality of the environment (including the hydrology) of the habitats within the site. There is unlikely to be any ongoing disturbance to species or habitats for which the site is notified or changes in species composition or population size of any feature and there are no pathway to effects.

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The application, subject to the imposition of conditions, is therefore considered to comply with the Local Development Plan, Planning Policy Wales and the Environment (Wales) Act 2016.

### ***Biodiversity:***

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*The application site is less than 50m from Pembrokeshire Marine Special Area of Conservation (SAC). As a competent authority under the Habitats Regulations we have to consider the impacts of development on the features for which the European site is designated and where necessary undertake a Test of Likely Significant Effect (TLSE). However, it is considered that this development proposal will not likely impact on the SAC features.*

*The proposal is for the replacement of an existing dwelling and all services will remain the same utilising those existing.*

*It is therefore considered not likely that the development will cause any adverse effects including sediment transfer and deposition, turbidity, noise, visual presence, physical disturbance, sediment transfer and nutrient transfer. There will be no reduction in the area of the habitat within the SAC and there will be no direct or indirect change to the physical quality of the environment (including the hydrology) of the habitats within the site. There is unlikely to be any ongoing disturbance to species or habitats for which the site is notified or changes in species composition or population size of any feature and there are no pathway to effects.*

*Therefore, on this occasion a full TLSE has not been undertaken'.*

The application is therefore considered to comply with the Local Development Plan, Planning Policy Wales and the Environment (Wales) Act 2016.

***Drainage:***

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

***Other Material Considerations: CADW consultation response***

PE134 Standing Stones near Upper Lodge  
PE362 Harold Stone

The above scheduled monuments are located inside 500m of the proposed development but intervening buildings will block views of the proposed development from scheduled monument PE362 Harold Stone and therefore there will be no impact on the setting of this scheduled monument.

The application area is located some 13m northwest of the boundary of scheduled monument PE134 Standing Stones near Upper Lodge. The monument comprises the remains of two Bronze Age standing stones, which are situated in a hedge bank.

The northern stone measures 1.3 high above the bank and is c 1m square at this point. The southern stone measures 1.3m high above the bank and is, 1m wide and is 0.6m at this point. The stones are on record as being the remains of a former stone circle and other stones have been identified close-by area, although these are probably not in-situ.

Bronze Age ritual monuments are thought to have been located so that they could be viewed from and to neighbouring funerary and ritual monuments, prominent natural features and associated settlement sites. In this case the stones are located overlooking Broad Haven and possibly were also associated with the Harold Stone (PE124), although this link has now been severed by modern buildings. The surviving significant views from the scheduled monument are therefore to the southwest in an arc from west to southeast.

The proposed development will see the existing house, which is a two-level building of masonry construction with first floor accommodation within the roof space demolished and replaced by a new two level structure in the same location. It will be located in the direction of the important view towards Harold's Stone, but as noted above this view has already been blocked by modern buildings, including Ringstone. As such any slight visual change in the view from the standing will not have any effect on the way that they are experienced, understood and appreciated.

Consequently, the proposed development will not have any impact on the setting of scheduled monument PE134.

**Conclusion**

The proposed replacement dwelling is not considered to represent a design which takes into account its context, or to comply with the policies to protect and enhance the special qualities of the National Park.



**Recommendation**

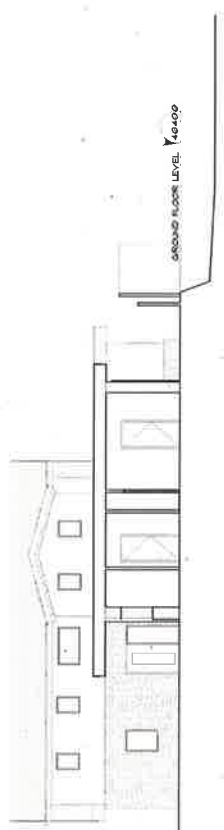
**REFUSE, for the following reason(s)**

1. The proposed design is not considered to respect the context, scale or design of adjoining development and will cause harm to the special qualities of the National Park. As such the proposal is contrary to TAN 12 (Design), Planning Policy Wales (Edition 11, February 2021), and Policies 8, 14, 29 & 30 of the Pembrokeshire Coast National Park Local Development Plan (adopted 2020).





1 NORTH ELEVATION  
1:100



3 SECTION 2  
1:100



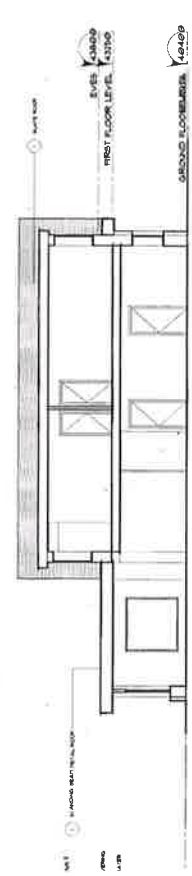
2 EAST ELEVATION  
1:100



<p>Project: RINGSTONE          Name: ELEVATIONS          Title: 100_A1_3          Drawing: A          Date: 05/21/19 JP PH          Client: MS BOWEN</p>	
<p>INTERIMWAYS LANE BAY 100          PROJECT NO: 100_A1_3          DRAWING NO: ELEVATIONS          DATE: 05/21/19          DRAWN BY: JP          CHECKED BY: PH</p>	



1 SOUTH ELEVATION  
1/100



3 SECTION 3  
1/100



2 WEST ELEVATION  
1/100

Project Name	RINGSTONE ELEVATIONS
Client	WATERSMAN LANE SATI (AU) PTY LTD
Site	THE GREENS, THE COMMONS, PROVISIONAL, THE BRACKY
Scale	1:100 A1 3 Planning
Sheet	A
Drawn	ACT/22
Checked	P207
Project No	012220 JP PH PH
Client Ref	
Designer	MS BOWEN



EXISTING EDGE 147400  
 FIRST FLOOR LEVEL 147300  
 SECOND FLOOR LEVEL 147400



1 SECTION 1  
 1:100



2 SECTION 2  
 1:100

Cliff Cottage

Les Hespandes

Wilderness Cottage

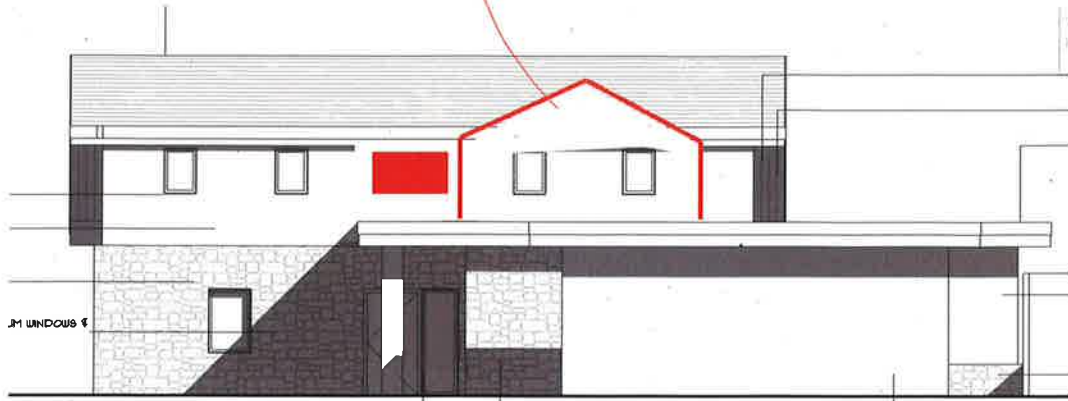
Proposed Ringstone

1 LIFE MODEL  
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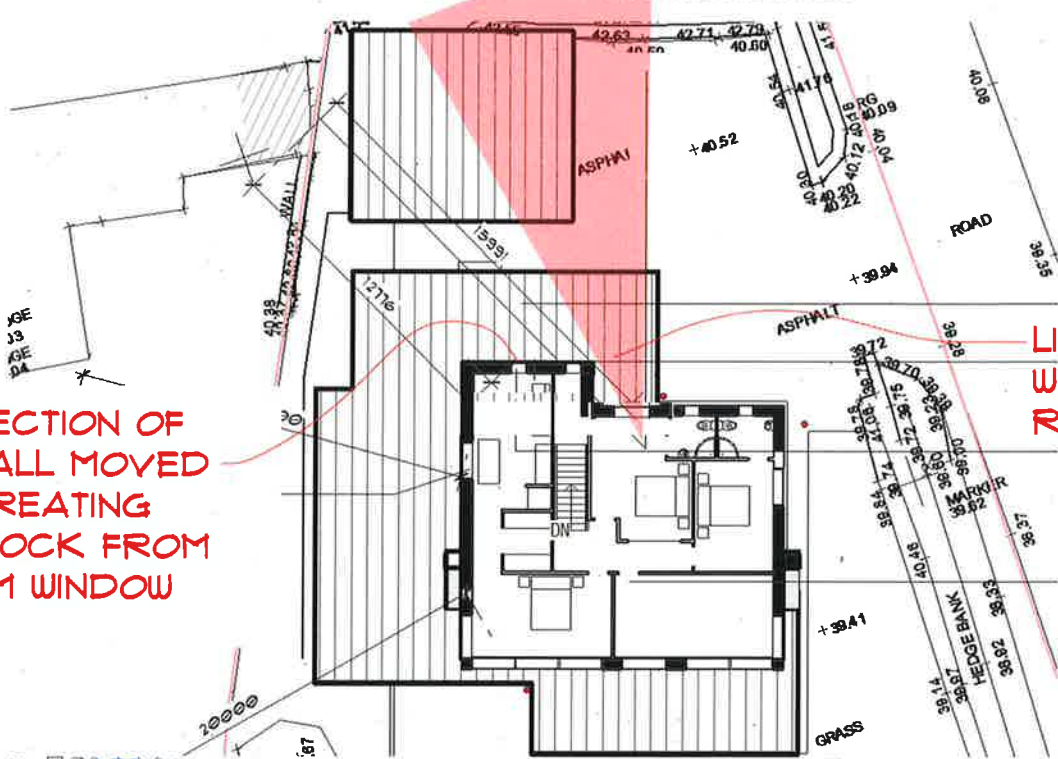
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Location	Ringstone
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Drawn	PH
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Location	Ringstone
Scale	1:100
Sheet No.	A2122
Revision	P000
Author	JP
Check	PH
Drawn	PH
Date	
Discipline	Planning
Project No.	0527118



NEW GABLE



- 1 NATURAL STONE FINISH
- 6 WHITE RENDER FINISH
- ROUNDER COATED ALUMINIUM WINDOWS

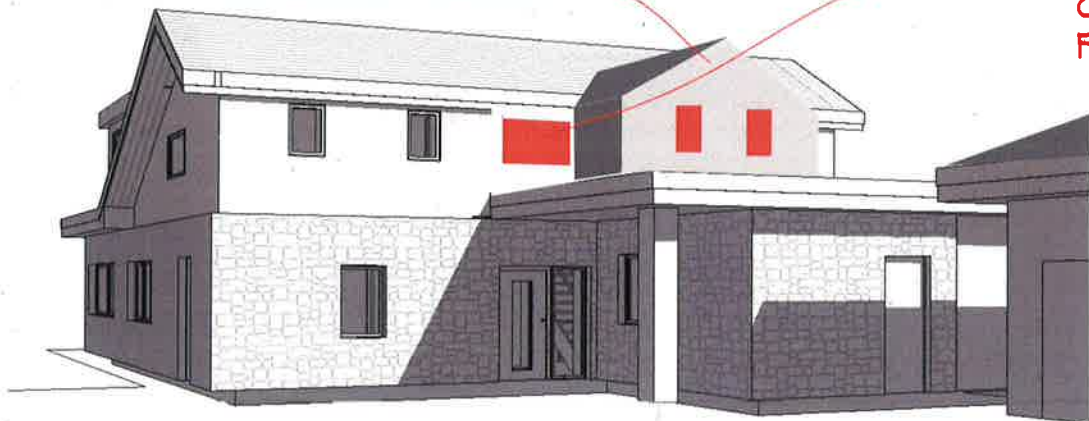


UPPER SECTION OF NORTH WALL MOVED NORTH CREATING VISION BLOCK FROM BEDROOM WINDOW

LINE OF WINDOWS REMAINS FLUSH

NEW GABLE OBSCURING VIEW FROM BEDROOM. WC WINDOW OBSCURED GLASS

WINDOW IN ORIGINAL POSITION



A2122 - RINGSTONE - REAR BEDROOM WINDOW SET BACK SKETCH