# Application Ref: NP/14/0461

Application Type

Full

**Grid Ref:** 

SM79550824

**Applicant** 

Mr J Cole, Pembrokeshire Housing Association
Mr I McDonald, Kimpton Durham John Associates

Agent Proposal

Residential Development of 8 dwellings - exception site

for Affordable Housing

Site Location

Land at Town Meadow, Marloes, Haverfordwest,

Pembs, SA62 3AY

Case Officer

Liam Jones

### **Summary**

This application has been reported to the Development Management Committee at the discretion of the Director of Park Direction and Planning as an application of interest and local importance relating to affordable housing.

The application proposes the erection of 8 No. dwellings as an exception site for affordable housing. The site is proposed to be accessed off Glebe Lane in a cul-de-sac form of layout comprising of 3 No. pairs of two storey dwellings and a pair of bungalows. Following consideration of the policies contained within the Local Development Plan and National Planning Policy in the form of Planning Policy Wales (Edition 7, July 2014) and having regard to all material considerations it is considered that the development offers an opportunity to provide affordable housing in an area of need. The design, layout and form of the development is considered to be acceptable having regard to the location, the setting of the Listed Building and all material planning considerations.

Subject to receipt of confirmation from Dyfed Archaeology and Welsh Water that there are no material objections to the scheme and subject to appropriate planning conditions to control the form and nature of the development the scheme is considered to be acceptable and is recommended for approval.

## Consultee Response

Marloes & St Brides Community Council: No objection Natural Resources Wales: No objection subject to conditions

Welsh Water: No response received to date

PCC - Transportation & Environment: No objection subject to conditions

PCC - Planning Ecologist: No objection

PCNPA - Building Conservation Officer: Objection

**Dyfed Archaeological Trust:** Recommend that an archaeological appraisal is commissioned by the applicant and its information provided to your Authority before determination of this application. This will ensure members are fully informed about the impact of the development on the historic environment.

### **Public Response**

The application was advertised by a site notice displayed at the site on 26 September 2014 in addition to letters forwarded to neighbouring occupiers. 7 No. letters of objection have been received from local residents. The full responses are available to view on the planning application file, however, the following are the concerns raised through response:

- Affect view from property and consequently the future resale value
- Question about whether the homes will be truly affordable for people within Pembrokeshire or will they be available to non-residents of the County therefore becoming more holiday homes
- Question about whether this means that no further development within Town Meadow will be sought or whether they will be faced with a much larger development in the future
- Concern about new housing not being needed in the village due to the distance of the village from any town
- Loss of views from existing windows
- Layout of development less than inspiring for a National Park location
- Hammerhead road layout leaves access open to land the NW/SW creating possibility of a creeping development over a wider area
- If acceptable there needs to be a landscaping plan covering all boundaries and in particular the NW/SW boundaries to create an effective visual screen and setting
- Sewage for the village has reached capacity.
- Site is overdeveloped with small gardens and minimal internal space
- Potential anti-social behaviour and criminal damage
- Difficulties with flooding over recent years

#### Policies considered

Please note that these policies can be viewed on the Policies page Pembrokeshire Coast National Park website - <a href="http://www.pembrokeshirecoast.org.uk/default.asp?PID=549">http://www.pembrokeshirecoast.org.uk/default.asp?PID=549</a>

LDP Policy 01 - National Park Purposes and Duty

LDP Policy 06 - Rural Centres

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 Pembrokeshire Coast National Park

LDP Policy 16 - Open Space and Green Wedge

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 31 - Minimising Waste

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

PPW7 Chapter 04 - Planning for Sustainability

SPG04 - Planning Obligations

SPG05 - Sustainable Design

SPG06 - Landscape

SPG08 - Affordable Housing

SPG13 - Parking

TAN 12 - Design

### Officer's Appraisal

### Background

This application has been submitted following pre-application discussions with officers of this Authority in 2011-12 and more recently in 2014.

The site is located to the south-east of Marloes Centre and is adjacent to St Peter's Church, a Grade II Listed Building, and additional residential properties along Glebe Lane and Gay Lane. The site has been brought forward by Pembrokeshire Housing Association as a potential affordable housing exception site.

### History

No planning history

#### **Current Proposal**

The application proposes the erection of 8 No. dwellings as an exception site for affordable housing. The site is proposed to be accessed off Glebe Lane in a cul-de-sac form of layout.

6 No. dwellings are proposed near the south west boundary of the site to comprise of 3 No. semi-detached pairs of dwellings whilst a semi-detached pair of bungalows is proposed to the east corner of the site.

The 6 No. semi-detached dwellings are proposed to be in a staggered form taking account of the small change in levels from south to north. The dwellings are of traditional two storey form and layout each measuring approximately 5m to eaves and 8.2m to ridge height. Simple porches are proposed above the doors with a single front facing ground floor window and two upper floor windows per dwelling. End dummy chimneys are proposed in

line with the side gable. Internally each dwelling is proposed to comprise a hall, living room, kitchen/dining room and WC on the ground floor. 2 No. dwellings comprise of 3 No. bedrooms and a bathroom on the first floor whilst 4. No. dwellings comprise 2 No. bedrooms and a bathroom.

The pair of semi-detached bungalows are proposed to be positioned opposite the two storey dwellings and facing a parking court area. These measure approximately 2.3m to eaves and 5.3m to ridge level. Single storey front porches, end chimneys and a pair of front facing windows are proposed whilst solar panels are proposed within the front (south) facing roofspace.

Each unit has a garden area with low maintenance grass along with a proposed cycle store/shed within the curtilage of each plot. 15 No. parking bays are proposed throughout the site linked by a tarmac access road, block paving and grass areas.

A swale, which is a deep-rooted grass area to deal with surface water run-off, is proposed in the north corner of the site.

Materials are proposed as follows:

Roofs Artificial slates with textured surface and dressed edges

as SVK Cromleigh Textured, Welsh Blue colour

place of slates

Verges Cement pointed

Chimneys Masonry (dummy) with rendered finish

Walls Smooth sand/cement or traditional render and colour

washed

Windows White painted timber side-hung casements

Doors Composite doors

Rainwater goods uPVC with half round gutters and circular downpipes

A landscaping scheme comprising of re-instatement of an existing gated entrance, retention of existing hedgebanks, planting of a 1.5m indigenous species hedge to the field boundaries and tree/shrub planting is proposed within the site.

The application has been supported with the following information:

- Design & Access Statement
- Code for Sustainable Homes Assessment
- Ecological Survey Report
- Flood Report
- Ground Stability Report

### **Key Issues**

The application raises the following planning matters:-

- Policy and Principle of Development
- Visual Amenity and Special Qualities of the National Park
- Impact upon Setting of Listed Building
- Highway Safety, Access and Parking
- Archaeology and Heritage
- Flooding Impacts
- Mineral Safeguarding
- Biodiversity
- Trees and Landscaping
- Other Material Considerations

## Policy and Principle of Development

The site lies on land positioned adjacent to but outside Marloes Centre. As such the site lies in an area of countryside for the purposes of Local Development Plan Policy. This site has been put forward, following focus of discussion during the Examination of the Local Development Plan, as an 'exception site' for the provision of affordable housing. Policy 45 criterion (b) allows the exceptional release of land within or adjoining Centres for affordable housing to meet an identified local need.

In terms of need the Authority's Supplementary Planning Guidance — 'Affordable Housing', adopted on 5 November 2014, identifies that there is a need for Affordable Housing across Pembrokeshire and within the National Park. It states "The Housing Register for Pembrokeshire states that there was a backlog of around 460 affordable houses in the National Park Authority in July 2008. In addition to this, the newly arising need for affordable housing equates to between around 60 and 100 households per year between 2006 and 2021. Set against this level of current and emerging need for affordable housing, only 21 of the 289 dwellings to have been built in the National Park Authority area between 2007 and 2013 were affordable homes. This represents just 7% of the total housing supply and equates to 3 affordable dwellings per year being built in the National Park Authority area, compared to a target of delivering an average of 35 affordable dwellings per annum over the LDP period (2006- 2021). Clearly affordable housing needs are not being met."

With this in mind and through Local Housing Needs Assessment it has been identified that there is an existing need of approximately 22 households within the Marloes & St Brides, Dale, St Ishmael's and The Havens Community Council areas. In view of this it has been concluded that there is an identified need that could be meet through the provision of an exception site. As such the principle of development complies with the requirements of Policy 45 criterion (b).

Visual Amenity and Special Qualities of the National Park

Policy 8 of the Pembrokeshire Coast National Park Local Development Plan (LDP) is a strategic policy which refers to the special qualities of the National

Park and lists priorities to ensure that these special qualities will be protected and enhanced. Policy 15 of the LDP 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 insensitively and unsympathetically sited within the landscape. Criteria 'd' and 'e' resists development that would fail to harmonise with, or enhance the landform and landscape character of the National Park, and/or fail to incorporate important traditional features.

Policy 29 of the LDP requires all development proposals to be well designed in terms of place and local distinctiveness (criterion 'a'). Policy 30 of the LDP seeks to avoid development that is of an incompatible scale with its surroundings (criterion 'b') or is visually intrusive (criterion 'd').

In terms of layout the site occupies a position to the south of the main public realm of the village adjacent to a group of bungalows which front Gay Lane, a cul-de-sac at Church Close and an arrangement of two storey post war dwellings to the south which also front Gay Lane. The proposed site forms an extension of the village boundary into an area of land that is designated in the LDP as being a 'Green Wedge'.

In Policy terms the purpose of a Green Wedge (Policy 16), which is afforded less protection than Green Belts, is to play an important role is maintaining the landscape setting of urban and rural settlements in order to preserve their openness. It is accepted that this development will result in a small incursion to the Green Wedge, however, a large portion of surrounding green space will remain following the development. Furthermore Planning Policy Wales (Edition 7, July 2014) makes clear that affordable housing for local needs under development plan policies would not constitute inappropriate development in a green wedge (paragraph 4.8.16).

With regard to design officers raised some concerns regarding the initial scheme submitted. This concern related to the profiling of the chimneys which were shown to be inset from the end walls by 0.4m along with concerns about the lack of balance with the windows on the proposed bungalows. Following discussion the applicant has now revised the plans to bring the side dummy chimneys in line with the side walls of each dwelling and amended the fenestration on the bungalows to provide balance in the semi-detached pair.

The form and layout of the proposed site, although being of a typical cul-desac, is in keeping with the general approach of development in the surrounding area. It will be set behind the existing mature hedgebank which fronts Gay Lane and form a continuation of the built form of the village. Tarmacadam areas are broken up with blocks and supplemented grass areas with trees. The site will be bounded by additional planting to assist in assimilation with the surrounding setting.

In summary of the policy position it is considered that the development will not be out of keeping with the character of the area and subject to appropriate finishing and landscaping will meet the requirements of policies 8, 15, 29 and 30 of the LDP.

Impact upon Setting of Listed Building

The proposed site lies adjacent to the east of St Peter's Church which is a Grade II Listed Building. There is legal requirement instilled under sections 16 and 66 of the Planning (Listed Building and Conservation Areas) Act 1990 to consider the impact of the development upon the setting of the Listed Building as part of the application process. Where a proposal affects a Listed Building or its setting, the primary consideration is the statutory requirement to have special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possesses.

The Authority's Building Conservation Officer has been consulted and has raised objection to the scheme on the grounds that the development would be of a fairly standard cul-de-sac, its layout and house design of a basic type and that it would be detrimental to the setting of the church, using the basic 'in and out' approach. The Officer states that existing rural views out of the church would be replaced by a view directly towards the rear of the houses whereby a more preferable approach would be for a lower density and a more varied layout of dwellings with interesting character. It is explained that views of the church from within the application site will be limited and from a wider context most views of the church from distant views will be removed.

These concerns have been relayed to the applicant with comments received by email stating that they consider the proposed units, taking the form of a small cluster beneath the existing church, can be seen as a positive countereffect on the linear, skyline, characteristic of the village created by the elevated nature of the post-war properties to the south of St Peter's Church. A perspective drawing has been submitted which illustrates that the staggered nature of the dwellings and the level change between the church and the application site shows that the majority of the Church will remain visible albeit with the new dwellings to the front of views towards the village.

In terms of views out of the church graveyard whilst it is noted that the dwellings will be visible the lowering of the ground levels within the site and the location of a mature hedgebank to the road side will soften views in the immediate area. Furthermore views beyond in the wider context will remain of open fields in undeveloped landscape albeit with a new built up area created near the Listed Church.

In summary of the issues it is concluded that whilst the creation of a housing site will affect the pattern and layout of development in the immediate area and that it is within the setting of the Listed Building it is concluded that there will not be adverse harm to the setting of the Listed Building that would justify refusal of this application for an affordable housing site.

## Highway Safety, Access and Parking

Policies 52 and 53 of the Local Development Plan refer to sustainable transport and the traffic impacts of proposed development. The applicant explains that access will be gained via foot, public transport and is within walking distance of the village centre. Access will be achieved from Glebe Lane via a new incursion through an existing hedgebank and the access will be provided to adoptable Local Authority highway requirements. Dedicated parking spaces have been provided across the site and gradients taken into account. Secure bicycle storage areas to be provided through lockable garden sheds within the curtilage of each property.

In terms of layout the scheme provides an access road in a cul-de-sac form with a turning head. The road is proposed to be finished in tarmacadam as a shared surface along with a parking court area finished in block paving.

The Highway Authority has been consulted and raised no objection subject to conditions to require detailed plans of works to show satisfactory footway links to safe crossing points, visibility splays be provided, no growth above visibility splay over 0.6m, access and estate road to be constructed up to road base level before housing is commenced, suitable areas for parking and turning within the site be provided before housing is commenced, construction of access roads and footways up to surface base course levels and retention of parking spaces shown on the submitted drawings.

As such there are no objections to raise on highway grounds and the scheme complies with the requirements of policies 52 and 53 of the LDP.

#### Archaeology and Heritage

Strategy Policy 8 'Special Qualities' of the Local Development Plan requires the protection and enhancement of the special qualities of the Pembrokeshire Coast National Park. Among these recognised qualities is the historic environment. Policy 8 (Criterion 'd') requires that 'the historic environment is protected and where possible enhanced'. Welsh Office Circular 60/96 – Planning and the Historic Environment – Archaeology sets out detailed quidance on such matters and is a material consideration.

The Authority consulted Dyfed Archaeological Trust as part of the submission and received a response advising that it cannot be guaranteed that buried archaeology does not extend into the development area and will therefore be damaged or destroyed. Consequently they recommend, in the first instance, that an archaeological appraisal is commissioned by the applicant and that this information be provided before determination of the application. The objective of this work will be to provide an informed answer as to whether there is an archaeological dimension and constraint that needs to be considered in the determination of the application and whether this needs further investigation.

The applicant has now commissioned an archaeological evaluation prepared by Archaeology Wales Ltd. Officers are awaiting the outcome of the investigation from Dyfed Archaeological Trust and will relay any findings verbally to members at the committee.

# Flooding Impacts

The application was supported with a Flood Risk Report produced in 2011 by a Home Check professional. Natural Resources Wales have responded to consultation confirming that the proposed site is located approximately 180 metres from Zone B as defined with Welsh Government's Technical Advice Note 15 (Development and Flood Risk) and accordingly based on current data and information there are no objections to raise on flooding risk grounds.

### Mineral Safeguarding

The site is adjacent to a Minerals Safeguarding Zone, which identifies a small sub alluvial sand and gravel resource. It appears from the submitted plans that although the site would be close to this area, it would remain outside of it. The minerals safeguarding zones shown on the authority's GIS constraints layer are taken from the British Geological Survey Aggregates Safeguarding Maps for Wales (2012). As such, they include the relevant buffer zones for each identified resource in accordance with paragraph 71 of MTAN 1: Aggregates. As the site appears to be outside of this area, there are no policy objections on minerals safeguarding grounds.

### **Biodiversity**

An extended phase 1 survey, reptile survey and bat activity survey was undertaken in relation to the current planning application.

The phase 1 survey categorised the site as improved grassland surrounded by mature, species rich hedgerows. No badger setts or evidence of badgers was recorded on site and there are no suitable features for roosting bats. A few bats were recorded foraging and commuting along the hedgerows but not in significant numbers. The reptile survey recorded slow worms on the site and a reptile mitigation strategy will be required prior to the commencement of works.

A small section of hedgerow will be lost due to access and compensation will be required. The report proposes this will be provided by the filling in of an existing access gateway and a new boundary hedgerow around the proposed development.

The Authority's Ecologist advises that external lighting can impact on foraging or commuting bats and so should be as dim as possible, on a timer to reduce the amount of 'on' time and not point at roost features or habitat corridors. Prior to the commencement of works a lighting scheme should be submitted to and approved by the LPA. The Ecologist states that it would be encouraged that bat and bird boxes are included in the proposed development to enhance

available opportunities. This is recommended in section 8.0 in the ecological report and should be addressed by condition requiring the provision of amended drawings prior to the commencement of works showing the location and type of enhancement to be provided. Given the presence of reptiles a reptile mitigation strategy will be required. This should detail how the site is to be cleared, provide details of the relocation site and information on exclusion during construction. This should also be required to be provided prior to the commencement of works by condition.

The Authority's Ecologist raises no objection to the proposed development, should it be approved, as long as the works are undertaken as per the ecological survey report recommendations and the above conditions are included. The same comments are received from Natural Resources Wales in that a suitably worded planning condition shall be provided to ensure that all mitigation measures included in the report are carried out.

In view of the above it can be concluded that subject to satisfactory completion of the development in accordance with the Ecological Survey the scheme will comply with the requirements of policy 11 of the LDP.

## Trees and Landscaping

The application includes a proposed landscaping plan which identifies that the existing entrance to the field from the south will be closed up with a new Pembrokeshire hedgebank to match the existing hedgebanks, new 1.5m hedgerow along the east and south boundaries, deep rooted grasses to swale area, grass surfacing alongside verges and a mix of wild cherry and downy birch trees throughout the site.

#### Other Material Considerations

A range of objections have been received from members of the public in connection with the application. Some of the concerns raised including loss of a view, impact upon property value and concerns about anti-social behaviour and criminal damage from Council and housing association homes are not material planning considerations to consider.

Concern has been raised about this development resulting in further development in the future. Each application must be considered on its own merits having regard to the development plan in force at the time. This scheme is judged as being an exception scheme for affordable housing only and any future scheme would be judged on its merits. Approval of the application does not set any precedent over future development.

Concerns have been raised about the impact of the development upon the existing sewerage system. Such matters are integral part of the Building Regulations process, however, regard needs to be given to impact upon existing and future capacity. The Authority has consulted Welsh Water and a response is awaited.

Other concerns regarding the principle and design of the development are addressed in detail in the above paragraphs. In summary there are not considered to be material planning considerations which would cause harm or outweigh the benefits of this scheme.

### Conclusion

Following consideration of the policies contained within the Local Development Plan and National Planning Policy in the form of Planning Policy Wales (Edition 7, July 2014) and having regard to all material considerations it is considered that the development offers opportunity to provide for affordable housing. The site is identified as an exception to usual policy which seeks to control development in the countryside. The design, layout and form of the development is considered to be acceptable having regard to the location, the setting of the Listed Building and all material planning considerations.

The Authority is awaiting for confirmation from Dyfed Archaeological Trust as to the impact of the development upon archaeological and heritage. A response is also awaited from Welsh Water. Subject to satisfactory confirmation that there is no harm from the development on archaeological assets and water drainage matters and that any potential harm could be dealt with through a suitable planning condition it is the consideration of officers that the scheme is acceptable.

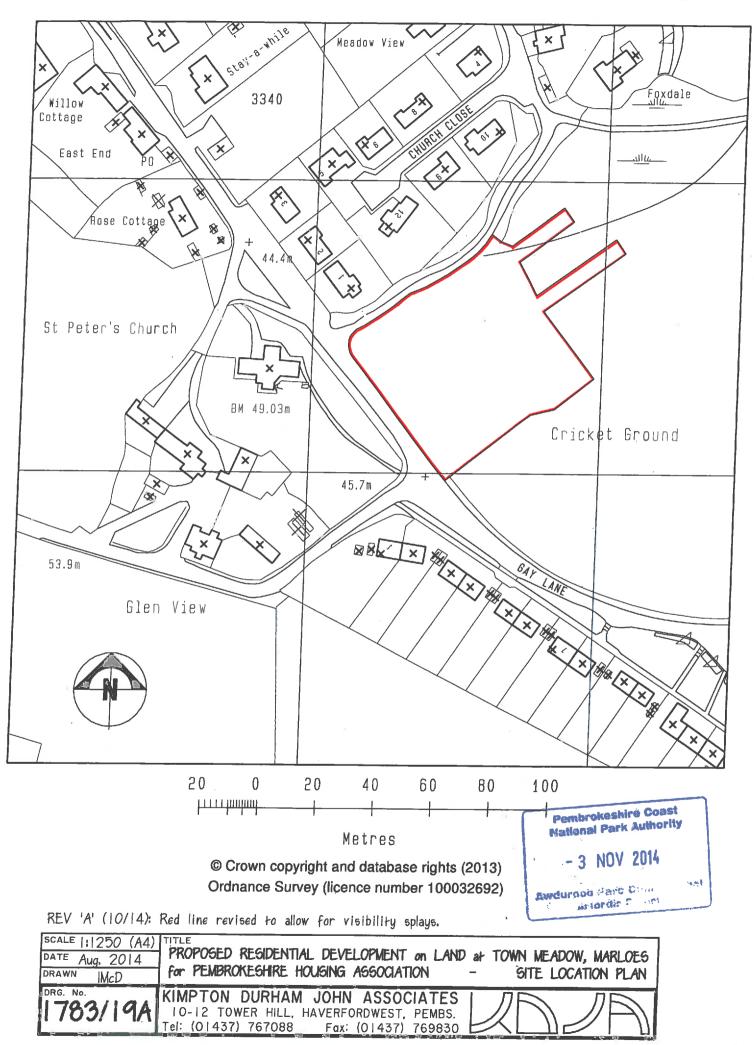
# Recommendation

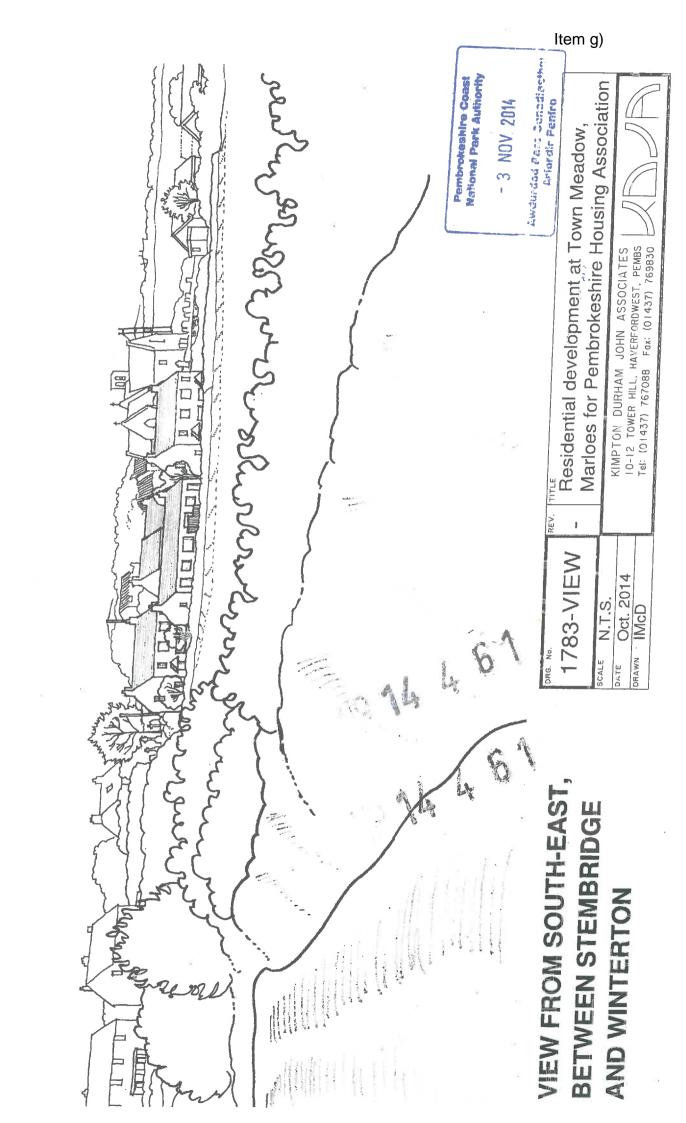
The application be delegated to the Chief Executive (National Park Officer) / Director of Park Direction and Planning / Head of Development Management to grant planning permission subject to receipt of satisfactory consultation responses from Dyfed Archaeological Trust and Welsh Water.

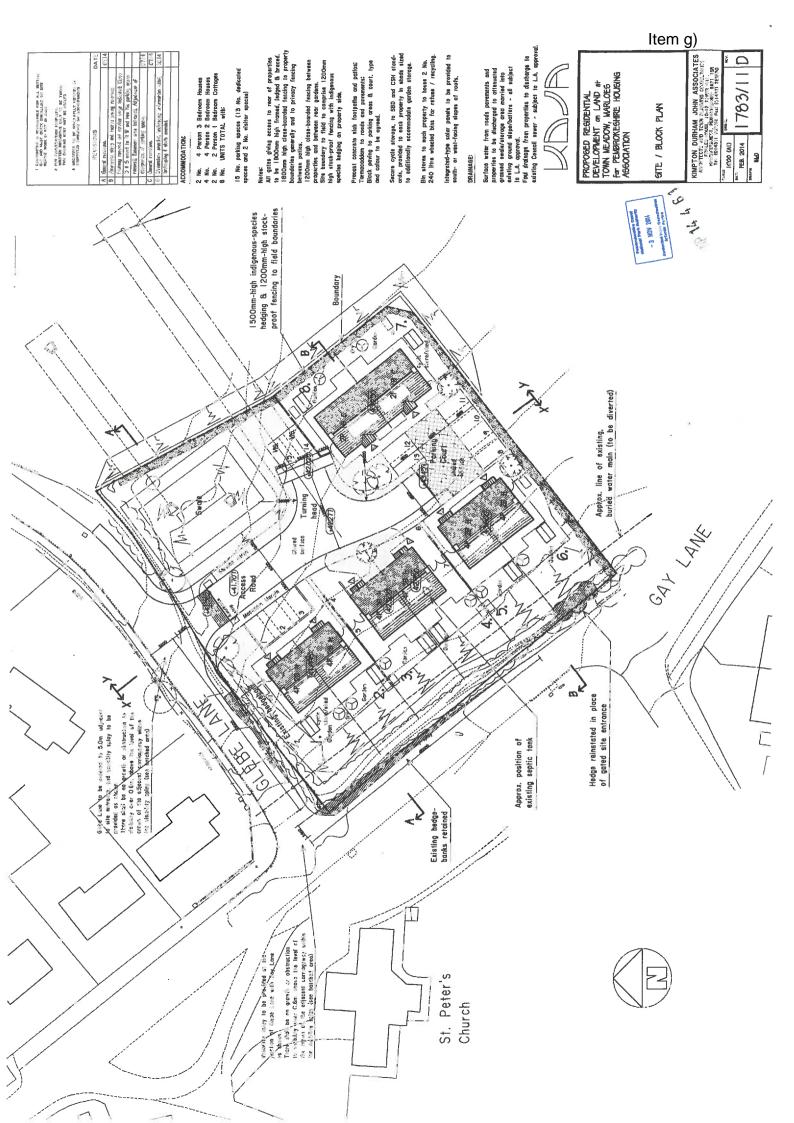
The permission shall be issued subject to planning conditions to require the following measures in addition to any reasonable conditions requested from Dyfed Archaeological Trust and Welsh Water:-

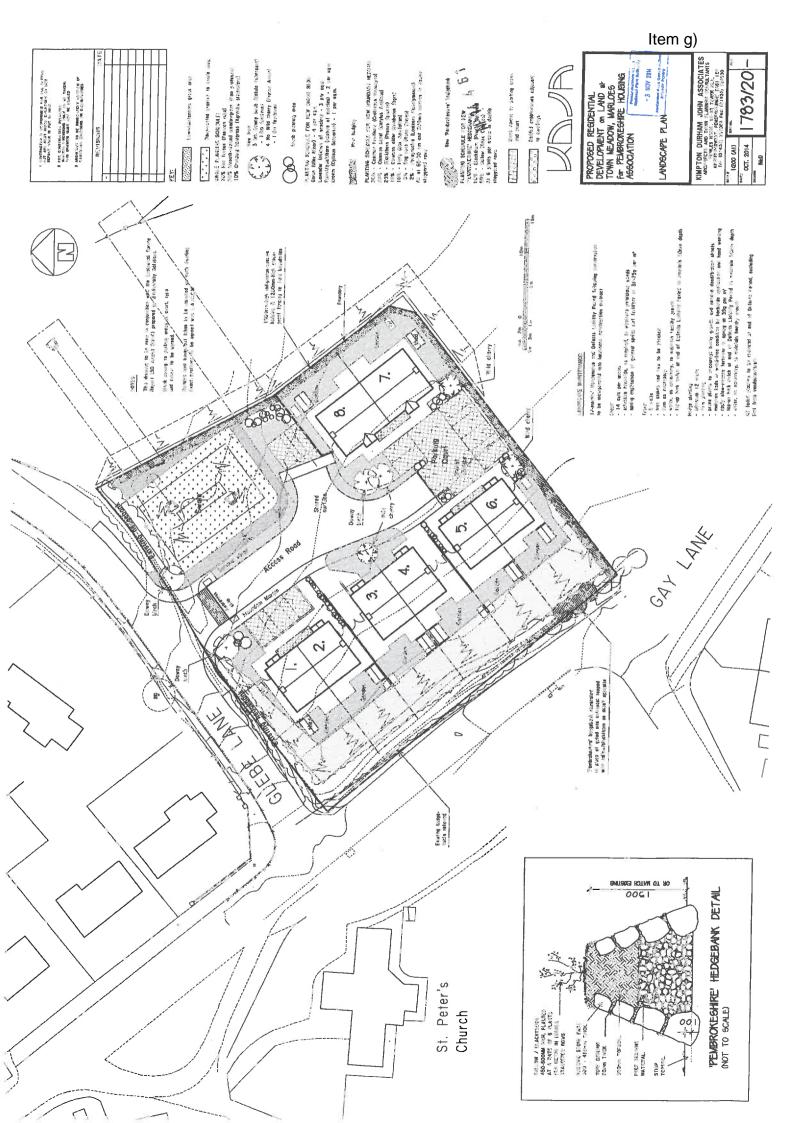
- Time limit of 5 years to implement
- In accordance with drawings
- Samples and finish details
- Scheme to be carried out by, or on behalf of, a Registered Social Landlord only and development retained thereafter for meeting affordable housing needs
- Full surface water drainage details
- Construction Method Statement
- Implementation of landscaping scheme and protection of existing landscape features
- Provision of visibility splays
- No growth or obstruction to visibility splay over 0.6m

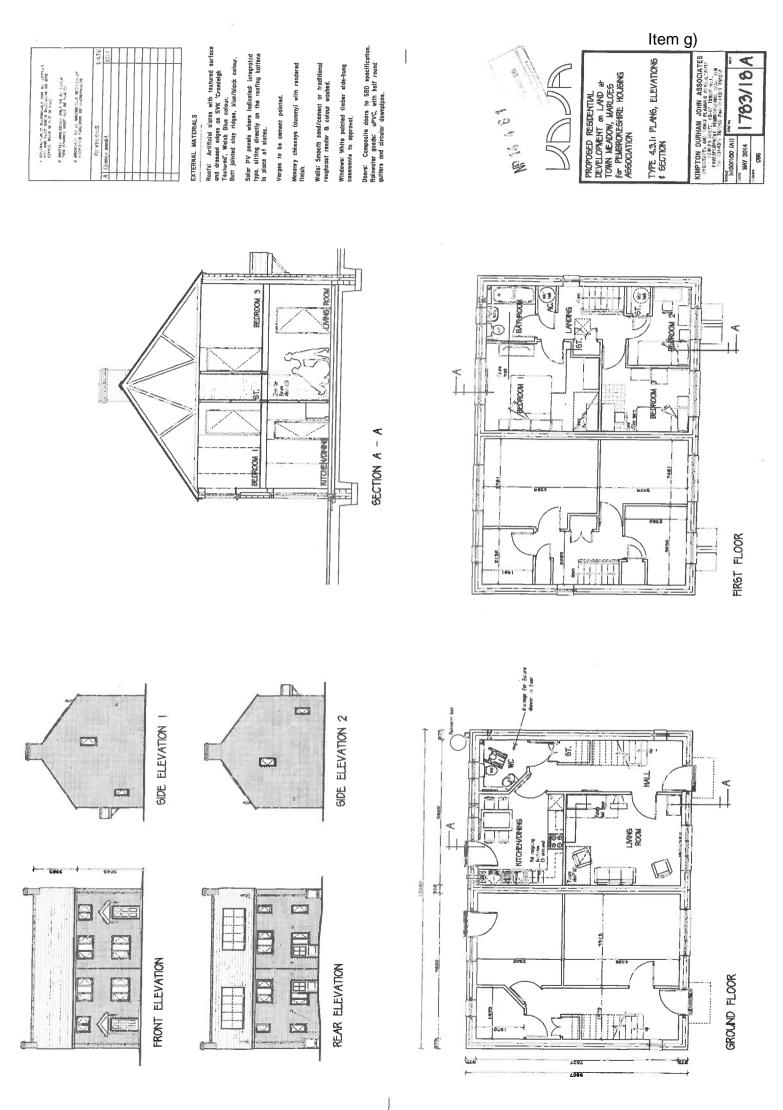
- Construction of access, estate road and turning area up to and including road base level and construction of visibility splays prior to housing construction
- Suitable areas for parking and turning and loading and unloading and storage purposes prior to commencement of housing construction works
- Access roads and footways be laid out and constructed to at least surface base course levels up to that dwelling prior to occupation of any dwelling
- Parking spaces to be constructed before development is brought into use and thereafter used for no purpose other than parking
- Lighting Scheme
- Scheme providing for Ecological Enhancements across the site
- Reptile mitigation strategy to show how the site is to be cleared and details of the relocation site and information on the exclusion during construction

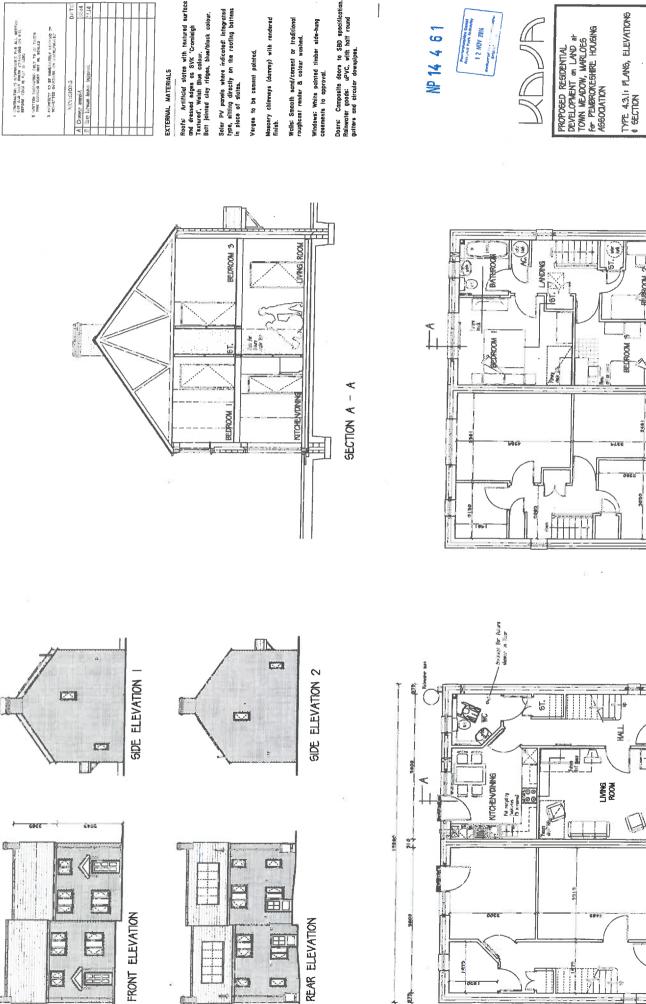












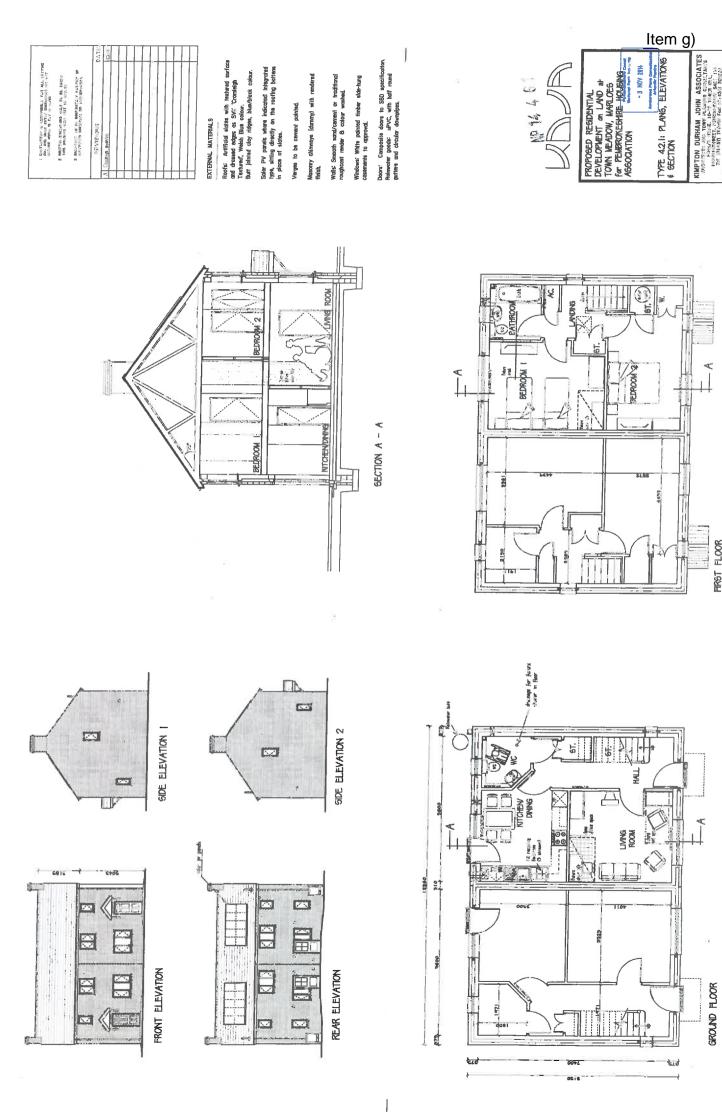
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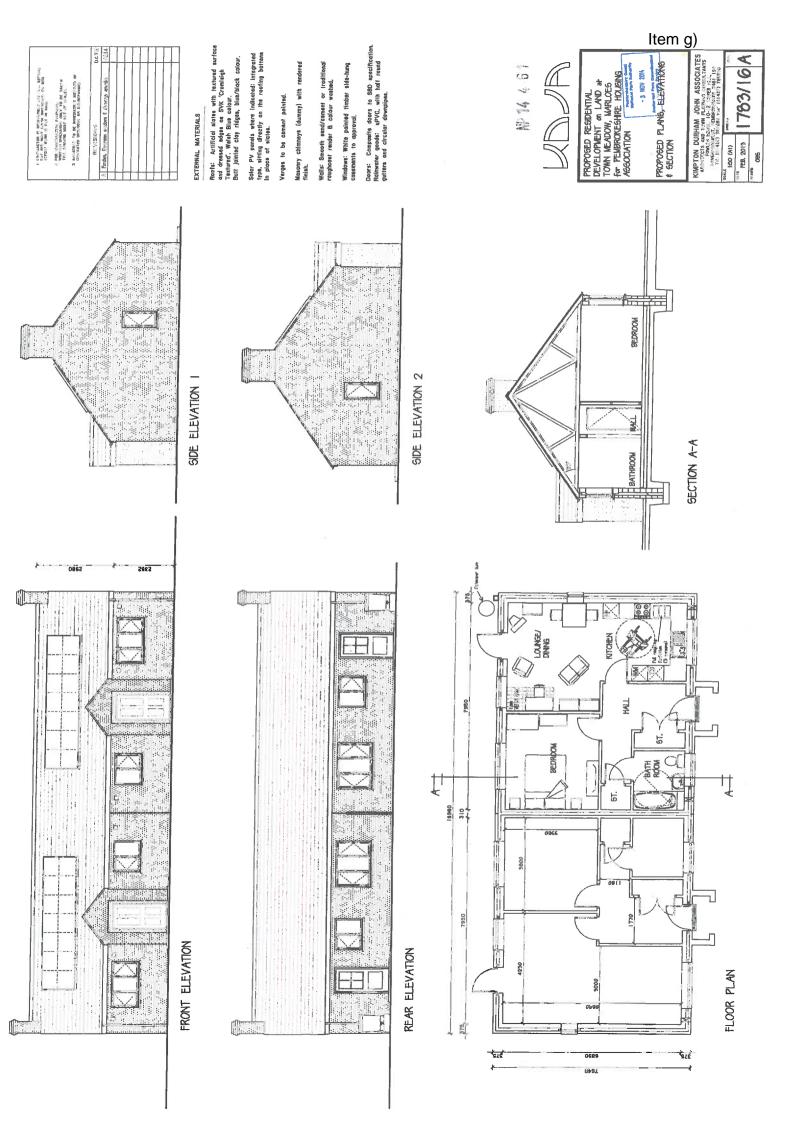


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FIRST FLOOR

GROUND FLOOR









PROPOSED RESIDENTIAL
DEVELOPMENT on LAND at
TOWN MEADOW, MARLOES
for PEMBROKESHIRE HOUSING
ASSOCIATION

SECTIONS AS PROPOSED

Item g)

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CROSS-SECTION A-A (THROUGH PLOT 1)

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