

## Item 5 - Report on Planning Applications

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### Application Ref: NP/15/0245/FUL

<b>Case Officer</b>	Sian Davies		
<b>Applicant</b>	Mr & Mrs R Hayward		
<b>Agent</b>	Mr M Goddard, RLH Architectural Design Solutions Ltd		
<b>Proposal</b>	Alterations & extensions to provide additional living accommodation to the existing single family dwelling		
<b>Site Location</b>	21, Nun Street, St Davids, Haverfordwest, Pembrokeshire, SA62 6NS		
<b>Grid Ref</b>	SM75342543		
<b>Date Valid</b>	30-Apr-2015	<b>Target Date</b>	24-Jun-2015

### Summary

The application is reported to the Development Management Committee as the officer's recommendation is contrary to the recommendation of St David's City Council.

Planning permission is sought for alterations and extensions to the property known as 21 Nun Street, which is located within St Davids. The site also lies within St Davids Conservation Area. The proposed works will provide additional living accommodation, through re-building the existing garage wing on the northern part of the building, which will include a basement room and additional balconies, with a link created between the upper floor balcony, and the existing balcony. The previously consented extensions to the South, will be re-designed, and the roof of the existing building will also be upgraded with the introduction of new insulation and a natural slate finish.

Letters of objection have been received from the occupiers of the neighbouring properties, who raise concerns about potential overlooking from the proposed first floor garden terrace. Concerns are also raised in relation to the design of the garage wing, and the use of timber cladding which will be out of keeping within an area where most of the buildings are stone or brick.

Whilst aspects of the proposal are considered to be acceptable, the reconfiguration of the garage wing is not considered to be an acceptable form of design, with the first floor garden terrace adversely affecting the privacy and amenity of the adjoining neighbouring properties to the south. The development is therefore contrary to policies 15 'a' and 'b', 29 'a' and 30'd' of the Pembrokeshire Coast National Park Local Development Plan (Adopted, September 2010) and as such is recommended for refusal.

### Consultee Response

**St Davids City Council:** The City Council considered that the proposal was deemed unlikely to have a detrimental visual or environmental impact on the surrounding area. It was resolved to support the application.

**PCNPA - Buildings Conservation Officer:** Supporting

**Dyfed Archaeological Trust:** No further action

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**PCC - Transportation & Environment:** No objection

**Natural Resources Wales:** No adverse comments

**PCC - Ecologist:** No adverse comments

### Public Response

The application was advertised by a display of site notice on the 14 May 2015 and an advert of development within a Conservation Area in the local press (Pembrokeshire Herald). Two letters have been received from the adjoining neighbouring properties to the south at No.19 and No.17 Nun Street who object to the proposal for the following reasons;

- Concerned that the proposed extended first floor balcony will be quite close to, and overlook our garden, and that the shrubs we have planted along the boundary will not be able to offer sufficient screening.
- Mistaken claim by the architect that 'the immediate neighbours had all intimated that they were in support of the scheme.
- Concerns about the size of the proposed changes to the building being an intrusion to the rear and front of Nun St. The proposed use of timber cladding is out of keeping with an area where most of the buildings are stone or brick.
- Our main concern is the proposed balcony. The existing balcony (which we understood was erected without planning consent) is already intrusive into our rear garden, and the associated flagpole (which generates its own noise) is annoying and out of keeping with a conservation area.
- The owners of No 21 frequently have gatherings using the existing balcony, and the noise carries to our usually peaceful rear garden. Despite the suggestion that there are mature plants and trees shielding us, the balcony is above the tree line so we have little or no visual screen, or to the noise generated, especially as the terrain drops away towards the cathedral – a factor in this impact is that the house faces more to the south than the general building lie so that the view is across all our gardens.

### 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 05 - St Davids Local Centre

LDP Policy 08 - Special Qualities

LDP Policy 11 - Protection of Biodiversity

LDP Policy 14 - Protection of Buildings of Local Importance

LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park

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LDP Policy 29 - Sustainable Design  
 LDP Policy 30 - Amenity  
 LDP Policy 53 - Impacts on traffic  
 PPW7 Chapter 04 - Planning for Sustainability  
 SPG05 - Sustainable Design  
 SPG06 - Landscape  
 SPG17 - Conservation Area Proposals  
 TAN 12 - Design

### **Constraints**

LDP Designation  
 Biodiversity Issue  
 Historic Landscape  
 Safeguarding Zone  
 Hazardous Zones  
 Potential for surface water flooding  
 LDP Centre:50pc aff housing;30 units/ha  
 Recreation Character Areas  
 Article\_4\_Directions

### **Officer's Appraisal**

#### **Site and Context**

The dwelling is a two storey, detached property located within St Davids, which is identified as a Local Centre within Pembrokeshire Coast National Park's adopted Local Development Plan (LDP). The site also lies within St Davids Conservation Area. The dwelling is situated at the junction of Nun Street and Quickwell Hill, with parking designated within a lay bay, to the side of the property which has sufficient space for two cars. The dwelling has a mixture of stone, render and blockwork wall, with slate roof and upvc windows and timber doors. The dwelling is primarily bounded by a relatively high stone wall with the addition of timber boarding in some areas, and as such, the rear of the property is not entirely visible from the immediate and distant landscape.

Pre-application advice was sought prior to the submission of this application. It was advised that the proposal would not be supported by officers due to concerns over the design of the existing garage wing, and the first floor garden terrace which will overlook neighbouring properties rear garden area. The proposal has not been altered, and the advice given at pre-application has not been taken into account.

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### Relevant Planning History

- NP/04/077 – Nun Street, St Davids - Extension. Approved 28 April 2015
- NP/03/157 – .21 Nun Street, St Davids - Conservatory/Plotting Shed Cancelled 23 July 2003.
- NP/114/80 – Nun Street, St Davids - Dwelling. Refused 7 May 1980. (Allowed on Appeal)
- NP/487/78 – Nun Street, St Davids - Building plot. Refused 25 September 1978

### Description of Development

The application seeks planning permission to provide alterations and extensions to the existing dwelling. This comprises of the following proposed works:

- Reconfiguring the existing garage wing. The existing floor levels within the garage wing will be changed, allowing the introduction of a lower ground floor element which will become a “Den/Music” room.
- A new ‘master bedroom suite” will be at ground floor level with the existing study at first floor level being reduced in size.
- A new roof/garden terrace will be accessed via the study.
- A new glass walkway will be provided to link the new garden terrace with the old balcony, and all balconies will have glass balustrades.
- The roof of the existing building will also be upgraded, with the introduction of new insulation and a natural slate finish.
- Works to the existing garden room will be finished as part of the development.
- A previously consented extension, adjacent to Bedroom 1, will be changed as part of the full plans application. A new en-suite and small garden workshop will replace the previously consented extension.

### Key Issues

The application raises the following key planning matters;

- Principle of Development
- Siting and Sustainable Design and Impact on Special Qualities of the National Park

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- Impact on Conservation Area
- Amenity
- Protected Species
- Highways, Parking and Access Issues
- Historic Landscape

### *Principle of Development*

The existing dwelling is located within St Davids which is identified as a Local Centre within the LDP. Policy 5 of the LDP sets out the land use priorities for St Davids. The most relevant to this proposal is criterion 'e' which states that the land use priority will be to ensure that developments permitted contribute to the protection and enhancement of the city's special qualities. The principle of providing alterations and extension to the dwelling can therefore be supported subject to the development proposed reflecting the special qualities of the area by constituting an appropriate design that would not harm neighbouring occupiers.

### *Siting and Sustainable Design and Impact on Special Qualities of the National Park*

Policy 8 of the Pembrokeshire Coast National Park Local Development Plan (LDP) is a strategy policy which refers to the special qualities of the National Park and lists priorities to ensure that these qualities will be protected and enhanced. Policy 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. Criterion 'c' resists development that would introduce or intensify a use which is incompatible with its location. Criteria 'd' and 'e' resist 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').

The host dwelling is cranked in plan, and is primarily bounded by a relatively high stone wall with the addition of timber boarding in some areas, and as such, the rear of the property is not entirely visible from the immediate and distant landscape.

The proposed alterations and extensions do not increase the footprint of the existing dwelling, and the mass of the altered wing will be less than the existing. The proposal also comprises completing the works to the existing garden room, along with a new en-suite and small garden workshop which will replace the previously consented extension, which was considered to be acceptable. The proposed alterations and extensions will be primarily constructed from timber boarding and render with natural slate roof and UPVC windows which are considered to be sympathetic to the architectural character and visual appearance of the existing dwelling.

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However, concerns are raised over the proposed design of the existing garage wing and the scale of the overall balconies/garden terraces. The reconfiguration of the existing garage wing, by reason of its design with large flat roof terraces creates an undesirable stepped form and curved edges which result in an unacceptable form of development, which is at variance with the existing character and appearance of the dwelling. In addition, whilst there is an existing balcony, this is only on one elevation of the rear of the property, and the proposal to extend the balcony along the entire rear elevation of the dwelling with a continuous glass balustrade, along with a lower ground balcony is considered to be excessive and will overly dominate to the detriment of the visual appearance of the existing dwelling. Whilst the use of timber cladding can be supported, the overall design of the garage wing is considered to have a detrimental impact on the appearance and character of the property and the wider area, as the upper part will be visible from the adjacent car park.

The proposed development is therefore contrary to policies 15 'a' and 'b' and 29 'a' of the Local Development Plan.

### *Impact on Conservation Area*

The National Park has adopted a proposals statement for each Conservation Area as supplementary planning guidance to the LDP. The statements set the context for considering the effect of development proposals on the character and appearance of the conservation area. The proposal document supports the policies of the LDP and is a material planning consideration in determining applications for development affecting St Davids Conservation Area

The Building Conservation Officer has advised that the proposal will not adversely affect the character and appearance of the Conservation Area, being not prominently visible from a public space/highway. Therefore, the proposal will have a negligible effect on the special qualities which contribute towards St Davids Conservation Area.

### *Amenity*

Policy 29 and 30 of the Local Development Plan seek to protect community cohesion and health and to avoid incompatible development that would lead to a significant adverse impact upon amenity. The supportive text at paragraph 4.136 explains that the policy aims *"to protect the amenity enjoyed by people in their residences, workspaces and recreational areas. Amenity is defined as those elements in the appearance and layout of town and countryside which makes for pleasant life rather than mere existence. Anything ugly, dirty, noisy, crowded, intrusive or uncomfortable is likely to adversely affect amenity"*

Policy 30 is a criteria based policy setting out that development will not be permitted where it has an unacceptable impact on amenity particularly where, a) the development is for a use inappropriate for where people live or visit and/or; b) the development is of a scale incompatible with its surroundings; and/or; c) the development leads to an increase in traffic noise or odour or

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light which has a significant adverse impact; and/or; d) the development is visually intrusive.

The dwelling sits within the middle of St David's with a row of neighbouring properties adjoining its southern boundary. A letter of objection has been received from the immediate neighbours No.19 and No.17 Nun Street who primarily object to the proposal due to the fact that the new balcony on the existing garage wing will result in a direct overlooking of their rear garden, thus impacting on their privacy. Concerns are also raised with the level of noise. Given the layout of the building the existing garage wing, where the new first floor garden terrace will be located, will directly overlook the rear garden area of the neighbouring properties to the south.

In addition, the proposed upper floor garden terrace, by reason of its size, would allow the external space to be used regularly as a recreational area, with sufficient space for a number of people to congregate on it. As a result, it is considered that this type of activity, on an elevated level, would seriously compromise the residential amenity of the surrounding dwellings in terms of noise and disturbance as well as the potential for other environmental nuisances such as smoke, food and smells.

These concerns have been re-iterated to the agent as part of this application, however the agent considers that the upper floor garden terrace will not have an adverse impact on the privacy of the neighbouring properties due to the following reasons;

- There is already an existing balcony structure on the west side of the property, which allows the applicant external access from first floor and views of the surrounding area.
- The existing balcony can accommodate 20+ people congregating to enjoy the views as it stands (if the applicant so wished).
- The proposed balcony is further west in the site and the applicant will be taking advantage of the spectacular views of the cathedral as opposed to the neighbouring garden(s).
- During spring/summer months when the balcony is likely to be used by the applicant, there is a significant natural barrier in the form of existing trees, shrubs and bushes on the boundary between No.21 & No.19. As discussed, this 'screen' of vegetation will not offer the same protection during the autumn and winter months. However, the use of the balcony during this time will be significantly reduced because of the weather and climate.
- There are two large format "velux" windows in the existing roof, which are to be replaced by the proposed balcony extension. If the applicant was so minded, they could view the neighbouring property from these existing roof windows.

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- As mentioned, two large scale balcony projects have recently been approved within the Parks (NP/14/0440 and NP/14/0494). The agent has suggested that these approvals, coupled with the fact that there is already an existing balcony on the west side of the property, would mean that a precedent has been set.

In view of the above whilst it is appreciated that there already is an existing large balcony, this is to one elevation of the building, and whilst this does already have an impact on the rear garden of N.19 in terms of overlooking, it is considered that the presence of a new garden terrace, which is more prominently located directly overlooking the whole of the rear garden area of the adjoining properties, will have a significantly greater impact on the privacy of the occupiers to an unacceptable degree. The degree of overlooking from the roof garden would be significantly more than the existing roof lights. Therefore the fact that there are already two "velux" roof lights within the existing roof, does not make it acceptable to have a balcony, as the roof lights are not considered to have an adverse impact on the privacy of the neighbours rear garden.

The extent of the first floor balconies will also increase the degree of perceived overlooking to the adjoining occupiers, with its scale being dominant and overbearing to the detriment of the amenity enjoyed by the occupiers within their rear garden. The perceived effect of overlooking is a material planning consideration and can often have as much or more impact than casual direct overlooking of a private amenity space.

The existing level of vegetation, which is planted along the boundary between No.21 and No.19, is not considered to offer a sufficient level of screening, particularly in the winter and autumn. In addition, the upper floor roof/garden terrace sits above the tree line, and as such even in the summer months when the vegetation is fully grown, this is not considered to offer sufficient level of screening.

In respect of the last bullet point, each application is determined on its own merits, having regard to the circumstances of the individual case. It is therefore irrelevant to reference other applications.

Planning permission was granted for the replacement of the existing balcony in 2004, and an objection was received from a neighbour expressing concern over the balcony which would impact upon their privacy and amenity. The Authority determined that the proposal would not increase the impact on immediate neighbours and that consent was appropriate in that instance. Whilst the balcony already exists, it is considered that given that a new balustrade is proposed, consideration should be given to a privacy screen, in order to alleviate harm to neighbours.

Therefore, in view of the above, the proposed upper floor garden terrace will have a significant adverse impact on the amenity and privacy of the adjoining neighbouring properties rear garden area, which is a form of visual intrusion, and as such is contrary to policy 30 'd' of the LDP.

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*Protected species*

A protected species survey was carried out at 21 Nun Street, St Davids in relation to the current planning application. A scoping and emergence survey was carried out in July 2012. The walkover found no evidence of protected species, specifically bats, in the buildings and no use of the buildings was recorded during the emergence survey. There was very little activity in the surrounding area, surprising given the proximity of important, known roosts. However, the building presented few roosting opportunities so with the level of survey work it can be concluded that the buildings are not bat roosts and only offer limited potential for use. Therefore the development will have no impact on the Favourable Conservation Status (FCS) of local bat species, or an adverse impact on other protected species or the surrounding habitat.

The proposal does include new external lighting, which can impact on foraging or commuting bats and so should be as dim as possible and on a timer to reduce the amount of 'on' time and not point at roost features or habitat corridors.

It would also be encouraged that bad and bird boxes are included in the proposed development to enhance available opportunities and that all trees are retained and maintained.

*Highways, Parking and Access*

The existing parking area is situated adjacent to Quickwell Hill and occupies the area in front of the existing garage and demountable fence entrance to garden. The proposed scheme provides no additional parking spaces, as there is no increase in bedroom space. The Highways Development Control Officer raised no objection on highway grounds.

*Historic Landscape*

Dyfed Archaeological Trust has advised that the application is unlikely to impact upon any known archaeological resources. Therefore they raise no objection to the proposed development, and as such no further action is required to protect historic environment issues.

**Conclusion**

Following a detailed consideration of the planning merits of the scheme it can be determined that whilst some aspects of the proposal are acceptable, the reconfiguration of the garage wing is not considered to be an acceptable form of design. Furthermore the first floor garden terrace will give rise to unacceptable overlooking of neighbouring properties and their private amenity space in addition to a perceived overlooking. This will adversely affect the privacy and amenity of the adjoining neighbouring properties to the south. The development is therefore contrary to policies 15 'a' and 'b', 29 'a' and 30 'd' of the Pembrokeshire Coast National Park Local Development Plan (Adopted, September 2010).

**Recommendation**

Refuse for the following reasons;

1. The reconfiguration of the existing garage wing, by reason of its design with large flat roof terraces creating an undesirable stepped form, and curved edges results in an unacceptable form of development, which is at variance with the existing character and appearance of the dwelling. In addition, the proposal to extend the balcony/terrace along the entire rear elevation of the dwelling with a continued glass balustrade, along with a lower ground balcony is considered to be excessive and will overly dominate the visual appearance of the existing dwelling. Therefore, the proposal is considered to be contrary to policies 15 'a' and 'b' and 29 'a' of the Pembrokeshire Coast National Park Local Development Plan (Adopted September 2010).
2. The proposed upper floor garden terrace on the existing garage wing by reason of its form, siting and scale would result in the direct overlooking and the perceived feeling of being overlooked to the adjoining neighbouring properties to the south, to such a magnitude that would considerably impact upon the amenity enjoyed by the occupiers within their rear garden area. In addition, the proposed garden terrace, by reason of its size, would allow the external space to be used regularly as a recreational area. As a result, it is considered that this type of activity, on an elevated level, would seriously compromise the residential amenity of the surrounding dwellings in terms of potential noise and disturbance. Therefore, the visual intrusion from the proposed development is considered to be contrary to policy 30'd' of the Pembrokeshire Coast National Park Local Development Plan (Adopted September 2010).

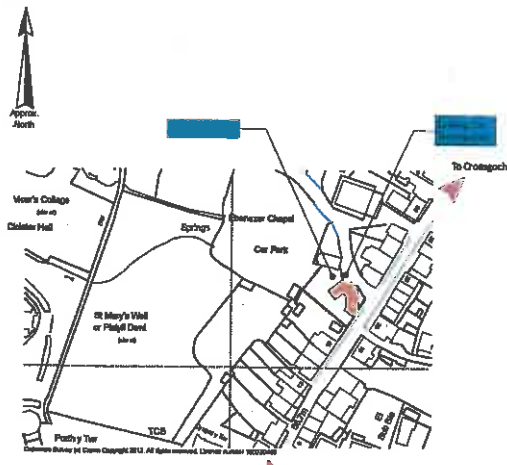
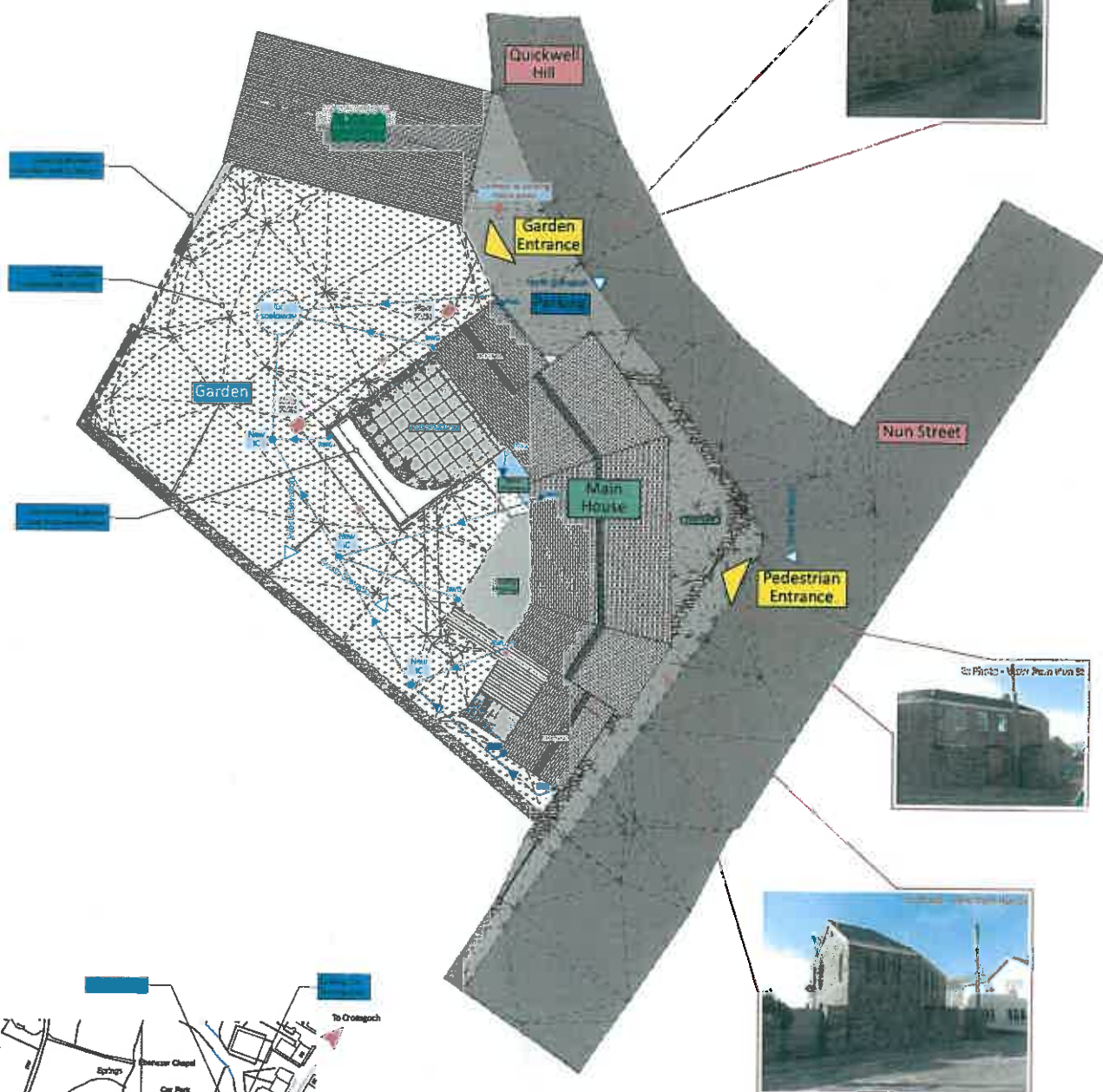
# Proposed Development, No. 21 Nun Street, St. Davids, Pembrokeshire, SA62 6NS

## "PLANNING"



**Legend:**

- Indicates new storm water drainage system
- Indicates new foul water drainage system
- Indicates areas of existing garden made good & re-seeded lawn where necessary
- Site plan to be read in conjunction with the Landscaping plan, by others.



Site/Roof Plan - As Proposed

Scale: 1:100

Site Location Plan - As Existing

Scale: 1:1250

PLANNING - Site Location Plan & Site Plan  
30 APR 2015

10/15 2 45

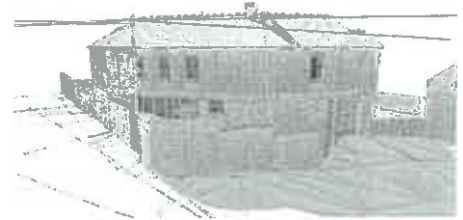
REVISIONS	DATE	NOTES



Client: Mr & Mrs R Hayward	Date: Oct 2014	Drawing No: PLANNING - Site Location Plan & Site Plan
Job No: Proposed Development - No. 21, Nun Street, St Davids, Pembrokeshire, SA62 6NS		
Scale: 1:100		Revision: P-01

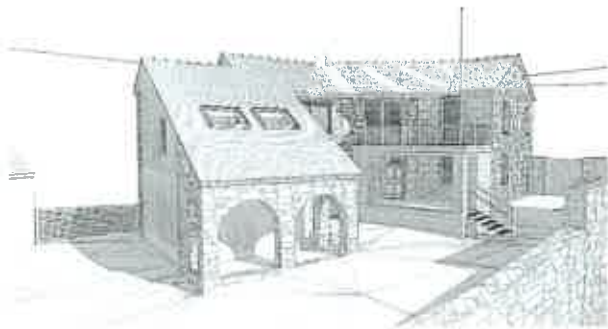
# Proposed Development, No. 21 Nun Street, St. Davids, Pembrokeshire, SA62 6NS

## "AS EXISTING"



North View - As Existing

Scale: NTS



Southwest View - As Existing

Scale: NTS



First Floor Plan - As Existing

Scale: 1:100



Site View (South) - As Existing

Scale: NTS



Ground Floor Plan - As Existing

Scale: 1:100



NP 15 2 4 5



REVISIONS	DATE

NOTES:



Client Mr & Mrs R Hayward	Date Issued Date AUG 2012 Drawn DMM	Drawings Existing Drawings - Floor Plans & 3D Views
Job No Proposed Development - No. 21, Nun Street, St Davids, Pembrokeshire, SA62 6NS		<b>R194-S-02</b>

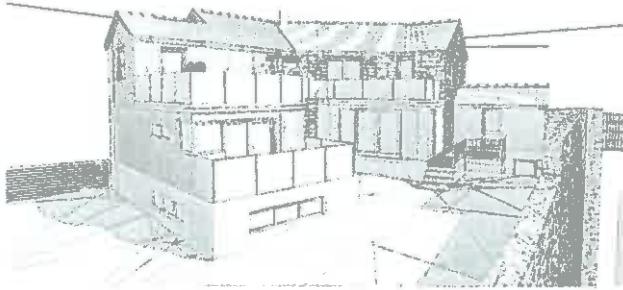


# Proposed Development, No. 21 Nun Street, St. Davids, Pembrokeshire, SA62 6NS

## "PLANNING"



Cross-Section B-B Scale: 1:100



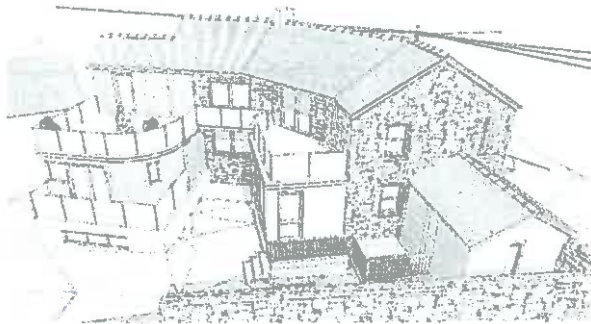
Southwest View - As Proposed Scale: NTS



Cross-Section A-A Scale: 1:100



First Floor Plan - As Proposed Scale: 1:100



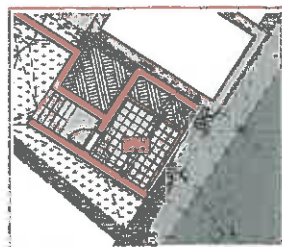
Site View (South) - As Proposed Scale: NTS



Ground Floor Plan - As Proposed Scale: 1:100



Part LGF Plan - 1 Scale: 1:100



Part LGF Plan - 2 Scale: 1:100



REVISIONS	DATE	NOTES



Client: Mr & Mrs K Hayward  
 Date: Oct '04  
 Drawing: PLANNING DRAWINGS - Floor Plans & 3D Views  
 Job No: Proposed Development - No. 21, Nun Street, St Davids, Pembrokeshire, SA62 6NS  
 Scale: NP 15 2 45  
 Reference: R194-P-02



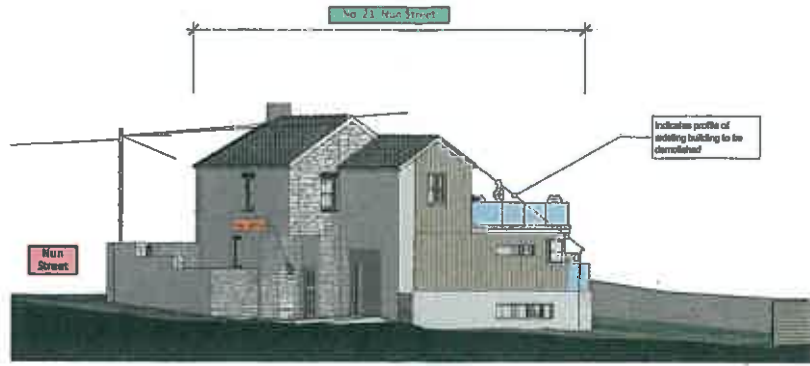
# Proposed Development, No. 21 Nun Street, St. Davids, Pembrokeshire, SA62 6NS

## "PLANNING"



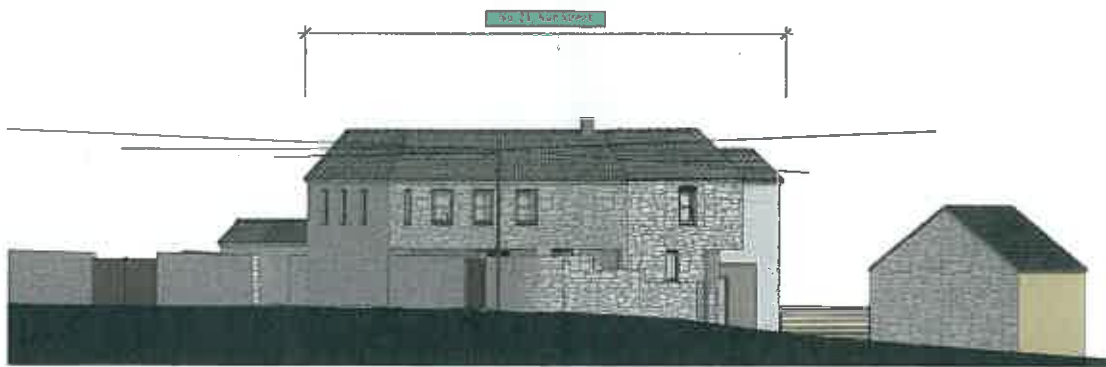
**Finishes Legend :**

- New built jointed ridge tiles; colour: grey/black
- New natural slates; colour: grey/black
- Existing rendered chimney to be rebuilt; colour: grey
- New gas-fired flat roof covering; colour: grey
- New half round, upvc gutters; colour: white
- New round, upvc air p/c; colour: white
- New upvc fascia, barge & soffits boards; colour: white
- New painted window frames; colour: white
- New vertical blind or shutter; colour: natural
- New upvc window doors; colour: white
- New upvc and half glazed doors; colour: white
- New 'frameless' glass back stairs; colour: clear



North Elevation - As Proposed

Scale: 1:100



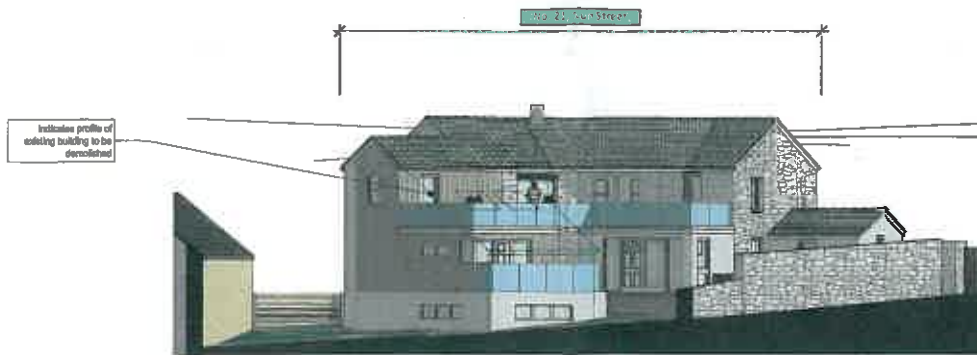
East Elevation - As Proposed

Scale: 1:100



Southwest Elevation - As Proposed

Scale: 1:100



West Elevation - As Proposed

Scale: 1:100

NP 15 2 4 5



REVISIONS	DATE

NOTES:



Client: Mr & Mrs R Hayward  
 Date: Oct '14  
 Drawing No: PLANNING DRAWINGS - Elevations  
 Job No: Proposed Development - No. 21, Nun Street, St Davids, Pembrokeshire, SA62 6NS  
**R194-P-03**