# Application Ref: NP/21/0577/FUL

Case Officer Kate Attrill
Applicant Mr A Compton

**Agent** Mr W Harries MRICS, Harries Planning Design

Management

**Proposal** Residential development of 11 dwellings (including 2

affordable)

**Site Location** Land adjacent to Cefn Gallod, Trefin, Haverfordwest,

Pembrokeshire, SA62 5AP

Grid Ref

Date Valid 09-Sep-2021 Target Date 09-Mar-2022

This application is being brought to Committee as it is constitutes Major development and under the current scheme of delegation is required to be decided at Development Management Committee. A site visit was attended by Members on the 10<sup>th</sup> January 2022.

# **Consultee Response**

PCNPA Access Manager: No objection Natural Resources Wales: No objection

PCNPA Tree and Landscape Officer: Conditional Consent

Dwr Cymru Welsh Water: Conditional Consent

PCC - Transportation & Environment: Conditional Consent

PCC - Public Protection: Conditional Consent

Llanrhian Community Council: Recommend Refusal PCNPA Buildings Conservation Officer: No Objection

PCC - Drainage Engineers: Observations

Mid & West Wales Fire & Rescue Service: Observations Dyfed Archaeological Trust: Further information required

### **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, as the application was Major, it was also advertised in the paper, both site notice and neighbour letters were sent.

At the time of the report being written, there had been 22 letters of objection or concern from neighbouring properties citing highway safety, noise and disturbance, insufficient affordable housing provision and poor design of the dwellings, many of the letters suggest the design of the dwellings should be single storey.

Llanrhian Community Council's consultation response states:

'Llanrhian Community Council held a public meeting to discuss this proposal and is not in favour on the grounds of the following PCNPA Local Development Plan Policies: 14; 30; 51; 48; 47 and 60.'

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### **Policies considered**

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

<u>Local Development Plan 2 - Pembrokeshire Coast National Park</u>

LDP2 Policy 01 - National Park Purposes and Duty

LDP2 Policy 06 - Rural Centres

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 32 - Surface Water Drainage

LDP2 Policy 46 - Housing

LDP2 Policy 47 - Housing Allocations orl and with Planning Permission

LDP2 Policy 48 - Affordable Housing

LDP2 Policy 50 - Housing Development Proposals

LDP2 Policy 51 - Housing Densities

LDP2 Policy 52 - Housing Mix

LDP2 Policy 55 - Infrastructure Requirements

LDP2 Policy 59 - Sustainable Transport

LDP2 Policy 60 - Impacts of Traffic

LDP2 Policy 61 - Cycleways

**PPW11** 

SPG01 - Affordable Housing

SPG03 - Landscape

SPG05 - Planning Obligations

SPG10 - Archaeology

SPG12 - Biodiversity

SPG16 - Sustainable Design & Development

TAN 05 - Nature Conservation and Planning

TAN 06 - Planning for Sustainable Rural Communities

TAN 12 - Design

TAN 23 - Economic Development

TAN 24 - The Historic Environment

# **Constraints**

LDP Allocation
Safeguarding Zone
Rights of Way Inland - within 50m
Hazardous Zones
Recreation Character Areas
Affordable Housing Submarkets
Seascape Character Areas
Conservation Area Trefin
Landscape Character Area

### Officer's Appraisal

#### Site and Context

Cefn Gallod is a residential development on the eastern side of Trefin consisting of a mixture of single storey and two storey dwellings.

The field to the immediate east is proposed for development of 11 dwellings, including two affordable dwellings. The site has previously been in agricultural use and is surrounded on the northern side by an historic stone-built Pembrokeshire hedgebank.

There is a children's play area at the opposite end of Cefn Gallod, accessible through a footpath.

The site is located to the west of Trefin conservation area.

# **Relevant Planning History**

None.

# **Description of Proposal**

The application proposes a development of 11 dwellings, including 2 affordable units. The dwellings are proposed to be rendered, partially timber clad, and under blue/black slate roofs with inset PV panels. The block plans shows a single access through Cefn Gallod with two storey dormered dwellings to either side of the access road.

There are three 4 bedroom dwellings, four 3 bed dwellings, one 2 bed dwelling, and 2 one bed dwellings (affordable plots 8 &9).

The design has been significantly amended since submission to address concerns relating to the impact of full two storey dwellings on the character of the village and surrounding landscape and the level of amenity area serving some plots.

The dwellings had initially featured large glazed areas facing towards the Abercastle Road with first floor balconies and now the amended scheme feature dormer

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windows in the roofs, with the heights having been reduced. The designs have been amended to be more traditional in appearance. These amended plans have formed part of a re-consultation exercise.

The two affordable dwellings, initially submitted as flats are now in the form of maisonettes, fronting onto the cul-de-sac.

# **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 Stability
- Land Drainage
- Other Material Considerations

# Policy:

The site is allocated for residential development in Local Development Plan 2 and is shown on the Proposals Map as HA10. The Plan states that the number of units for the site is 10. This proposal has increased the number by 1, but the proposal is acceptable in principle subject to other development management considerations.

The site is allocated in LDP2 for housing development. The written description which accompanies the allocation states:

"When viewed from the south visual impact will need to be minimized by ensuring all existing boundary hedgerow is retained with additional planting provided.

Access should be provided via Cefn Gallod to concentrate development in a linear form along the southern boundary.

Green space should be provided to the north.

Roof heights should remain within the context of neighbouring residential development."

There is a requirement to provide affordable housing on the site. It is proposed to provide 2 units which meets the 25% requirement as set out in Policy 47 of the Plan. The Pre-Application Consultation (PAC) consultation report submitted as part of the application indicates that these will be transferred to and managed by a Registered Social Landlord (RSL). A transfer to an RSL can be secured through an agreement under section 106 of the Town and Country Planning Act 1990. The proposed affordable housing are 1-bed units which accords with the greatest need identified by the Local Housing Market Assessment. New build affordable housing will be expected to meet the minimum gross internal floor areas and storage for the relevant property and size as set out in the Welsh Government Development Quality Requirements. The proposed meet the standards required.

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The remainder of the site is proposed to be a mix of tenure types of 1 no. 2 bed semi-detached unit, 4 no. 3 bed detached units with integral garage and 4 no. 4 bed detached units with integral or detached garages. It is considered that this complies with Policies 51 and 52 which states that a mix of dwelling sizes, types and tenures are required to ensure the creation of balanced communities.

As such the principle of residential development at this site is considered acceptable.

# 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 withor 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 height and the design of the dwellings have been substantially amended since receipt of the application in light of consultee responses, in particular that of the Conservation Officer and the potential impact on the adjacent Conservation Area. Photomontages and wire frames have been provided by the agents for the application in response to the concerns raised. The Conservation Officer's comments on previous plans read as follows:

- 1. The montage from the road to Penparc suggests that the impact on the skyline would be low-medium, with some existing houses on Fford Abercastell more visible
- 2. There is potential for mitigation here in terms of materials (perhaps timber or slate cladding rather than intrusive painted render) and some intermittent tree planting
- 3. The views south from Llanon should also be assessed whether by the agent or ourselves. There are distant panoramic views of the village with the sea as a dramatic backdrop closer views are gained via the footpath running towards the village
- 4. Design options have varied from a modern to traditional approach. Relating to 2 above, a simple more lightweight approach could be the best option, and a more 'honest' design philosophy for a development at the edge of the village. Quality natural materials and good planting are necessary considerations.

Following on from these comments, the designs have been further revised to include cladding on the southern elevations of the houses on the southern side of the scheme, so that on the approach to Trefin from the south, there is a softened impact

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of the development on the wider landscape. Additional planting has also been suggested and this will be secured through condition.

Discussions have been held as to whether the dwellings at either end of the development would read better in the landscape if they were single storey, echoing that of the dwellings at the eastern end of Cefn Gallod. This has been discounted by the applicant's agents due to the impact this would have on viability and the increased area required for SuDs since the site was allocated.

The agents have provided a number of different visual assessments to demonstrate that visual impact will be in character with that of the Conservation Area and wider landscape which will be shown in the Committee presentation. Given that the site is allocated for housing, the submitted amendments are considered to negate any potential negative impact on the wider landscape and conservation are of Trefin.

As such the proposed development is considered to comply with Policies 8, 9, 14 and 29 of the LDP.

# 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 letters of concern received from near neighbours regarding the potential for noise and disturbance to their home working arrangements.. There have been no objections relating to privacy due to the careful design of the dwellings avoiding overlooking windows, but a condition to prevent further windows would be prudent to protect amenity of those existing adjoining neighbouring properties in perpetuity.

Hours of construction work can be conditioned to protect standards of residential amenity. A construction management plan which would include delivery times and routes has been suggested to protect reasonable standards of amenity during construction.

The Environmental Health section at Pembrokeshire County Council have also suggested a number of conditions relating to management of construction impact which include no fires, dust control and hours of site construction.

The noise and disturbance to home working arrangements generated from 11 residential properties following completion of construction are not considered to be significant enough to warrant refusal.

As such the proposed development is considered to comply with Policy 30 of LDP2.

# Access and Parking:

The Highways Authority have been consulted in respect to any potential impact on traffic or highway safety. Given the level of local objection to the impacts on road safety, their consultation response is copied in full below.

'The proposal is for a development of 11 dwellings, these dwellings comprise of four 4-bed each with a garage and two-three off road vehicle spaces. Four 3-bed dwellings each with two off road spaces, one 2-bed dwelling with two spaces one behind the other and two 1-bed dwellings with one off road space each. The parking offered for each dwelling, is acceptable for their individual size.

Overall, the traffic generation from this proposed development will not be a problem on Cefn Gallod or on the roads leading to it; the site access will require a Section 184 License from Streetcare Section of the Highway Authority.

The road layout complies with highways requirements for future adoption. The turning head is important and it is a good size and an improvement for the use of the existing estate road.

It is recommended that the rumble strip be carefully designed to ensure that the noise nuisance is kept to a minimum or the rumble strip is removed from the design. The road noise, which can be experienced by local residents, can be counterintuitive with road safety benefits of a rumble strip; an alternative solution should be sort such as an awareness strip or other awareness solution at the entry point. There is a good connection from the existing estate footway into the new development with a footpath on the south side of the highway'.

Six recommended conditions have been suggested to ensure the development's road safety. The proposed development is therefore considered to comply with Policies 59 & 60 of the Pembrokeshire Coast National Park Local Development Plan.

### Landscaping:

The Authority's Tree and Landscape Officer has been consulted with regards to the submitted arboricultural report and tree protection measures, and a condition to ensure further detailed landscaping plans are submitted and approved prior to development has been suggested.

Of particular concern is the maintenance and responsibility for the historic hedgebank surrounding the site. Whilst a requirement for a management plan has been included in the landscaping condition, it may also be necessary to secure the management in perpetuity to protect against the bank being allotted piecemeal to adjoining properties through a legal agreement, to which the agents for the application have provisionally agreed.

# **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.

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The application was submitted with an ecological assessment which identified no significant negative impacts due to the access road being formed through a species poor hedgerow and citing opportunities for enhanced hedgerow planting and managing the SuDS meadow features as wildflower meadows.

Natural Resources Wales have commented on the submitted ecological appraisal and suggested conditions relating to the enhancement.

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

# Land Drainage:

The Drainage Engineers at Pembrokeshire County Council have been consulted with the development proposals and have raised no objection.

They have confirmed that SAB consent will be required for this development.

Welsh Water / Dwr Cymru were also consulted and they raised no objection to the proposed development, subject to conditions relating to surface water.

#### Historic Environments:

These proposals lie within the periphery of the medieval settlement of Trefin (PRN 7422), and within close proximity to several sites of historical and archaeological interest including the recorded site of a medieval Bishops Palace (PRN's 2846& 7573). Consequently, there is a strong possibility that archaeological material, may extend into the application area and that any deposits surviving as buried archaeological features; will clearly be adversely affected by the proposed development should consent be forthcoming.

Dyfed Archaeological Trust have requested that an archaeological field evaluation is required prior to this application being determined. The applicants have commissioned work.

Government policy as contained in Planning Policy Wales (Edition 11) at 6.1.23 makes it clear that: "The planning system recognises the need to conserve archaeological remains. The conservation of archaeological remains and their settings is a material consideration in determining planning applications, whether those remains are a scheduled monument or not.

PPW goes on to state at 6.1.26 that 'where archaeological remains are known to exist or there is a potential for them to survive, an application should be accompanied by sufficient information, through desk-based assessment and/or field evaluation, to allow a full understanding of the impact of the proposal on the significance of the remains.

The requested geophysical report was submitted on the 25th January 2022 and has been sent on to Dyfed Archaeology for consultation. Their response will be verbally reported to Committee once received.

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#### Conclusion

The application benefits the local community by providing for two affordable dwellings, and is broadly in accordance with the requirements of the allocation with no harm caused to the setting of the nearby Conservation Area.

As such, the proposed scheme is considered to be acceptable in terms of scale, form, and design, subject to conditions regarding materials.

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. Ecology and landscape features will not be adversely affected by the development.

As such, the proposal complies with policies 1, 6, 8, 11, 14, 29, 47, 48, 51, 59 & 60 of the adopted Local Development Plan 2 2020 and can be supported.

#### Recommendation

Seek Delegated Powers to approve subject to the submission of the completed legal agreement securing the provision of the affordable housing in perpetuity and an agreement for responsibility for landscaping and hedgerows in perpetuity and with the addition of 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:

Drawing 08 Rev G Proposed Block Plan

Drawing 09 Rev C Elevations and floor plans Plot 5

Drawing 10 Rev C - Elevations and floor plans Plot 1, 2, 10 & 11

Drawing 11 Elevations and Floor Plans Plot 7, 8, & 9

Drawing 12 Rev D Constructoin details and sections

Drawing 13 Elevations & floor plans Plot 3, 4 & 6

Preliminary Ecological Appraisal dated 9th August 2021

**Reason**: In order to be clear on the approved scheme of development in the 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. No development shall take place until details of landscaping have been submitted to and approved in writing by the local planning authority. These details shall include: planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants noting species, plant supply sizes and proposed numbers/densities where appropriate; an implementation programme (including phasing of work where relevant). The approved landscaping works shall be carried out in accordance with the approved details during the first

planting season immediately following the agreed implementation program. The completed scheme shall be managed and/or maintained in accordance with an approved scheme of management and/or maintenance.: In the interests of maintaining a suitable scheme of landscaping.

**Reason** 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. Local Development Plan 2 – Policies: 1 (National Park Purposes and Duty), 8 (Special Qualities), 14 (Conservation and enhancement 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).

- 4. Before development commences details of the awareness strip or alternative solution for the entrance of the new development shall be submitted to the Local Planning Authority for approval and will be completed in accordance with the details approved under this condition prior to the first occupation. Reason: In the interests of highway safety and road safety and in accordance with Policies 59 & 60 of the Pembrokeshire Coast National Park 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 ensure the satisfactory provision of parking facilities and in the interest of highway safety and the amenity of the area and in accordance with Policies 59 & 60 of the Pembrokeshire Coast National Park Local Development Plan.
- 6. Before any work on the construction of dwellings commences the access, estate road and turning area must be constructed up to and including road base level and be suitably drained for the use of construction traffic. Reason: In the interests of highway safety, to ensure that no deleterious material is carried on to the highway and in accordance with Policies 59 & 60 of the Pembrokeshire Coast National Park Local Development Plan.
- 7. Before any work on the construction of dwellings is commenced adequate and suitable areas shall be provided within the site for the parking and turning, loading and unloading of all vehicles attracted to the site and for the storage of building materials clear of the public highway.
  Reason: In the interests of highway safety and in accordance with Policies 59 & 60 of the Pembrokeshire Coast National Park Local Development Plan.
- All surface water shall be trapped and disposed of so as not to flow onto any part of the public highway.
   Reason: In the interests of highway safety and in accordance with Policies 59 & 60 of the Pembrokeshire Coast National Park Local Development Plan.
- 9. Before the vehicular access hereby permitted is first used, the existing field access onto the Class 3 Road and unclassified link road near plot 6 shall be

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permanently stopped up in accordance with the approved plans.

**Reason**: In the interests of highway safety and amenities of nearby occupiers and in accordance with Policies 59 & 60 of the Pembrokeshire Coast National Park Local Development Plan.

- 10. No development shall commence until such time as a Construction Management Plan covering the matters set out below has been submitted to and approved in writing by the Local Planning Authority.
  - a) The development shall only be implemented in accordance with the details and measures approved as part of the construction management plan, which shall be maintained throughout the entire construction period.
  - b) A construction traffic management plan to include the following: the construction programme/ timescales; the number/ frequency and size of construction vehicles; construction traffic route; location of deliveries; pedestrian and vehicular access arrangements; any temporary road/ footway closures during the construction period;

**Reason:** in order to protect the amenity of adjoining residents and to protect standards of highway safety during construction, and in accordance with Policies 30, 59 & 60 of the Pembrokeshire Coast National Park Local Development Plan.

- 11. No construction of the dwellings hereby approved shall commence until such time as details of the external finishes and colours have been approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.
  - **Reason**: To ensure a proper standard of development and appearance in the interests of conserving the amenities and special qualities of the area. Policy: Local Development Plan 2 Policies 1 (National Park Purposes and Duty), 14 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).
- 12. Notwithstanding the provisions of Article 3 of The Town and Country Planning (General Permitted Development) Order 1995, (relating to extensions to, and changes to the external appearance of the dwelling, ancillary out-buildings, minor operations and to development for the siting of a caravan within the curtilage of the dwelling house), no development of Parts I, 2 and 5 of Schedule 2 to that Order (or any Order revoking or re-enacting that Order) shall be carried out without specific planning permission being obtained.
  Reason: To preserve the character of the area. Policy: Local Development Plan 2 Policies 1(National Park Purposes and Duty), 8 (Special Qualities), 14 (Conservation of the Pembrokeshire Coast National Park) and 30 (Amenity).
- 13. No development shall commence until details of existing ground levels and proposed finished ground and floor levels have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

**Reason:** In order to be clear on the levels of the development approved to provide for a proper standard of development and appearance in the interests of conserving the amenities and special qualities of the area. Policy: Local

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Development Plan 2 – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 14 (Conservation of the Pembrokeshire Coast National Park), 29 (Sustainable Design) and 30 (Amenity).

- 14. No development shall commence until such time as details of any street lighting or external illumination to the dwellings or garages, including measures to control light spillage, and maintenance requirements 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 & Policy 9 (Light Pollution).
- 15. Roofs of dwellings shall be covered with natural slates, ridge tiles to be butt jointed and black in colour.

**Reason**: To ensure a proper standard of development and appearance in the interests of conserving the amenities and architectural character of the area. Local Development Plan, Policies 1 - National Park Purposes and Duty, 7 - Countryside, 8 - Special Qualities, 11 - Protection of Biodiversity, 15 - Conservation of the Pembrokeshire Coast National Park, 29 - Sustainable Design 30 - Amenity.

16. No surface water and/or land drainage shall be allowed to connect directly or indirectly with the public sewerage network.

**Reason**: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.

17. The enhancements set out in section 5.3 of the ecological report relating to the planting of the wildflower areas (SuDS) shall be implemented prior to occupation of the dwelling's hereby approved.

**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 Policy 11 of the Pembrokeshire Coast National Park Local Development Plan.

18. To mitigate noise during the construction phase it is recommended that the development site operates only within the following time constraints;

08:00 to 18:00 hours Monday to Friday

09:00 to 13:00 hours Saturday

No Sunday or Bank Holiday working

**Reason**: In accordance with Policy 30 of the Pembrokeshire Coast National Park Local Development Plan Policies and to protect residential amenity.

19. Where emissions of dust are created during the construction of the development suitable methods for the suppression of dust shall be incorporated by the developer

**Reason:** to prevent exposure to dust emissions impacting on the occupants of neighbouring dwellings and associated external amenity areas, gardens

etc.

In accordance with Policy 30 of the Pembrokeshire Coast National Park Local Development Plan Policies and to protect residential amenity.

20. There shall be no fires allowed to take place at the development site at any time.

**Reason**: In accordance with Policy 30 of the Pembrokeshire Coast National Park Local Development Plan Policies and to protect residential amenity.

21. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (as amended for Wales) (or any order revoking and re[1]enacting that Order with or without modification), no fences, gates or walls shall be erected within the curtilage of any dwelling house forward of the principal elevation of that dwelling house other than those expressly authorised by this planning permission.

**Reason:** In order to remain in character with the surrounding area and in accordance with Policy 29 of the Pembrokeshire Coast National Park Local Development Plan.













