

**Application Ref: NP/12/0267**

<b>Application Type</b>	Outline
<b>Grid Ref:</b>	SN11404453
<b>Applicant</b>	Mr Ronald James c/o Agent
<b>Agent</b>	Mr C Kimpton, CK Planning
<b>Proposal</b>	Outline application (with all matters reserved) for 2 single storey dwellings (1 being an affordable unit)
<b>Site Location</b>	Land west of Pantyrodyn, Moylegrove, Cardigan, Pembrokeshire, SA43 3BP
<b>Case Officer</b>	Julia Evans

**Summary**

This outline application, with all matters reserved, proposes two single storey dwellings, one of which is for social housing. The application has been brought before the Development Management Committee because the support of the Community Council is contrary to your officers' recommendation for refusal. Whilst the principle of two single storey dwellings on the site has been accepted, the proposal has been carefully considered, including all provided supporting information and the illustrative drawing, against the relevant national and local development plan Policies. On balance due to the limited accessibility of the open market dwelling, it is considered that the proposal is contrary to Policy 7 of the Local Development Plan. As such the application is recommended for refusal.

**Consultee Response**

**Dyfed Archaeological Trust:** No objection

**Dwr Cymru Welsh Water:** Conditional Consent

**Environment Agency Wales:** Conditional Consent

**PCC - Transportation & Environment:** Conditional Consent

**Nevern Community Council:** Approve - Offered chance for a local family to be able to live in the village; housing was approved here in the 1970s, the proposal is rounding off; and the applicant will provide a passing space.

**Public Response**

The application has been advertised and neighbour notifications have been undertaken. Nine responses have been received from six properties, including a petition signed by 22 homes, making the following comments:-

- The Community Council meeting was not representative of the views of the residents of the village;
- Publicity procedures were not satisfactory;
- At the Community Council meeting the applicant's brother stated that the affordable plot was being offered at £15,000, and would be occupied by a double-salaried couple;

## Item 6 - Report on Planning Applications

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- There are already other suitable development / affordable housing sites in the village that are more centrally located. They include the brownfield sites of Richard's former Coach Depot, and Banc House;
- The application establishes a dangerous precedent for allowing housing development in the village if an affordable dwelling is included;
- There are other more suitable sites that do not result in the loss of an established hedgerow;
- The proposed dwellings are accessed off a very narrow lane, with a dangerous egress onto the main road hill. The lane is frequently used by walkers;
- Whilst having no objection to the principle of affordable housing, there are no community facilities in the village, and poor public transport links. This and the elderly demographic of the village means that it would not be fair to have any young family living in the affordable dwelling;
- Moylegrove is one of the most attractive villages within the National Park, and it should be protected from development sprawl;
- The loss of the hedgebank will result in the loss of a diverse habitat;
- The proposal is not infill but an extension of ribbon development along a narrow country lane, and sets an inappropriate precedent;
- The "rounding off" could continue ad infinitum along this road;
- The development of the site will adversely affect views, particularly from across the other side of the valley, and the new houses will be very visible as they intrude into farm land. Due to the steepness of the valley, will not be hidden by any proposed screening;
- The Tai Cantref Housing Association is not necessarily sympathetic to local need;
- There is concern that the affordable housing is a pretext to obtain planning permission, and that the final development will not include it;
- The site is not flat as described in the application, but steeply sloping;
- The proposed dwellings will overshadow neighbouring properties and result in a loss of privacy;
- The increase in traffic generated by the proposal cannot be accommodated along the lane, particularly as there are no passing places along it.

### **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>

LDP Policy 01 - National Park Purposes and Duty

LDP Policy 07 - Countryside

LDP Policy 08 - Special Qualities

LDP Policy 09 - Light Pollution

LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park

LDP Policy 29 - Sustainable Design

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LDP Policy 30 - Amenity

LDP Policy 32 - Surface Water Drainage

LDP Policy 44 - Housing

LDP Policy 45 – Affordable housing

LDP Policy 52 - Sustainable Transport

LDP Policy 53 - Impacts on traffic

PPW4 Chapter 04 - Planning for Sustainability

PPW4 Chapter 05 - Conserving and Improving Natural Heritage and the Coast

PPW4 Chapter 08 - Transport

PPW4 Chapter 09 - Housing

PPW4 Chapter 12 - Infrastructure and Services

PPW4 Chapter 13 - Minimising and Managing Environmental Risks and Pollution

SPG05 - Sustainable Design

SPG06 - Landscape Character Assessment Study, June 2009

SPG08 - Affordable Housing

SPG12 - Parking

TAN 02 - Planning and Affordable Housing

TAN 06 - Planning for Sustainable Rural Communities

TAN 12 - Design

TAN 18 - Transport

TAN 22 - Planning for Sustainable Buildings

### **Officer's Appraisal**

#### **Background**

The site lies in the open countryside to the south of the Treriffith Road, which is a single track road bounded on either side by high hedgebanks. The land is currently used as agricultural grassland and slopes downhill towards the north, having extensive views over the surrounding countryside and Moylegrove village. To the eastern boundary lies a render and concrete tiled bungalow, whilst to the south and overlooking the site is a detached house, again of render and concrete tile construction.

#### **Constraints**

The site lies in the open countryside.

### **Relevant Planning History**

NP/192/78 – Outline application: site for bungalow – Permission 22nd May 1978;

- NP/332/86 – Bungalow – Permission 25th September 1986
- NP451/87 – Two bungalows and garages – Refused 23rd November 1987.

### **Current Proposal**

This is an outline application with all matters reserved for two detached dwellings at land west of Pantyrodyn, Moylegrove. The site measures approximately 0.16 hectares in size, and the application proposes two single storey dwellings, one of which is to be an affordable (social) house. The open market dwelling would be three bedroomed, whilst the social rented one would be two bedroomed. They would both share an access from the southern side of the plot out onto the Treriffith Road, and in accordance with the requirements of the Development Management Procedure Order 2012 the applicant has provided the following dimensions for the proposed dwellings on the submitted illustrative drawing:

- Plot 1 (the open market unit) –
- Gable span of between 7.5 and 8.5m;
- Ridge height between 4.5 and 6.5m;
- Length between 11.0m and 18.0m; and
- Depth between 8.5 and 11.5m.
- Plot 2 (the affordable unit) –
- Gable span of between 6.5 and 7.5m;
- Ridge height between 4.5 and 5.5m;
- Length between 8.0m and 11.5m; and
- Depth between 7.5 and 9.0m.

The application has been supported with the following information:-

- A Design and Access Statement, including an Affordable Housing Statement stating that Plot 2 will be for social housing, with the Plot (ie the land) being offered to Tai Cantref Housing Association on the grant of outline permission;
- A Code for Sustainable Homes Pre-Assessment Report, stating that the proposed dwellings would reach a Code 3 Level; and
- A Transport Statement.

### **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;
- Sustainable design;
- Highways matters;
- Landscaping;
- The water environment and drainage matters;

## Item 6 - Report on Planning Applications

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- Privacy and amenity matters;
- Other considerations.

### Principle of the development and Affordable Housing Matters:

The proposed dwellings lie in the open countryside on a steeply sloping site in an agricultural field to the western side of Moylegrove village. The village is not defined as a Centre in the Local Development Plan, and therefore Policy 7 (Countryside) is applicable. This states that "Outside the identified Centres of the Local Development Plan area development will only be permitted where: (a) it constitutes sensitive filling in of small gaps or minor extensions (ie rounding off) to isolated groups of dwellings is proposed. Priority will be given to meeting affordable housing needs. Release of land will depend on the character of the surroundings, the pattern of development in the area and the accessibility to the Centres identified in the hierarchy".

The site is part of a well-defined and large agricultural field that forms part of the countryside setting for the village: it has no existing accesses in the mature hedgebank that borders this single track road in the site area. There are extensive views into and out of the site. Consideration has been given to the site with regard to Policy 7 and it is the view of officers that as the built area to the south of the lane extends further west than the proposed site, that the development of the proposed site can be regarded as rounding off. In addition it is felt that when the site is viewed across the valley to the north, it is well screened by existing planting along field boundaries. On this basis it is considered that two single storey dwellings in this location would not be visually intrusive, particularly with additional landscaping along the new boundaries to the north and west and the pattern of development would mimic the existing linear character in this location. The proposal can therefore be considered as rounding off under Policy 7.

Two further requirements of Policy 7, however, are the need to prioritise affordable housing needs and the need to consider how accessible the site is. In this instance one unit of the two has been offered as an affordable housing unit, which would comply with the Authority's requirements under Policy 45 of the LDP to achieve 50% affordable housing on schemes of two or more units. However, in addition under Policy 7 it is a requirement that open market housing needs in rounding off or infill schemes is accessible to services without reliance on the private car. In this instance it is your officer's view that the public transport provision to the village does not provide adequate year-round accessibility to services, meaning that the occupiers of the dwellings would have to rely on a private car to access them. As this proposal includes a market dwelling house as opposed to 100% affordable housing (which would be normally exempt from the accessibility criteria under government policy), the proposal is contrary to both national and local development plan policy in this respect. As such, whilst the proposal could be considered as rounding off, as it would not meet the accessibility criteria of Policy 7 permission would not be forthcoming for a scheme including any open market housing. The application is therefore not supported in principle.

*Impact on the special qualities of the National Park:*

Policies 8, 15, and 29, in particular in the adopted Local Development Plan seek to protect the special qualities of the National Park, including its remoteness and tranquility, the identity and character of settlements, and pattern and diversity of the landscape. The application is an outline one for two single storey dwellings, with all matters reserved. In considering the principle of whether development is acceptable in this location, consideration was given to whether development would be visually intrusive. As set out above, it is not considered that the development would be out of character in this location. Conditioning could control matters of design, appearance and landscaping of the proposal at both the outline and reserved matters stages. Acceptance of the principle of the proposal necessitates the loss of the existing hedgebank bounding the southern edge of the site. The applicant has proposed a shared access for the dwellings which will minimise the loss of the hedgebank, and it could be conditioned that of much of it is retained as possible so as to try and retain some of the enclosed rural character of the lane.

*Sustainable design:*

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. Although access is a reserved matter, the submitted information shows a shared access used by both dwellings which leads onto their turning and parking areas. The application has been supported with a Transport Statement that states that the proposal will result in an estimated 6 to 10 private car movements per day, 4 to 8 pedestrian movements, and casual cycle trips.

Several comments have been received from the publicity process concerning the dangers of increasing usage of the single-track road. The Highways Authority at the County Council were consulted on the application and raised no objection to the proposal subject to conditions concerned with access arrangements (including the provision of a shared access), visibility splays, parking and turning provision, and surface water disposal. These requirements could be attached to any permission.

Landscaping:

Landscaping is requested as a matter for consideration at the reserved matters stage. The sloping nature of the land means that any development would be very visible in the wider landscape. The application proposes new hedgebanks to the rear boundary and between the plots. However, in view of the prominence of the site in the landscape, it is suggested that if permission were to be granted that in addition to the standard landscaping conditional requirements, that hedgebanks should be required around all the boundaries of the plots. In addition, if permission were granted a further conditional requirement should be for an existing and proposed topographical survey so as to control the details of the development in terms of its impact on the wider landscape and on neighbouring amenity.

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 application proposes soakaways for surface water drainage, and individual septic tanks for both dwellings. Both the Environment Agency and Welsh Water have been consulted as to the impact of the proposal on the water and drainage environment. The Environment Agency have raised no objection to the proposal subject to conditions being attached concerning foul water drainage arrangements (including required linkage to the public sewer), and permeable paving for any areas of hardstanding. Welsh Water has also raised no objection to the proposal subject to conditions concerning the satisfactory drainage of the site.

Privacy and 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. A neighbouring property has raised concern that the proposal will result in overshadowing and a loss of privacy. The bungalow adjoining the eastern boundary of the site has a habitable room overlooking plot 2, and it currently does not have existing soft landscaping defining its boundary. Although all matters are reserved, from the illustrative drawing information provided approximately 8 metres would separate this property from the proposed single storey dwelling at Plot 2. The single storey nature of the proposed dwelling plus conditional requirements controlling boundary treatments allows control over the impact of the proposal on neighbouring amenity.

Other considerations:

The publicity procedures for the application resulted in a number of concerns as regards the Community Council's consideration of the application. The

mechanisms and processing of applications by the statutory consultees is not a matter for a Planning Authority to arbitrate over.

### **Conclusion**

The application proposes two single storey dwellings, one of which is for affordable housing, as an outline with all matters reserved. Whilst the principle of two dwellings is considered to be rounding off of a group of houses, the site is inaccessible in policy terms and as such any provision of open market housing would not be supported under Policy 7. As such the application is recommended for refusal.

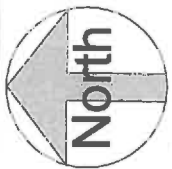
### **Recommendation**

Refuse.

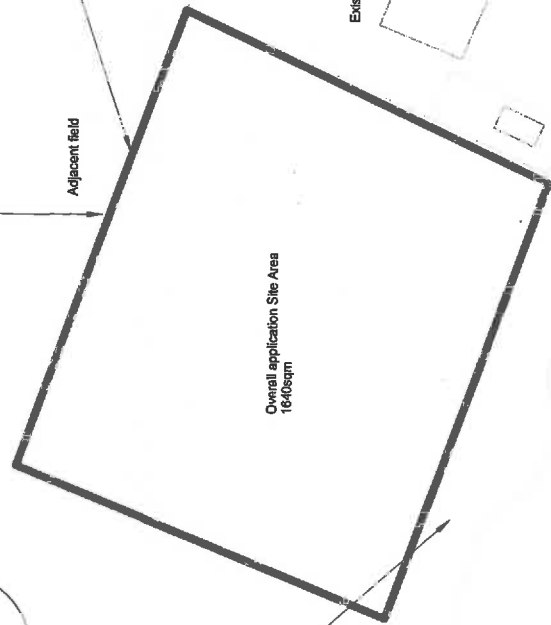
### **Reasons**

1. Policy 7 of the Pembrokeshire Coast National Park Local Development Plan states that "outside the identified Centres development will only be permitted where (a) it constitutes sensitive filling in of small gaps or minor extensions (ie rounding off) to isolated groups of dwellings is proposed. Priority will be given to meet affordable housing needs. Release of land will depend on the character of the surroundings, the pattern of development in the area and the accessibility to the Centres identified in the hierarchy". There is insufficient year-round public transport provision to provide an alternative to the private car for the open market dwelling. This lack of accessibility and the resulting reliance on the private car means that the proposal is contrary to Policy 7 of the adopted Development Plan.





Application referred to edged in red.



Overall application Site Area  
1640sqm

Adjacent Garden

Existing Adjacent Building

Existing Adjacent Building

Existing Adjacent Building

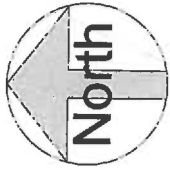
Note: Layout is generated from O.S. map+photos, Accuracy is subject to full measurement survey

# Existing Site Plan

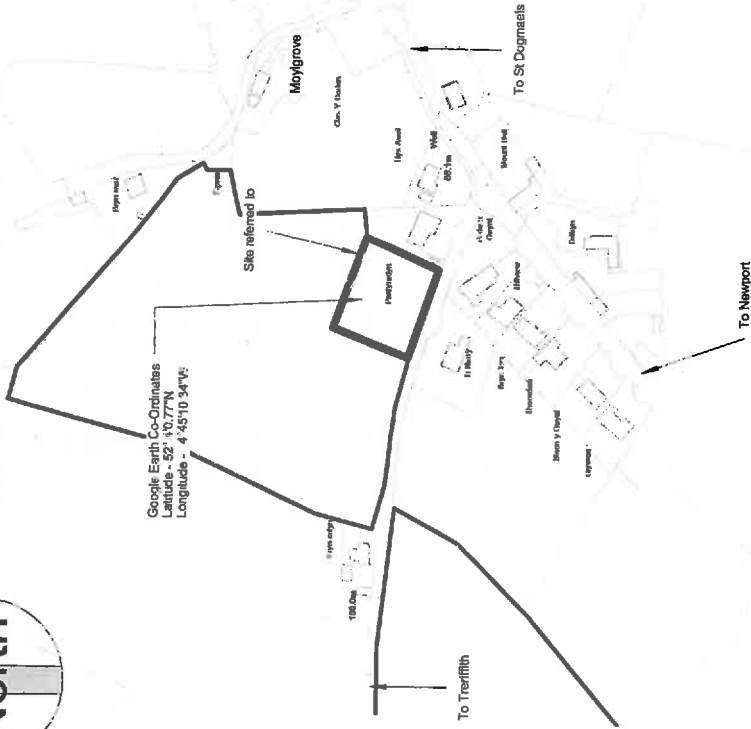
1 : 500

31 MAY 2012

Planning Authority



Google Earth Co-Ordinates  
Latitude - 52° 10.77'N  
Longitude - 4° 45'10.34''W



# Location Plan

1 : 2500



Ref: B Planning Applications  
Rev: A Planning Applications  
Date: 12  
20.02.12

## Proposed Outline Dwellings (2)

Client: Mr R James

Project:  
Outline Planning Proposal  
Land to the West of Llys Awei,  
Moygrove,  
Pembrokeshire, SA43 3BP

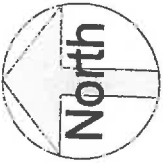


GMW Design  
18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100  
01346 841300  
0749 207113  
www.gmwdesign.co.uk

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Drawn Number	Revision	Scale	As Shown
1022/001	B	D=2	Feb 2012

A3



Overall application site area 1840sqm

Application referred to edged in red

Surface water discharge to new rainwater harvesting system / soakaways

Site spaces for clothes line etc to rear, away from road to all parties

Initial new Dwellings shown indicative subject to full planning application.

High facing slopes to have solar panels to generate heating / electricity

Using site road utilised (access)

Using frontage (hedge taken down and rebuilt to maximum visibility splays)

Permeable surfacing to all car parking/turning areas and all internal pedestrian footpaths

Provision for Standing Bays within access splays

Individual site access for each plot, all visibility splays etc in accordance with Local Authority requirements being 2.4m x 18m as shown

All four drains to connect into independent septic tanks/treatment systems as indicated

New hedge bank as near boundary and between all plots

New hedgerow to surround all new boundaries with local indigenous plants, and fence on top to achieve 1.8m height

Building Footprints as shown  
Plot 1 - 142sqm  
Plot 2 - 78sqm

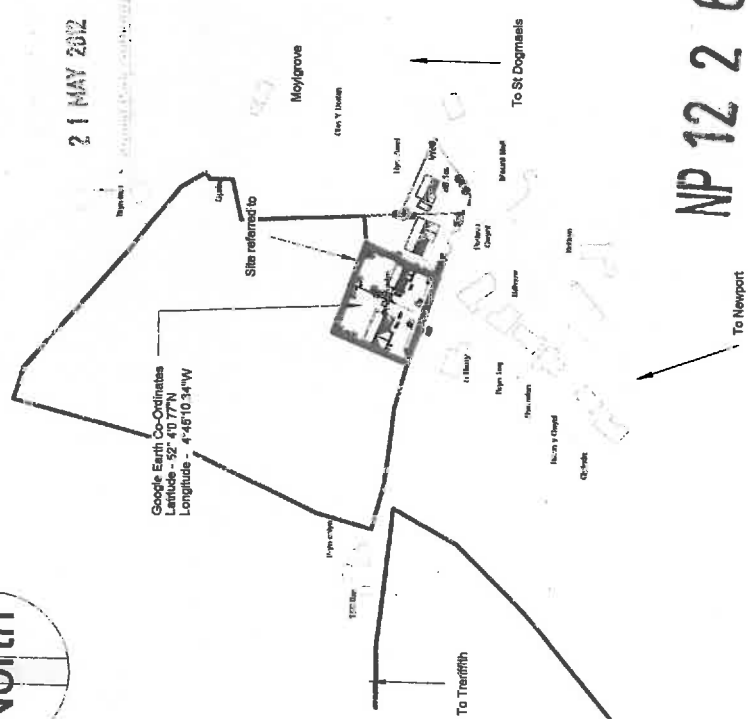
Cycle Storage within integrated shed  
Rainwater butt provided to each property



Google Earth Co-ordinates  
Latitude - 52° 41' 77"N  
Longitude - 4° 46' 10.34"W

Site referred to

21 MAY 2012



NP 12 2 67

Note: Layout is generated from O.S. map+photos. Accuracy is subject to full measurement survey

**Site**  
1:500

**Location Plan**  
1:2500

- Shared Green Specification Details**
- Mechanical Heat Recovery Ventilation systems
  - Triple Glazing
  - Geothermal / Air Source Heating system
  - Solid / PV panels
  - Wood Burners
  - High insulation levels
  - Rain water butts to each property
  - Surface water drains to rainwater harvesting/

- Scale Parameters Plot 1**
- Individual Gable Spans 7.5 - 8.5m
  - Height of Ridge 4.5 - 6.5m
  - Overall Length 11.0m - 18.0m
  - Overall Depth 8.5m - 11.5m

- Scale Parameters Plot 2**
- Individual Gable Spans 6.5 - 7.5m
  - Height of Ridge 3.5 - 5.5m
  - Overall Length 8.0m - 11.5m
  - Overall Depth 7.5m - 9.0m

Drawing Date

Proposed Outline Dwellings (2)

Client: Mr R. James

Project Outline Planning Proposal Land to the West of Lws Awei, Moyston, Pembrokeshire, SA43 3BP

**GMW**  
 01348 841300  
 07813 242118  
 www.gmwdesign.co.uk  
 5062 5SE  
 Oak Awael, Gwynedd, Pembrokeshire, SA43 3BP  
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Revision	Scale	As Shown
1022/001		

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