# Application Ref: NP/14/0176

Application Type

Full

Grid Ref:

SM87781364

Applicant Agent

Mr J Edwards Mr J Edwards

Proposal

Construction of 2 storey 4 bed dwelling & detached garage/store together with a 2 storey 3 bed (LCHO Affordable dwelling) & associated landscaping &

highway drainage

**Site Location** 

Rosemont, Broadway, Haverfordwest, Pembrokeshire,

**SA62 3HX** 

Case Officer

Vicki Hirst

# **Summary**

This application seeks full planning permission for the development of this site in Broadway with two dwellings, one of which is offered as an affordable home for low cost home ownership. The main issues to be considered in this case are the principle of the development, affordable housing, design, siting and appearance and impact on the character of the area, amenity and privacy, access and parking arrangements, coal mining, other matters and other material considerations.

It is considered that this application fails to comply with the adopted LDP as the site does not comprise an infill or rounding off opportunity. Notwithstanding this view, the extant planning permission for two dwellings on the site forms a compelling material consideration to justify the granting of permission in this instance. The detailed layout and design are considered to be acceptable, and subject to no objections being received from the statutory consultees, and subject to the completion of a Unilateral Undertaking in respect of affordable housing, it is recommended that this proposal be approved subject to conditions.

## Consultee Response

Coal Authority: No objection

Natural Resources Wales: Standard Advice

PCC - Ecologist: No objection - No protected species survey or habitat

survey required.

PCC - Transportation & Environment: Conditional Consent

#### Public Response

The application was advertised by site notice and through individual notifications. At the time of writing this report no responses had been received.

#### 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 15 - Conservation of the Pembrokeshire Coast National Park

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 32 - Surface Water Drainage

LDP Policy 45 - Affordable housing

LDP Policy 52 - Sustainable Transport

LDP Policy 53 - Impacts on traffic

PPW6 Chapter 04 - Planning for Sustainability

PPW6 Chapter 05 - Conserving and Improving Natural Heritage and the Coast

PPW6 Chapter 08 - Transport

PPW6 Chapter 09 - Housing

PPW6 Chapter 12 - Infrastructure and Services

SPG05 - Sustainable Design

SPG08 - Affordable Housing

SPG11 - Coal Works - Instability

SPG12 - Parking

SPG21 - Accessibility

#### Officer's Appraisal

#### **Background/Site Description**

The application is on the agenda at the discretion of the Head of Development Management due to a previous request by a member in dealing with other applications on this site.

Broadway consists of a number of dispersed dwellings and a commercial garage located on the northern side of the B4341 Haverfordwest to Broad Haven road. Broadway lies about 1km east of Broad Haven and is close to the boundary of the National Park. The character of the area is linear development along the northern side of the road with a small cul de sac of houses to the west of the application site.

The application site is situated between two relatively modern (circa 1970s) bungalows, and comprises a frontage to the road of approximately 95 metres. The site is fronted by a hedgerow and is primarily rough grassland.

The site has been the subject of applications in the past, with a proposal for two dwellings in 2009 being approved by members (contrary to the officers recommendation) but being subsequently refused on the grounds that the scheme relied on a private drainage system within a sewered area contrary to government guidance set out in Planning Policy Wales and Circular 10/99. This shortcoming placed the proposal at odds with the then JUDP and in the absence of any indication from Welsh Water regarding the possible upgrading of the system the application was refused in January 2010. (NP/09/331).

A further outline application for two dwellings and new access was submitted in 2010, and was granted (again contrary to officers recommendation) in July 2010. This application proposed connection to the sewage system which was supported by Welsh Water. (NP/10/164). The application was approved subject to conditions requiring any reserved application to include a scheme for the provision of affordable housing comprising no less than one affordable unit and conditions in relation to the design, landscaping and highway improvements. The reserved matters application in relation to this outline consent was approved at the Development Management committee on 20th November 2013 under reference NP/13/0287 and the approved plans are attached to this report.

A further application for three dwellings was also considered at the Development Management committee on 20th November 2013 (reference NP/13/0237). Members resolved to refuse the application on the grounds that the proposal would not comply with the definition of infill as set out in the Local Development Plan, and that the proposal would result in an intensification of development on the site that would fundamentally alter the character of the area and result in an urbanized appearance which would be contrary to the special qualities of the National Park.

#### **Current Application**

The current application seeks full planning permission for the development of the site with two dwellings, of an alternative design and layout to that approved under the reserved matters application reference NP/13/0287. One of the dwellings is offered as an affordable home for low cost home ownership. Access for both plots will be taken from the B4341 via two entrances. The proposed dwellings will be detached, two storey buildings, constructed with a combination of roughcast and "wavy" smooth render with composite blue/black roof slates and timber painted or UPVC fenestration. The details of the proposal are attached to this report.

The application was accompanied by a Planning Report incorporating a Design and Access Statement, a transport statement, tree report and Coal Mining Risk Assessment Report.

The application follows pre-application discussions with officers.

# Officers Appraisal

The main issues to be considered in this case are:

- The Principle of the Development
- Affordable Housing
- Design, Siting and Appearance and Impact on the Character of the Area
- Amenity and Privacy
- Access and Parking arrangements
- Coal Mining
- Other Matters
- Other Material Considerations

# The Principle of the Development

The application site is situated in the countryside for the purposes of the Local Development Plan (LDP) with Broadway not being identified as a local or rural centre. As such Policy 7 of the LDP is relevant relating to countryside and states that outside the identified centres development will only be permitted where, amongst other things, it constitutes sensitive filling in of small gaps or minor extensions (ie rounding off) to isolated groups of dwellings with priority being given to meeting affordable housing needs. Release of such 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 supporting text to this policy defines infill or rounding off sites as being where there is a physical cohesion of dwellings with infill defined as development for one or two units of a size compatible with its setting in a small gap in an otherwise built up frontage. Rounding off would complete or consolidate the built up perimeter and entail the development of no more than one or two dwellings.

In this particular case, it is not considered that this site comprises a rounding off opportunity as there is no cohesive group of dwellings, more a dispersed scattering of development at intermittent gaps developed in a linear fashion following the road. In this respect, the subject site is a gap between two existing bungalows. However, whilst there is other development fronting the road, this is dispersed and ad hoc with no regular pattern or consistency. To the west of the property The Bungalow is a commercial garage, whilst to the east is a gap and then a further development under construction (and situated outside the National Park). It is your officers view that the site does not comprise a gap in an otherwise built up frontage and is instead a large (some 95metre frontage) gap between dispersed linear development situated in the countryside and as such would not meet the requirements of Policy 7 that seek to restrict development in the countryside. Notwithstanding this position, it is relevant that there is an extant permission for two dwellings on this site, and this is considered further below.

With regard to accessibility the site is served regularly by a public bus service and would therefore be deemed to be acceptable should it meet the definition of an infill or rounding off site. After balancing these considerations it is the view that the principle of this development cannot be supported through the adopted development plan policies.

# Affordable Housing

Policy 45 of the LDP relates to affordable housing and requires the Authority to seek to negotiate 50% affordable housing on proposals for two or more dwellings. The Authority's adopted Supplementary Planning Guidance in relation to Affordable Housing provides information on the implementation of this policy.

The applicant has agreed to the provision of Plot 2 **as** an affordable home for low cost home ownership and has agreed to provide a Unilateral Undertaking under Section 106 of the Town and Country Planning Act 1990 in this respect. Plot 2 is considered to be of a scale and tenure that would meet the local needs for the area. As such, the offer of one dwelling in a scheme of two complies with the Authority's adopted planning policy on affordable housing and is acceptable subject to the final completion of the Section 106 agreement.

Design, Siting and Appearance and Impact on the Character of the Area As set out above, the application seeks to provide two detached dwellings on the site, with two new accesses proposed from the adjacent B4341. Plot 1 would be the larger of the units, comprising a four bedroom unit with a front elevation width of 25 metres. The property would consist of a main two storey element of approximately 12.5 metres wide and 8 metres high with two single storey elements to each end. A detached garage/workshop of one and a half storey high would be provided to the rear of the house, accessed via a new entrance drive. The buildings are of a traditional style and proportioning and there is no objection to the design of Plot 1 in itself.

Plot 2 is of smaller dimensions, consisting of a main section of 7.5 metres wide and 7.5 metres high with a single storey element to one side. Again a traditional approach is proposed and there is no objection to the design approach. This plot would be served by a new entrance to the western end of the site, which would also provide a new and improved access for the adjacent property The Bungalow.

Members will recall that in considering the previous application for three houses on this site that two new access points were considered to add to the intensified nature of the development and in removing an existing "kink" in the front boundary would result in an urbanized form of development. Whilst this proposal again proposes two new access points and their visibility splays and accesses, the application has sought to address the previous concerns of members and has retained the kinked boundary and introduced landscaping to the frontage, both through the provision of a new hedgebank and native planting on the outside of this new hedgebank. In addition, the new driveway serving Plot 1 will be surfaced, in the main, with a geogrid reinforced surface that will allow grass to grow through and minimize its impact. It is considered

that the revised proposal for two dwellings with their lesser intensified form of development and the retention of the front boundary hedge with additional planting is a more acceptable solution and will not cause sufficient harm to the character of the area or the qualities of the National Park to justify a refusal on this ground.

# Amenity and Privacy

With regard to privacy, the site is situated between two existing properties and as such consideration needs to be given to the privacy of those properties and to the relationship between the two plots themselves. The proposed dwellings are orientated so as to not cause any overlooking from the front and rear elevations, but there could be the potential for overlooking from windows in the side elevations facing existing properties. No first floor windows are proposed in these elevations and the ground floor windows would not result in overlooking due to the boundary treatments proposed. However it is considered that a condition should be imposed on any permission restricting any additional windows in the first floor of the east elevation of Plot 1 and the first floor of the west elevation of Plot 2.

There is sufficient distance between the plots themselves to not give rise to any concerns on privacy and amenity in this respect.

# Access and Parking arrangements

As set out above, the proposed access and parking arrangements propose two new accesses to the site and include the improvement of the visibility splay to the front of the site and improved parking for The Bungalow, and are supported in principle by the Highways Authority. However, further plans have been requested requiring the access to be laid out to standard advice and turning areas created within Plot 1. These plans have been requested and any further comments from the Highways Authority will be reported verbally at the meeting.

## Coal Mining

The site lies within a defined high risk area where there are coal mining features and hazards which should be considered as part of development proposals. The application included a Coal Mining Risk Assessment and has been referred to the Coal Authority. At the time of writing this report no response had been received and any comments received will be reported verbally at the meeting.

#### Other Matters

No other issues have been raised by consultees at the time of writing this report and any received will be reported verbally at the meeting.

# Other Material Considerations

In light of the above assessment it is your officer's view that the application fails to comply with the adopted LDP as the site does not comprise an infill or rounding off opportunity.

As such it is necessary to consider in line with the Planning Acts, whether there are other material considerations that would indicate that the development should be approved contrary to the Plan policies. In this respect it is a relevant material consideration that there is an extant permission for two dwellings on the site albeit that the application was allowed contrary to officer's advice.

As this application again seeks permission for two dwellings, it is considered that the extant permission has a particular weight as a material consideration in determining the current application. Whilst some changes have been made to the layout and design from that previously approved, the main approach to the development for two plots and their respective designs is similar. The substantive difference relates to the provision of two accesses rather than one, but as set out above, it is considered that the current application has addressed the previous concerns in this respect and would not cause sufficient harm to the character of the area to justify a refusal. As such, it is considered that the material consideration of the extant permission is a compelling reason in this instance to justify the principle of allowing the current application.

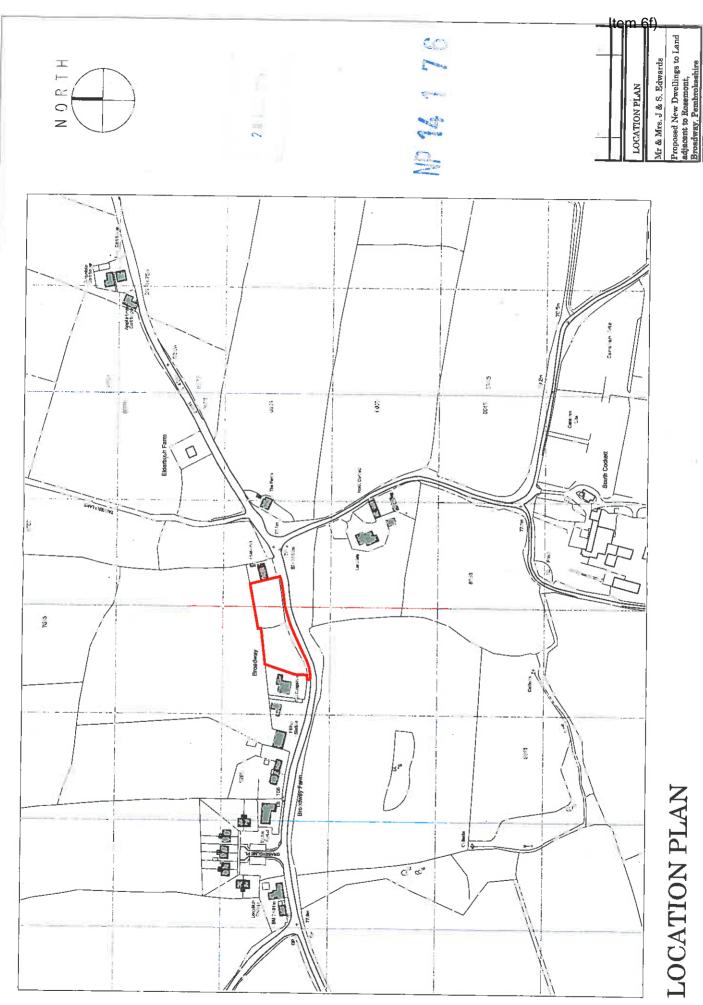
#### Conclusion

In conclusion, it is considered that this application fails to comply with the definition of an infill plot and as such does not comply with adopted development plan policies. Notwithstanding this view, the extant planning permission for two dwellings on the site forms a compelling material consideration to justify the granting of permission in this instance. The detailed layout and design are considered to be acceptable, and subject to no objections being received from the statutory consultees, and subject to the completion of a Unilateral Undertaking in respect of affordable housing it is considered that this proposal can be supported.

#### Recommendation

That subject to no objections being received from statutory consultees and the receipt of a completed Unilateral Undertaking in respect of affordable housing, that the application be approved subject to conditions relating to time for implementation, compliance with plans, landscaping, details of fenestration to be agreed, highway matters, and any other conditions recommended by statutory consultees.

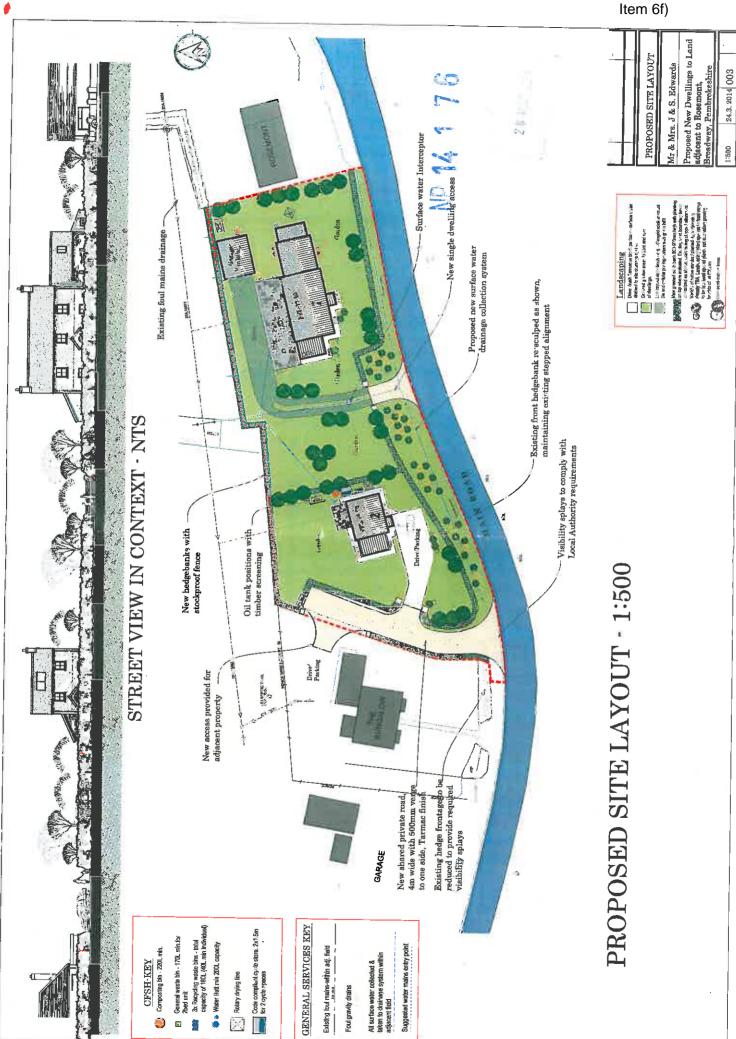
It is also recommended that in the absence of a satisfactory, completed Unilateral Undertaking being received within three months of the date of this committee that the application be refused on the grounds that no affordable housing provision has been made in line with adopted policies.

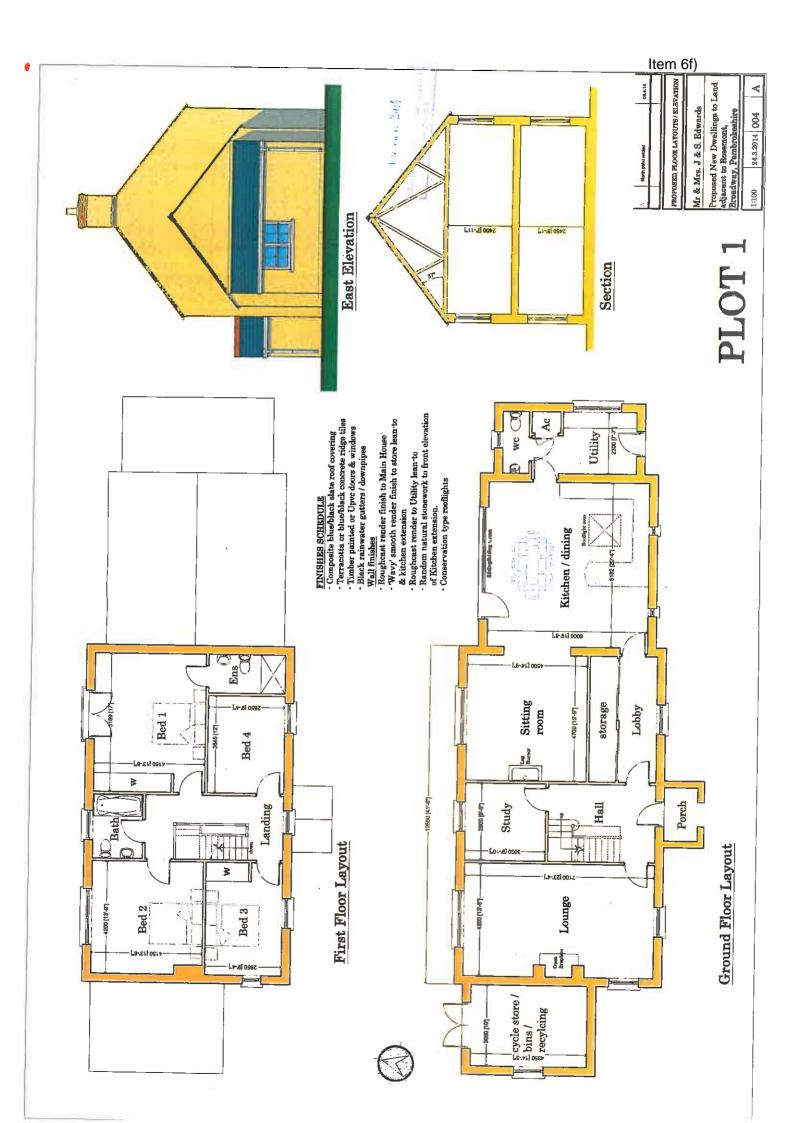


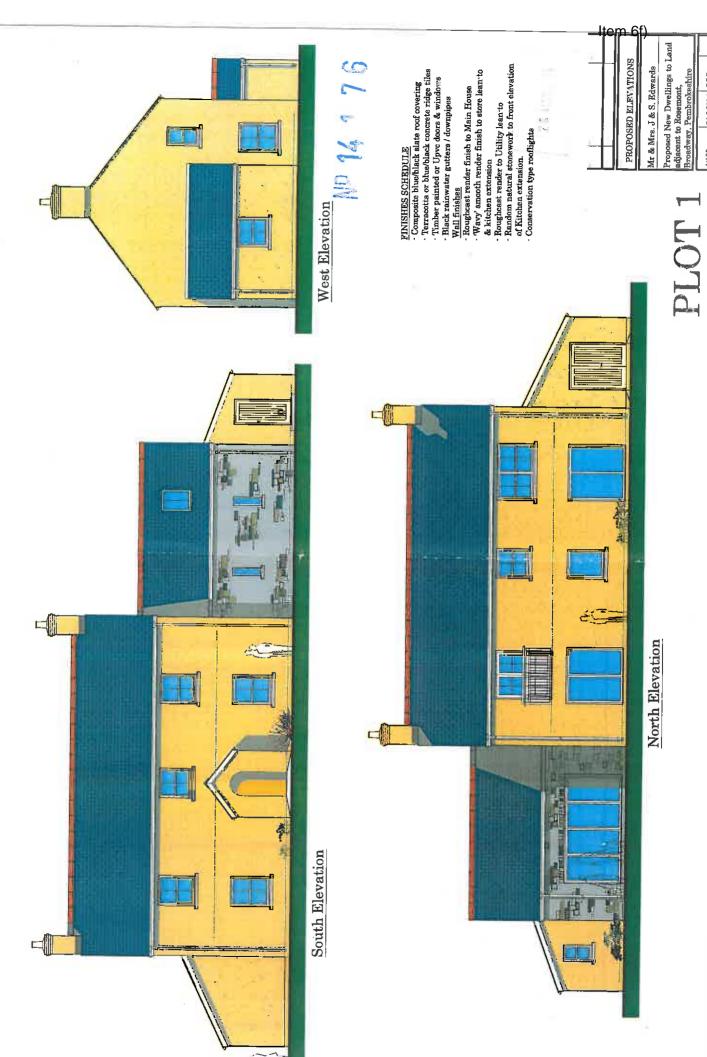
LOCATION PLAN

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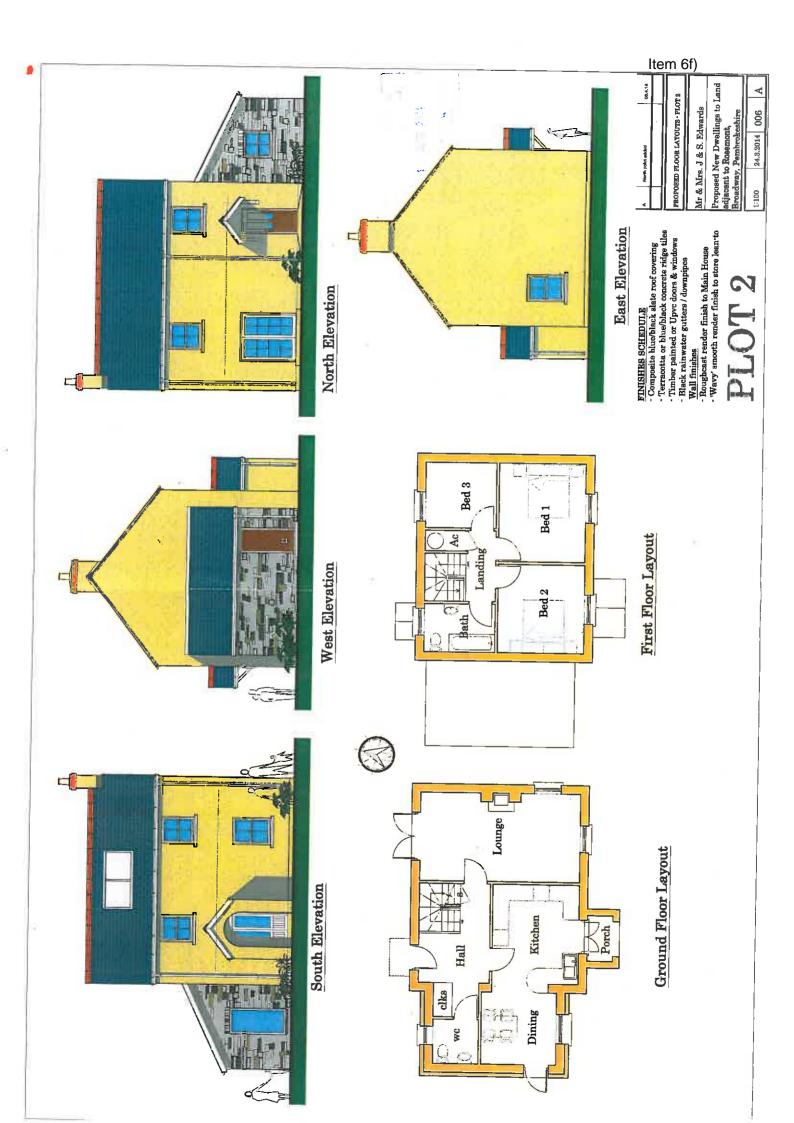
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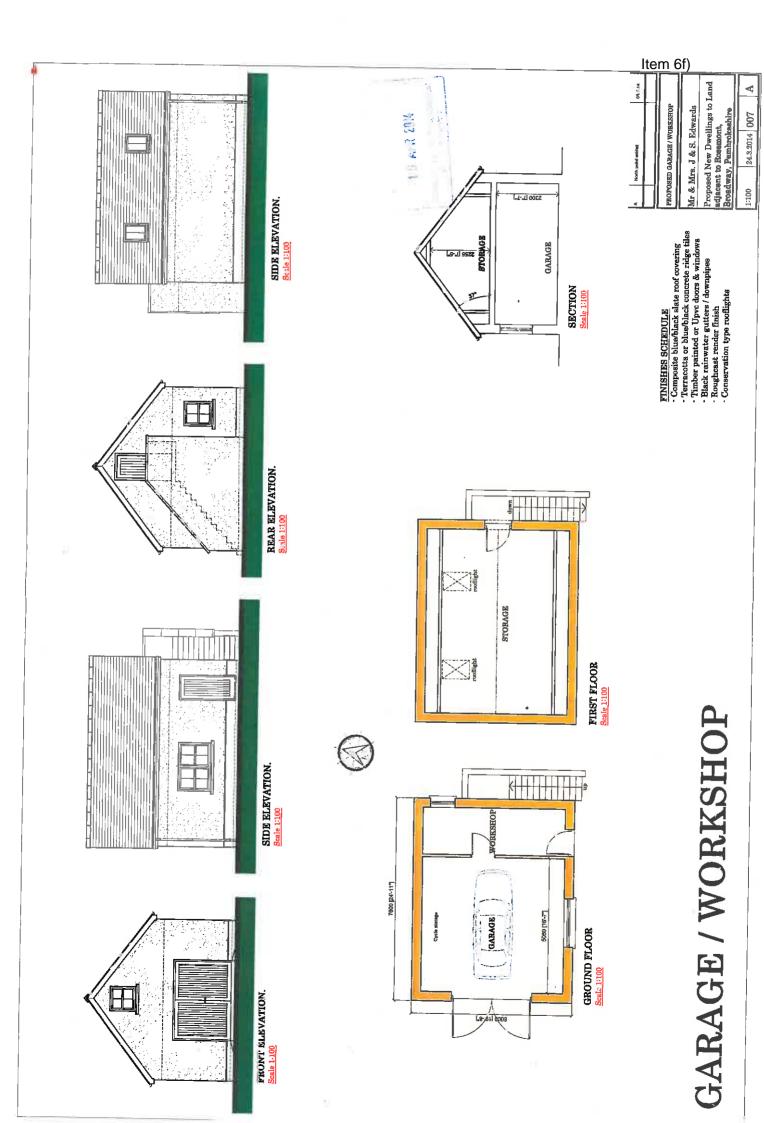


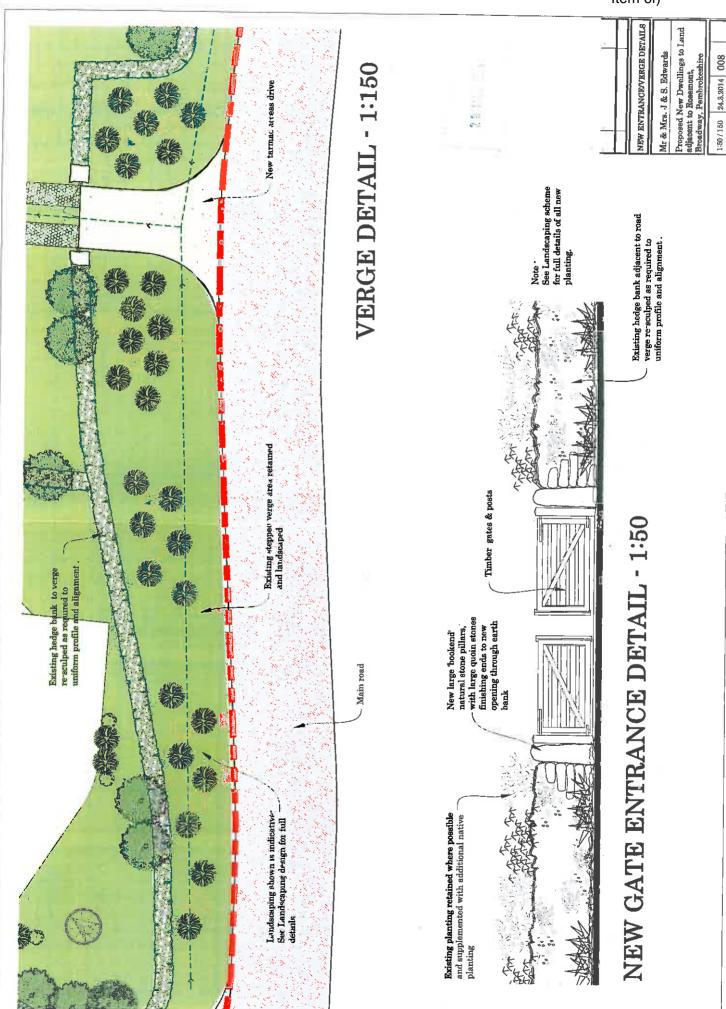


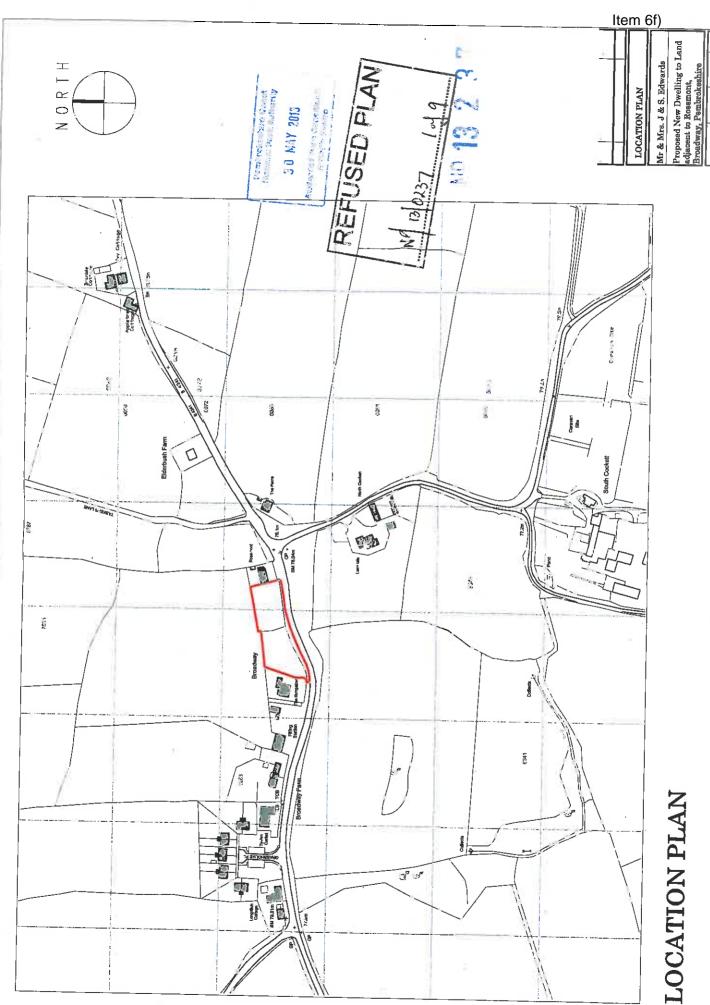


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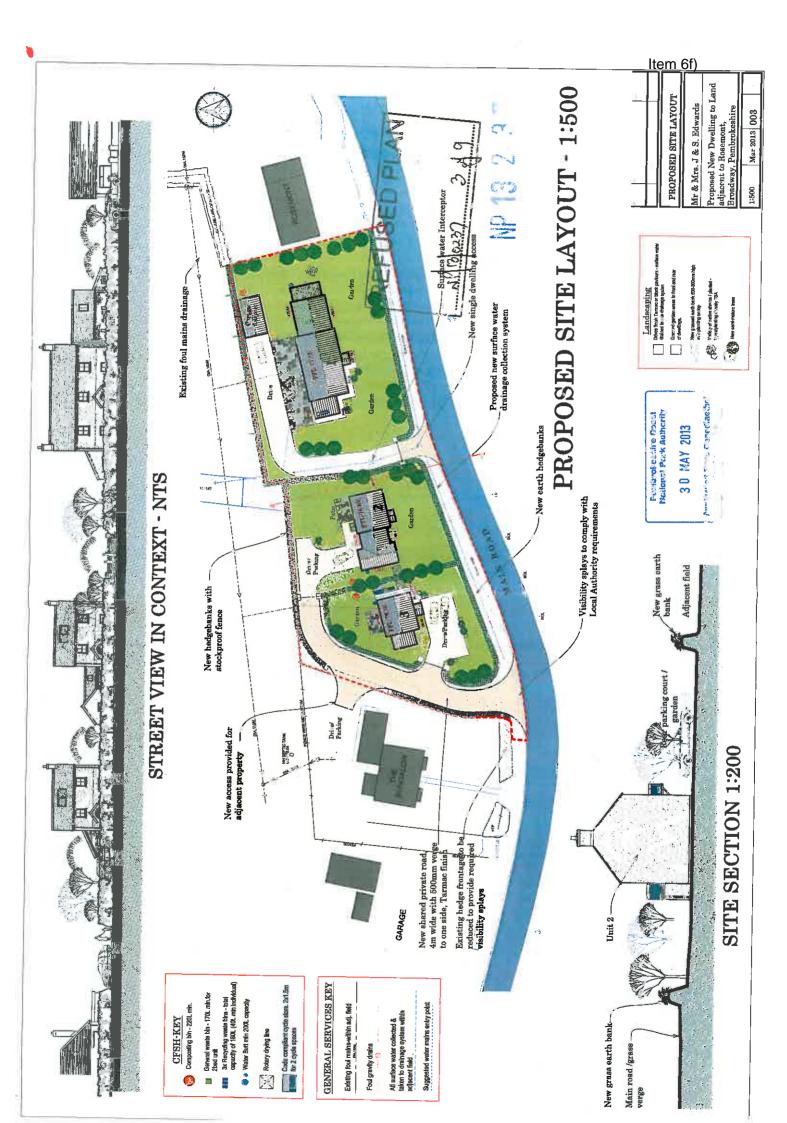


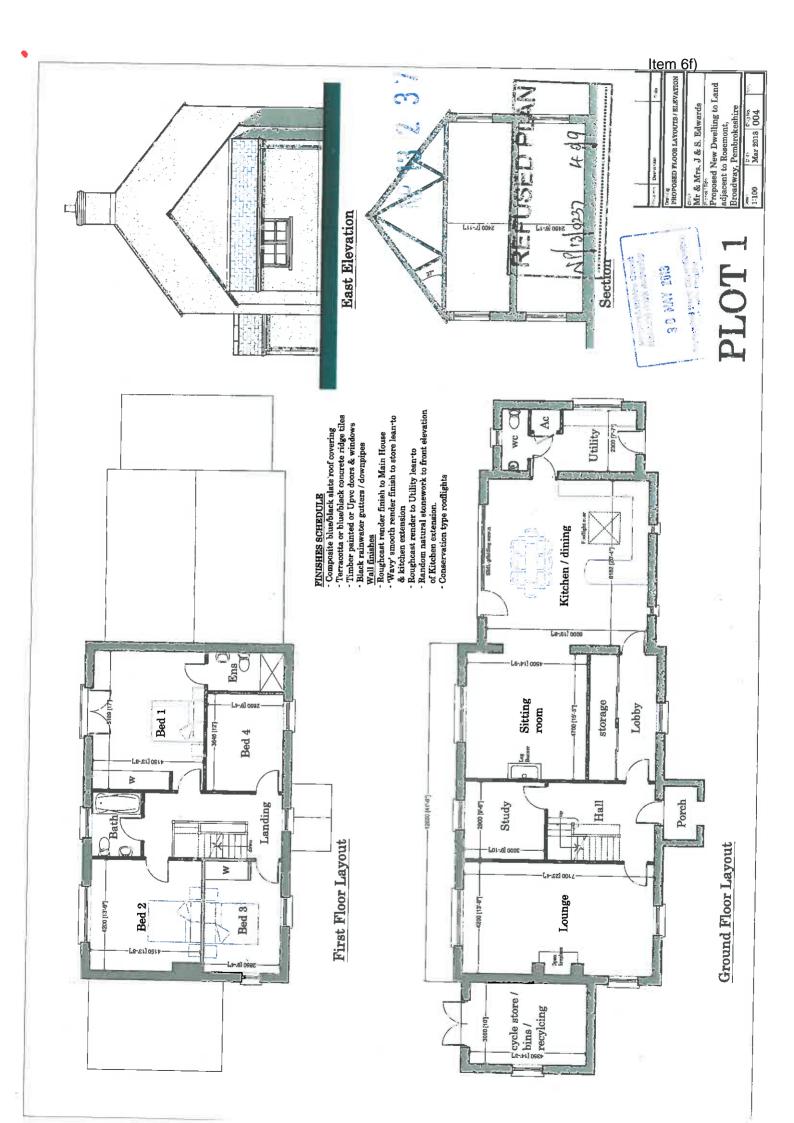




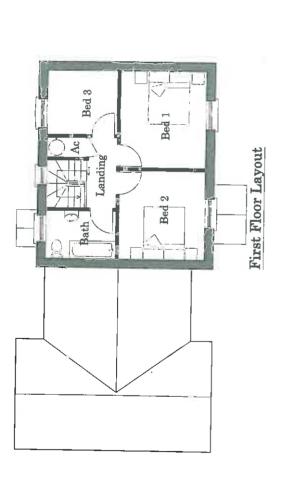


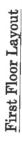
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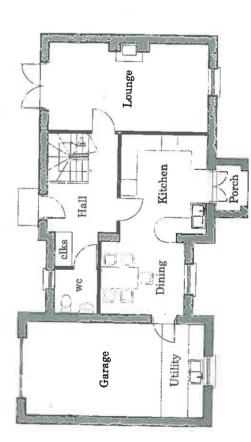




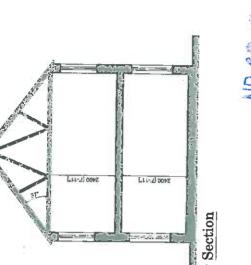








Ground Floor Layout



- FINISHES SCHEDULE

   Composite blue/black slate roof covering
   Terracotta or blue/black concrete ridge tiles
   Timber painted or Upvc doors & windows
   Black rainwater gutters / downpipes

Wall finishes
Rougheast render finish to Yam
Wavy smooth research finish to

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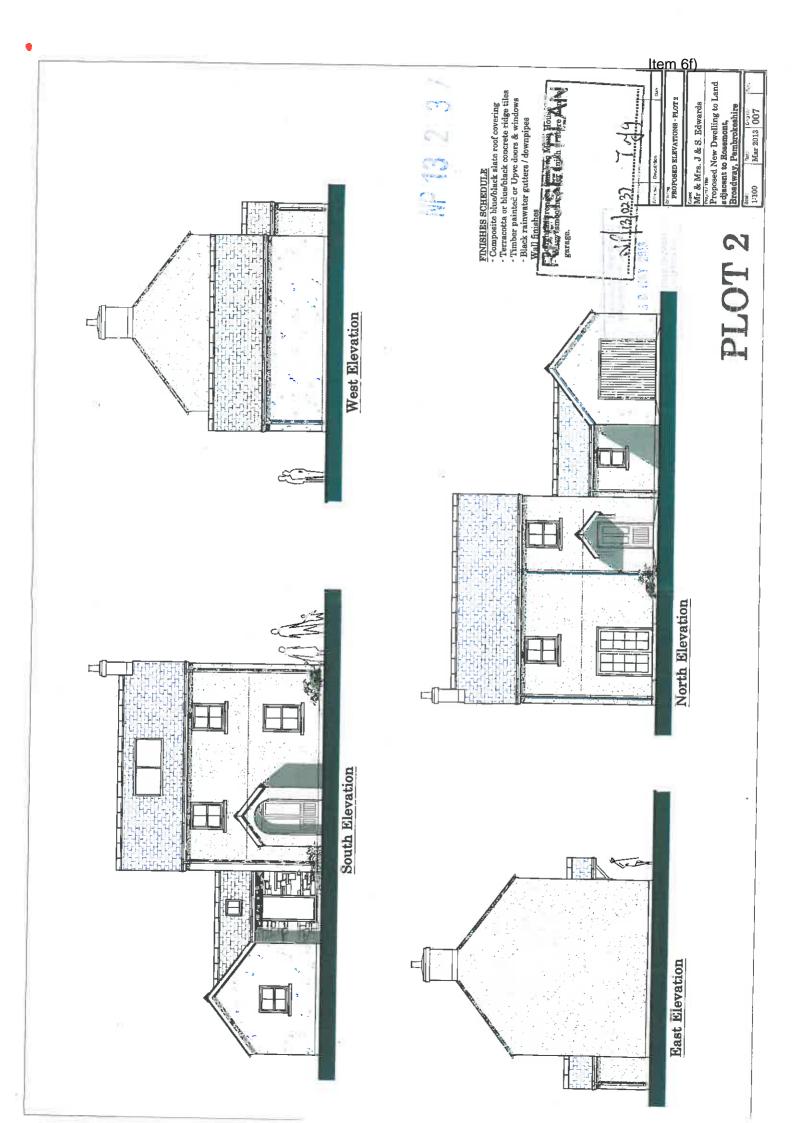
PLOT 2

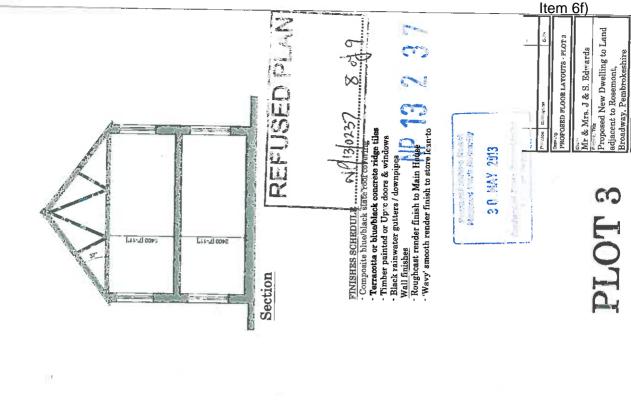
Proposed New Dwelling to Land adjacent to Rosemont, Broadway, Pembrokeshire

Defa C.q No. Mar 2013 006

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PROPOSED FLOOR LAYOUTS - PLOT 2 Mr & Mrs. J & S. Edwards



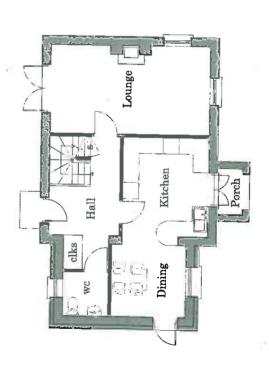


First Floor Layout

Bed 3

Landing

Bed 2



Ground Floor Layout

Mar 2013 008

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