

Item 6 - Report on Planning Applications

Application Ref: NP/12/0480

Application Type	Full
Grid Ref:	SM85791268
Applicant	Mr & Mrs G Hutton
Agent	Mr Andrew Vaughan-Harries, Hayston Development & Planning
Proposal	Construction of single dwelling
Site Location	Plot 4, Blockett Lane, Little Haven, Haverfordwest, Pembrokeshire, SA62 3UH
Case Officer	Julia Evans

Summary

This is a full application for a single dwelling at Plot 4, land off Blockett Lane, Little Haven. It lies in the open countryside to the eastern side of Blockett Lane. The proposal has been carefully considered against all material considerations and the relevant national and local development plan policies. On balance the application is recommended for refusal for two reasons. The first is that the new access is considered harmful to the special qualities of the National Park. The second is due to the unacceptable loss overlooking of neighbouring properties and the third is that the proposal fails to provide affordable housing dwellings on site in accordance with Policy 45.

The application has been referred to the Development Management Committee because the support of Little Haven Community Council, is contrary to the recommendation for refusal.

Consultee Response**The Havens Community Council:** Supporting

Western Power: Attention needs to be drawn to proximity of Western Power distribution infrastructure, in particular plots 3 and 4. Therefore should approval be granted contact with us at an early stage would be advisable.

PCC - Education Department: I have undertaken a calculation to ascertain S106 contributions and can advise as follows: The proposed development sits within the catchments of Broad Haven Primary school and Tasker Milward Secondary school. There is sufficient capacity and therefore no S106 contributions are required for secondary education. As there are forecast to be primary surplus places prior to housing commitments being considered, the contribution can be reduced. Consequently, the contributions for primary education is Â£2107 per dwelling.

Waste & Recycling Manager - PCC: PCC will not be seeking any contributions for waste and recycling services on this development.

Dyfed Archaeological Trust: No objection

PCC - Common Land Officer: No objection

PCC - Head of Public Protection: Conditional Consent

Environment Agency Wales: Conditional Consent

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Dwr Cymru Welsh Water: Conditional Consent

Coal Authority: No adverse comments

Public Response

The application has been advertised and neighbour notifications undertaken. Responses from two households have been received making the following comments:-

- Objection to the creation of a new access when there is a perfectly adequate one existing that can be used;
- The new access would result in the loss of a 200 year old hedge and ruin the character of the lane;
- Removing trees would increase flooding in an area where drains cannot cope; and
- There is a "strange wall" at the south-east of the boundary to Plot 1 that serves no useful purpose. It is an eyesore and should be removed.

Policies considered

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

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

LDP Policy 01 - National Park Purposes and Duty

LDP Policy 07 - Countryside

LDP Policy 08 - Special Qualities

LDP Policy 09 - Light Pollution

LDP Policy 11 - Protection of Biodiversity

LDP Policy 15 - Conservation of the Pembrokehire Coast National Park

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 32 - Surface Water Drainage

LDP Policy 33 - Renewable Energy

LDP Policy 45 – Affordable housing

LDP Policy 48 - Community Facilities and Infrastructure Requirements

LDP Policy 52 - Sustainable Transport

LDP Policy 53 - Impacts on traffic

PPW5 Chapter 04 - Planning for Sustainability

PPW5 Chapter 05 - Conserving and Improving Natural Heritage and the Coast

PPW5 Chapter 06 - Conserving the Historic Environment

PPW5 Chapter 08 - Transport

PPW5 Chapter 09 - Housing

PPW5 Chapter 12 - Infrastructure and Services

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PPW5 Chapter 13 - Minimising and Managing Environmental Risks and Pollution

SPG04 - Planning Obligations

SPG05 - Sustainable Design

SPG06 - Landscape

SPG08 - Affordable Housing

SPG11 - Coal Works - Instability

SPG12 - Parking

SPG13 - Archaeology

SPG14 - Renewable Energy plus Addendum on Field Arrays

TAN 02 - Planning and Affordable Housing

TAN 05 - Nature Conservation and Planning

TAN 06 - Planning for Sustainable Rural Communities

TAN 08 - Renewable Energy

TAN 12 - Design

TAN 22 - Planning for Sustainable Buildings

Officer's Appraisal

Background

This is a full application for a single dwelling at Plot 4 off Blockett Lane, Little Haven. It lies in the open countryside to the eastern side of Blockett Lane. The larger site was originally a turkey farm, and occupies an elevated position overlooking the village of Little Haven. The land has now been cleared with concrete bases, gravelled and grassed areas present on site. To the south, beyond Plot 1, there are two new large detached houses and their associated access off Blockett Lane. To the north of this new access and separated from it by a concrete block wall which abuts the highway, is an existing access into the cleared area to the north. Plot 4 lies to the immediate north- Plot 3, in an area of levelled grass and gravel. Adjacent to the northern boundary of the site is the barns of the neighbouring property.

The Plot is part of a larger site that was originally designated as an Environmental Improvement Area under the Local Plan. This stated that development may be permitted providing that the former poultry farm had been entirely removed and the site restored to an appropriate condition providing that the development did not conflict with other Local Plan Policies. Supplementary Planning Guidance to the Local Plan was also prepared for the site. However, with the current Local Development Plan the designation of the site as an Environmental Improvement Area was removed and it is now considered as being a brownfield site in the open countryside.

The development of the larger site has been separated into three areas. The southernmost area has been developed for two large contemporary designed houses. The land to the north has full planning permission for six dwellings:

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a terrace of three and three detached houses, with 3 of the total provision being affordable housing. The remaining land (the central part of the site) is currently the subject of the current application for a single dwelling, plus three further live applications for three further detached dwellings.

Constraints

The site lies within the open countryside over a Coal Standing Advice Area, and within a Military Safeguarding Zone.

Relevant Planning History

- NP02/189 – (Approximately Plots 4 and 3) Outline application for two dwellings – Refused 20th June 2002 – Appeal allowed 11th December 2002
- NP04/586 – 5 dwellings – Refused 29th November 2004
- NP05/357 – (Approximately Plots 4 and 3) Outline for 3 dwellings - Approved 8th March 2006
- NP05/628 – (Approximately Plots 4 and 3) Outline for 2 dwellings - Approved 24th January 2006
- NP08/337 – (Plot 3) Reserved matters application for single dwelling – Withdrawn 12th September 2008
- NP08/392 – (Plot 4) Reserved matters application for single dwelling – Withdrawn 19th September 2008
- NP10/511 – (land to the north of the site) 6 dwellings – Permission 28th November 2011
- NP12/0477 – (Plot 1) Construction of dormer cottage - Live
- NP12/0478 – (Plot 2) Construction of dormer cottage - Live
- NP12/0479 – (Plot 3) Construction of single dwelling - Live

Current Proposal

The current application seeks full planning permission for a single dwelling, and associated access and internal estate distributor road. Three other applications for single dwellings have been received for Plots 1, 2, and 3 (applications NP12/0477, NP12/0478, and NP12/0479 respectively). The proposed dwelling would be located to the east of Blockett Lane in an area of levelled land. The application proposes both the dwelling and a new access and internal estate distributor road, which also provides vehicular access to Plots 2 and 3. This would lie to the south of the proposed dwelling, and it would terminate at the proposed dwelling's 3 parking spaces and turning area.

The proposed dwelling would be two storey, orientated to overlook the estate distributor road to the south. At its maximum dimensions it would measure approximately 15.5m x 12.2m x 7.0m, and it has been designed to comprise two distinct interlinked design elements. The two storey part of the dwelling, located on its western side, would be constructed of horizontal timber cladding under a metal clad roof. The rest of the house would be one-and-half stories

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in height, and constructed of random stone under a slate roof. The proposed dwelling has been designed to reflect local design references, and it is considered that the use of timber minimises the impact of the dwelling in the landscape. The proposed dwelling would have a finished floor level of 37.70 metres above sea level (existing levels are 37.20 metres). Trees and hedgerows are proposed to all the site's boundaries. A timber garden shed would be located to the eastern side of the proposed garden. The dwelling would be connected to the main sewer and surface water would be disposed of via a soakaway.

The application has been submitted with the following supporting information:-

- A Planning Report;
- A Design and Access report;
- A Transport Statement;
- An Affordable Housing Statement, offering a sum of £15,370 as a contribution under Policy 45 of the Local Development Plan;
- A Code 3 Pre-Assessment, concluding that the house would meet Level 3; and
- A planting schedule.

Key Issues

The application raises the following planning matters:-

- Principle of the development;
- Impact on the special qualities of the National Park;
- Affordable housing matters;
- Community infrastructure requirements;
- Sustainable design;
- Highways matters;
- Landscaping;
- Archaeological matters;
- The water environment and drainage matters;
- Contaminated land matters;
- Electricity supply matters;
- Coal Referral Area matters;
- Ministry of Defence Safeguarding matters;
- Neighbouring amenity matters;
- Enforcement matters.

Principle of the development:

The proposed dwelling lies in the open countryside overlooking the village of Little Haven which lies in the valley below to the north and west. As referred to in the sections above, this site and those surrounding it, have a complex planning history, including a policy framework that once allowed the redevelopment of this site. Two dwellings have been built on the southern part of the site, whilst there is an extant planning permission for a further six dwellings to the north (NP10/511). The application needs to be determined under current adopted Development Plan policy and this means that it has to

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be considered as a new dwelling in the open countryside. Policy 7 of the Local Development Plan makes it clear that new residential development in the open countryside is only acceptable if it is essential for farming or forestry needs. Clearly this is not the case with this application and so it has been advertised as a Departure to the adopted Local Development Plan.

In addition to considering the application under the policies of Local Development Plan, government guidance also requires that all applications are considered in light of all relevant material considerations. In this case, planning permission NP10/0511 is material in that it permitted 6 dwellings contrary to the provisions of the Local Development Plan. The decision to permit this scheme was justified by it having been previously identified in the Local Plan as an Environmental Improvement Area. It was felt that the proposal allowed the redevelopment of the site to provide environmental enhancements to the area through extensive landscaping, and that it contributed to affordable housing provision required under Policy 45 (ie three of the six dwellings were proposed as affordable houses). Because of this it was concluded that the development of the site offered an opportunity to secure environmental improvements on the site plus provide affordable housing for local needs.

The current application proposes both environmental enhancements (ie landscaping), and a financial contribution towards affordable housing. Notwithstanding the merits of these particular characteristics of the development which will be discussed later in this report, the principle of the site's development is therefore considered to be the same as that established in 2010, and therefore no objection can be raised to the application proposing a dwelling in the open countryside.

Impact on the Special Qualities of the National Park:

As discussed in the paragraphs above, one of the reasons that the 2010 application to the north of the site was considered acceptable was because of extensive landscaping the scheme proposed. The current proposal for a single dwelling needs to be considered together with the existing dwellings built and permitted on the site, plus those proposed under the live applications NP12/0477, NP12/0478, and NP12/0479, all of which are material considerations.

Policies 8, 15, 29, and 30 in particular in the adopted Local Development Plan seek to protect the special qualities of the National Park, including the pattern and diversity of the landscape and villages. The applicant considers that the proposal seeks to propose a two storey dwelling that incorporates traditional Pembrokeshire design styles and materials. Although the design and materials propose a contemporary style dwelling, this has been an accepted design ethos adopted by the existing two dwellings at the southern end of the site. In addition, unlike the proposal for Plot 3, this dwelling is of a much smaller scale, and would partially screened from wider views by those dwellings permitted under planning permission NP10/ 511. On balance therefore the proposal is not felt to pose any greater harm to the special qualities of the National Park than that already built and permitted, and

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subject to conditions controlling the details of the design and materials of the proposed dwelling, it is considered acceptable.

As with Plots 2 and 3, the proposed dwelling does not use the existing access into the site, but proposes a new one, that would serve both this Plot and those to the south (ie Plots 2 and 3). This would be in addition to the new access off Blockett Lane proposed for Plot 1, plus the existing access to the two new houses to the south of Plot 1. As a result the rural character of Blockett Lane would be transformed into one dominated by residential development with a succession of accesses coming off it to serve the new and existing development. Within the space of approximately 50 metres there would be three new accesses provided to the east of Blockett Lane, resulting in the loss of the existing hedgerow, which has been retained in the 2010 permission. As a result it is felt that the proposal is harmful to the special qualities of the National Park in that it fails to harmonise with the landscape character of the area, and results in the loss of important traditional features. This forms the first reason for refusal.

Affordable Housing Matters:

Policy 7 of the Local Development Plan states that where residential development is acceptable, affordable housing provision will take priority. Policy 45 states that "To deliver affordable housing the National Park Authority will as part of the overall housing provision" require under caveat (c) that "where affordable housing need has been identified prioritise affordable housing provision in countryside locations through filling in or rounding off or through conversion. 50% affordable housing to meet an identified need in developments of 2 or more residential units will be sought." Footnote 145 of the Local Development Plan explains that "where a planning application is received for a site below the affordable housing threshold but which is part of a larger site which is above the threshold then the Authority will expect affordable housing to be provided. This is to ensure that sites are not broken up into smaller portions and phased which would avoid the requirement for affordable housing."

This application has been supported by an affordable housing statement that proposes the provision of a financial contribution of £15,370 in accordance with the £100 per square metre requirement for single dwellings as prescribed in the Adopted Affordable Housing Supplementary Planning Guidance. This figure has been determined by the applicant's calculation that the proposed dwelling's internal floorspace is 153.7 square metres, and in their statement they consider that this is preferable to providing an affordable house on site as it will allow a more sustainable location to be found for it. However, Plot 4 is clearly part of a larger development site part of which already has permission including on site affordable housing. If the application was a single dwelling that was not part of a larger site, then this figure would be acceptable under the Policy requirements of the Local Development Plan. However, Footnote 145 of the Local Development Plan makes it clear that where large sites are being split or phased to avoid providing the 50% affordable housing delivery should be provided on site. In this case there are four separate applications for single dwellings subdividing this large site.

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Land ownership is not a material planning consideration; different owners of the land does not negate the large site affordable housing requirements generated by Adopted Development Plan Policy. Under the terms of Policy 45, this means that two of them should be affordable units. The provision of a commuted sum is therefore contrary to policy in this case, and as no affordable dwellings are proposed with any of these four applications, the proposal is contrary to Adopted Development Plan Policy. This forms a further reason for refusal.

Community Infrastructure Requirements:

Policy 48 of the Local Development Plan states that planning permission will be granted for proposals that have made suitable arrangements for the improvement or provision of infrastructure, services and community facilities made necessary by the development. Adopted Supplementary Planning Guidance on Planning Obligations states that the thresholds for infrastructure contributions will be required where there is a net gain of three or more dwellings. In this particular instance four applications have been submitted seeking to develop four detached houses on this large site. As a result the four applications therefore require public open space, education, libraries, and recycling and waste contributions. The relevant sections responsible for these services have been consulted and the following requirements have been requested at the time of writing the report:-

- Education – although no secondary school places are required, there is a need for primary school places, and a contribution of £2,107 per dwelling is required; and
- Waste and recycling – no contribution is required.

The applicant has stated within the application's Planning Statement that a further contribution to services and infrastructure will be provided depending on the viability of the project. As a result, if permission was to be recommended, it would be subject to a legal agreement for the required financial contributions.

Sustainable Design Matters:

Both national and local Development Plan Policy requires sustainable design. Policy 29 of the Local Development Plan expects all proposals for development to demonstrate an integrated approach to design and construction, whilst Policy 32 requires sustainable drainage systems for the disposal of surface water. The application has been supported by a Code for Sustainable Homes Pre-Assessment Report. This states that the dwellings will meet a Code Level 3 rating. Subject to the standard conditioning requiring compliance with these levels, the proposal is acceptable in terms of the sustainable requirements of national and local Policy requirements.

Highways Matters:

Policies 52 and 53 of the Local Development Plan refer to traffic impacts of proposed development. The application has been supported with a Transport Statement that states that the proposal will result in an estimated 8 private car movements per day, 1 out and return pedestrian movements, and occasional cycle and commercial trips.

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At the time of writing the report, no response had been received from the County's Highways Section. As a result, no assessment can be made as to the highways merits of the proposal. An update will be given at the meeting.

Landscaping:

The elevated location of the site means that it is very visible in the wider landscape, including from the Coast Path. Although the application proposes a new hedgerow to the northern and western boundaries of the site, this is not felt to be sufficient to mitigate the change in character of the area as discussed in the sections above. This is particularly so because of the removal of the existing hedgerow that defines the eastern edge of Blockett Lane. For the reasons discussed above, it is not felt that the proposed landscaping is sufficient to ameliorate the change of character of the area or the loss of the existing hedgerow, or make the environmental improvement requirements of developing this site, contrary to adopted plan policies.

Archaeological Matters:

Policy 8 of the Local Development Plan seeks to protect the special qualities of the National Park including the protection and enhancement of the historic environment. One of the concerns with the 2010 permission was that the hedgerow bordering the eastern edge of the Lane is a Historic Hedgerow, which is of importance in both historic and ecological terms. Dyfed Archaeological Trust have previously taken the view that the hedge predates the Enclosure Act of 1845 and that it is therefore historically significant. As a result Dyfed Archaeological Trust were consulted on this application and its proposed removal. Their response was that it raised no issues and as a result no archaeological objection can be raised to this proposal.

The Water Environment and Drainage Matters:

Policy 32 of the Local Development Plan requires development to incorporate sustainable drainage systems for the disposal of water on site. The proposed dwelling would be linked to the main sewer whilst surface water would go to a soakaway. Both the Environment Agency and Welsh Water have been consulted on the application. The former have raised no objection to the principle of the development, subject to conditions concerning contaminated land conditions, surface water management, and permeable paving. As regards Welsh Water, they too have raised no objection to the proposal, subject to the satisfactory drainage of the site.

Contaminated Land Matters:

Chapter 13 of Planning Policy Wales (Edition 5) states that planning decisions need to take into account the potential hazard that contamination presents to the development, its occupants and the local environment, and whether any mitigation measures are needed. In view of the previous agricultural use of the site, the County Council's Public Protection Section was consulted to ascertain whether residential development on the site was acceptable in terms of any contaminated land matters that the proposal raised. This could come from both the previous use and the demolition material on site. They raised no objection in principle to the proposal subject to a condition

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concerning a survey of the site be undertaken if evidence of contamination is found on site.

Electricity Supply Matters:

The larger site is traversed by electricity power lines, and in particular Plots 3 and 4 would be affected by them. As a result Western Power Distribution were consulted, and raised no objection to Plots 1 and 2, but required that the developer contact them if planning permission was granted for Plots 3 and 4. This could be dealt with as a conditional requirement / informative for these Plots if planning permission was granted.

Coal Referral Area Matters:

The site lies in a Coal Standing Advice Area, whereby Planning Policy Wales confirms that the responsibility for determining the extent and effects of unstable ground remain with the developer, and that the responsibility and subsequent liability for safe development and secure occupancy of the site rests with the developer and / or landowner (paragraphs 13.8.3 and 13.9.2 respectively). The Coal Authority is a statutory consultee for development within defined coal mining areas, and there is a duty on the National Park Authority to consider ground stability issues when determining applications within these areas. The Coal Authority has raised no objection to the proposal, apart from requiring its Standing Advice as an informative on any planning permission.

Ministry of Defence Safeguarding Matters:

The site lies within a Ministry of Defence (MoD) Safeguarding Zone, and the MoD have been consulted to ascertain their views of the proposal. At the time of writing the report there had been no response from them.

Neighbouring Amenity Matters:

Policy 30 of the Local Development Plan refers to amenity in a general sense, seeking to avoid incompatible development and significant adverse impact upon the amenity enjoyed by neighbouring properties. The nearest residential properties would be those permitted under NP10/511 to the west and north of the plot. They are on lower land, with the nearest being approximately 16 metres away. The western elevation of the proposed dwelling has habitable room windows to both the ground and first floor, plus would be at a higher level than the properties permitted in 2010. Although landscaping is proposed along the western boundary of the site, the proposed dwelling would look directly down into the permitted terrace to the west, which is considered detrimental to the amenity of the potential occupiers of these properties. The resulting loss of privacy to these properties is unacceptable and forms a further reason for refusal.

Enforcement Matters:

Following the publicity procedures for the application, comment has been made that there is an unauthorised wall to the southern side of the site, adjacent to Plot 1. It is considered unsightly and not serving any useful purpose. The matter has been referred to the Authority's Enforcement Team for investigation.

Conclusion

The proposal has been carefully considered against all material considerations and the relevant national and local development plan policies. On balance the application is recommended for refusal for two reasons. The first is that the new access is considered harmful to the special qualities of the National Park. The second is due to the unacceptable loss overlooking of neighbouring properties and the third whilst the second is that the proposal fails to provide affordable housing dwellings on site in accordance with Policy 45.

Recommendation

Refuse.

Reasons

1. Policies 8, 15, 29 and 30 of the Pembrokeshire Coast National Park Local Development Plan seek to protect and enhance the pattern and diversity of the landscape, prevent development that fails to harmonise with or enhance the landform and landscape character of the National Park, that fails to incorporate important traditional features, and that is insensitively and unsympathetically sited within the landscape and visually intrusive. The proposed access for the dwelling, the resulting loss of existing hedgerow, and the cumulative impact of existing and other proposed accesses in the near vicinity, results in the loss of a traditional landscape feature and the rural character of the area, and is therefore insensitively and unsympathetically sited within the landscape. The proposal is considered to be harmful to the special qualities of the National Park and contrary to Adopted Development Plan Policy.

2. Policy 30 of the Pembrokeshire Coast National Park Local Development Plan states that development will not be permitted where it has an unacceptable impact on amenity. The proposed dwelling by virtue of its elevated position and proximity to permitted dwellings, is considered to result in an unacceptable level of overlooking, and consequential loss of privacy. The proposal is therefore contrary to Adopted Development Plan Policy.

3. Policies 7 and 45 of the Pembrokeshire Coast National Park Local Development Plan require the provision of 50% affordable housing to meet the identified need in developments of 2 or more units. Footnote 145 of the Local Development Plan states that where a planning application is received for a site below the affordable housing threshold but which is part of a larger site which is above the threshold then affordable housing will be expected. The application forms part of a large site on which 50% provision of affordable housing will be sought. As neither this application nor the others submitted on the remainder of this large site proposes the required two affordable dwellings the proposal is considered contrary to Adopted Development Plan Policy.

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21 SEP 2012

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**PLOT 4
SITE LOCATION MAP**

Hayston
Developments
& Planning Ltd
11, New Market, Colchester
Suffolk, Essex, CO1 1JF
Tel: 01206 281150
Fax: 01206 281151
Email: hayston@haystonplanning.co.uk

ACANTHUS HOLDEN

**WATERMANS LANE
THE GREEN
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www.watermans.co.uk
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Fax: 01668 631201

NOTE: THESE COORDINATES ARE FOR PLANNING PURPOSES ONLY. THE COORDINATE SYSTEM IS THE NATIONAL GRID. COORDINATES ARE GIVEN TO THE CENTRE OF THE SITE. OTHER FEATURES OF THE SITE ARE NOT SHOWN.

Client: G and I Hutton

Date: _____

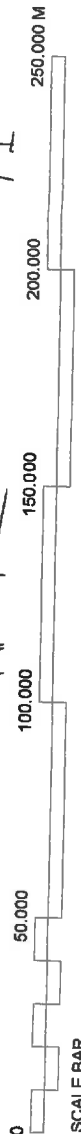
Drawn: Site Location Map

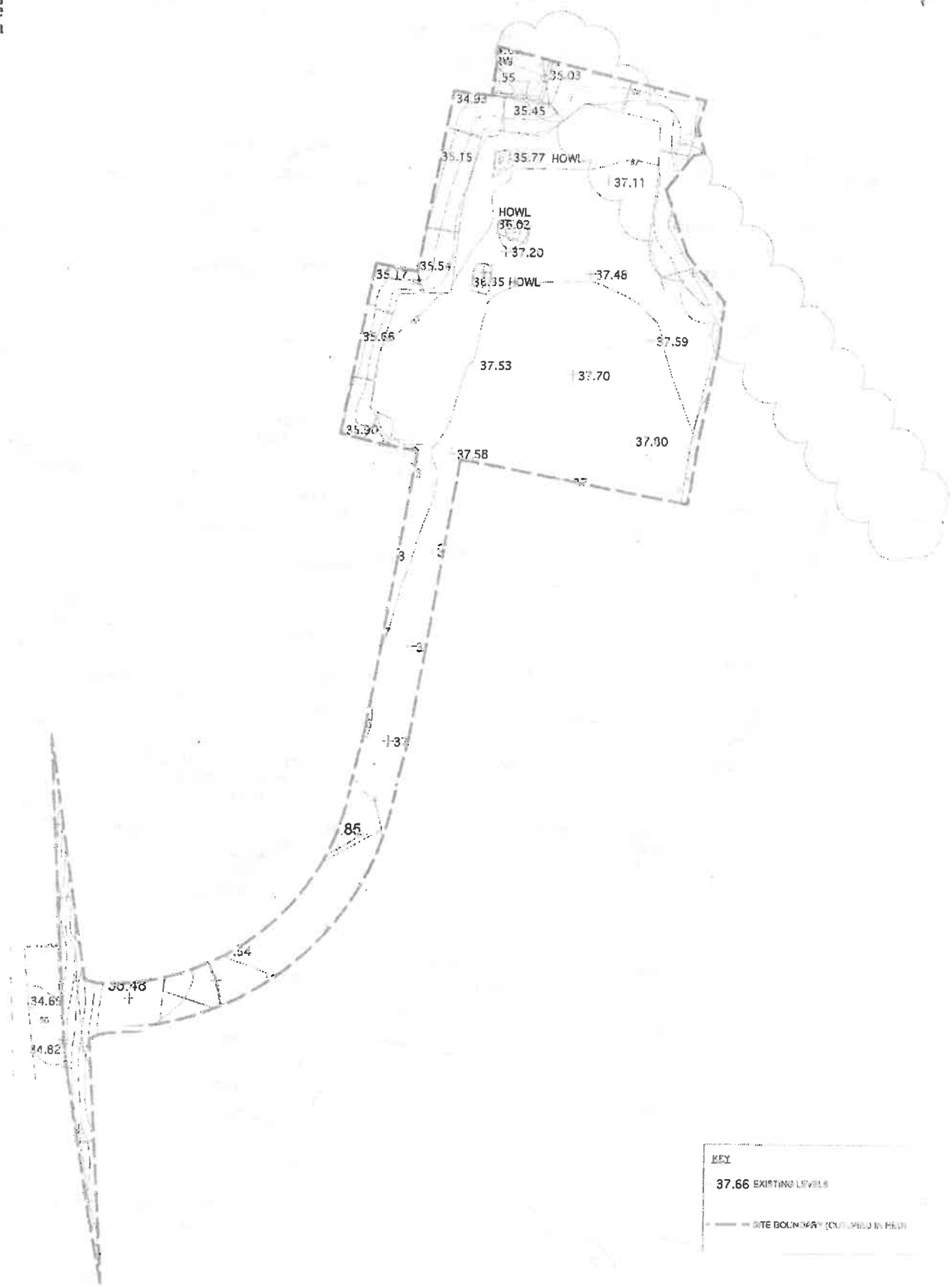
Scale: 1:1250

Date: 08/12

OS LICENSE NO. 100009768

BLOCKETT LANE SITE OUT-LINED IN RED





KEY

37.66 EXISTING LEVELS

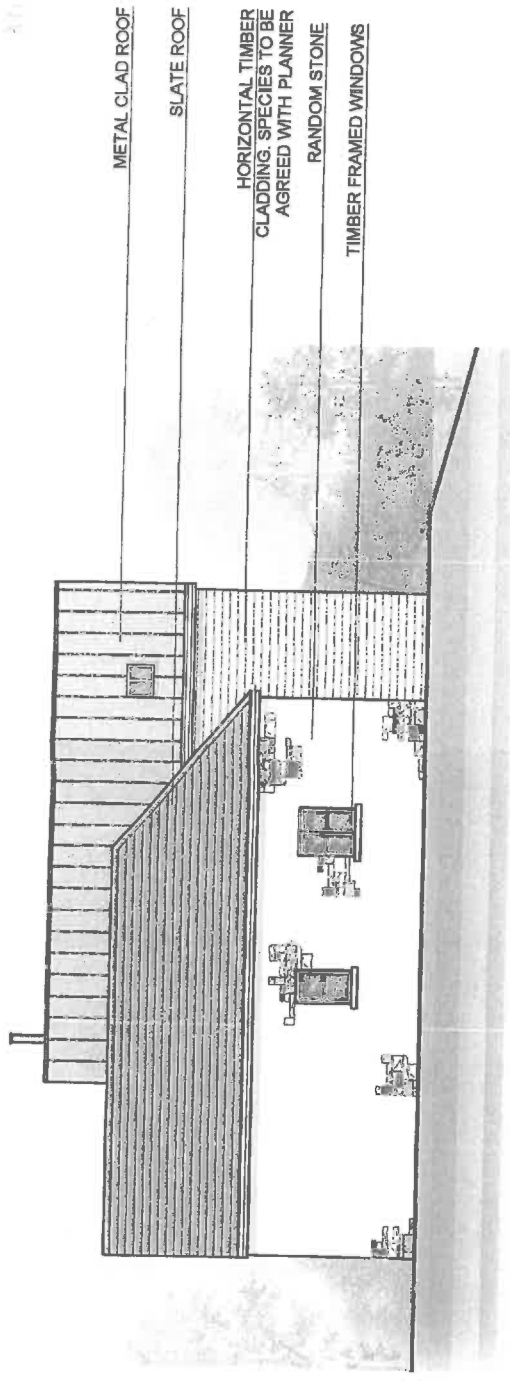
--- SITE BOUNDARY (OUTLINED IN RED)

**PLOT 4
EXISTING SITE LAYOUT PLAN**

	PROJECT NO: NP/12/0480 DATE: 2012	DRAWN BY: [Name] CHECKED BY: [Name]
	SCALE: 1:50 DATE: 2012	PROJECT NO: NP/12/0480 DATE: 2012



12480



METAL CLAD ROOF

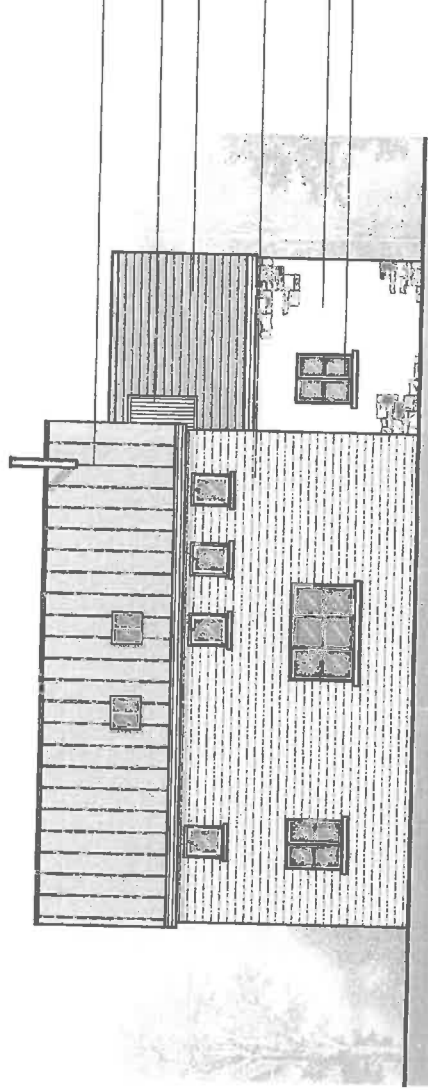
SLATE ROOF

HORIZONTAL TIMBER
CLADDING. SPECIES TO BE
AGREED WITH PLANNER

RANDOM STONE

TIMBER FRAMED WINDOWS

EAST ELEVATION



METAL CLAD ROOF

SOLAR PANELS

SLATE ROOF

HORIZONTAL TIMBER
CLADDING. SPECIES TO BE
AGREED WITH PLANNER

RANDOM STONE

TIMBER FRAMED WINDOWS

WEST ELEVATION

21 SEP 2012

PLOT 4

NP/12/0480

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Client: **G and J Hutton**

Site: **The Old Factory, Blocklet Lane**

Scale: **1:100**

Drawn By: **EOK** Date: **08/12**

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