

Item 5 - Report on Planning Applications.

Application Ref: NP/14/0532

Application Type	Full
Grid Ref:	SM86341838
Applicant	Mr J Owen
Agent	Mr I McDonald, Kimpton Durham John Associates
Proposal	New build 4 bedroom 1.5 storey dwelling
Site Location	Plot between Cartref & Fernlea, Nolton Haven, Haverfordwest, Pembrokeshire, SA62 3NN
Case Officer	Andrew Richards

Summary

The site lies to the north of the public highway running through the village of Nolton Haven, and the site slopes gently downhill to the north towards a small stream that forms the northern border of the site. Over the stream is a bridge that leads to a paddock of mown grassland which rises up towards the north and the open countryside beyond. There are no boundary treatments separating the site from the highway, whilst the boundaries to the east and west are delineated by close boarded timber fencing. The site is currently a gap in a line of bungalows that run along the northern side of the highway. This is a full application for a one and a half storey detached four bedroom dwelling, which includes a rear one and a half storey wing and the main roof axis orientated east-west. The proposed dwelling will be located approximately within the centre of the plot with parking and turning space to the eastern side of the property and a further two parking spaces incorporated within the front grassed garden area bounded by a new Pembrokeshire hedge bank.

The proposal has been carefully considered against all material considerations and the relevant national and local development plan policies. This proposed scheme is considered to have a scale, mass, form and detailed design which is considered to be acceptable. The proposal will provide adequate parking for the new dwelling, and the design will ensure the amenity and privacy of neighbours is maintained and protected along with the special qualities of the National Park when viewed from the immediate and wider landscape. It is noted that the applicant has addressed three of the four reasons for refusal on the previous outline application under NP/13/0134, however the current proposal is considered to be contrary to Policy 7 of the Local Development Plan due to the limited public transport to provide accessibility to this open market dwelling.

Therefore on balance whilst the proposed dwelling is considered to have an acceptable design, contributes towards affordable housing and does not have an adverse impact on neighbours, the dwelling is not considered to be accessible and therefore is recommended for refusal for this reason only.

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Consultee Response

Nolton and Roch Community Council: No formal response at time of report

Coal Authority: Conditional consent

Dwr Cymru Welsh Water: No formal response at time of report

National Grid Plant Protection: No formal response at time of report

Natural Resources Wales: No objection subject to informative added to any consent issued.

PCC Planning Ecologist: Conditional consent

PCC Transportation and Environment: Conditional consent

PCNPA Park Direction: Not supported by Policy 7 of LDP

PCNPA Tree and Landscape Officer: Conditional consent

Public Response

A site notice was posted and letters forwarded to the adjoining occupiers in accordance with the requirements of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012. One letter of objection has been received from the neighbour at Cartref during the required consultation period. The issues raised within the letter have been addressed in the main report below.

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 10 - Local Sites of Nature Conservation or Geological Interest

LDP Policy 11 - Protection of Biodiversity

LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park

LDP Policy 21 - Minerals Safeguarding

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 32 - Surface Water Drainage

LDP Policy 34 - Flooding and Coastal Inundation

LDP Policy 44 - Housing

LDP Policy 45 – Affordable housing

LDP Policy 52 - Sustainable Transport

LDP Policy 53 - Impacts on traffic

PPW7 Chapter 03 - Making and Enforcing Planning Decisions

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PPW7 Chapter 04 - Planning for Sustainability

PPW7 Chapter 05 - Conserving and Improving Natural Heritage and the Coast

PPW7 Chapter 08 - Transport

PPW7 Chapter 09 - Housing

PPW7 Chapter 12 - Infrastructure and Services

PPW7 Chapter 13 - Minimising and Managing Environmental Risks and Pollution

SPG05 - Sustainable Design

SPG06 - Landscape

SPG08 - Affordable Housing

SPG10 - Safeguarding Mineral Zones

SPG11 - Coal Works - Instability

SPG12 - Parking

SPG20 - Accessibility

TAN 02 - Planning and Affordable Housing

TAN 05 - Nature Conservation and Planning

TAN 06 - Planning for Sustainable Rural Communities

TAN 12 - Design

TAN 15 - Development and Flood Risk

TAN 18 - Transport

Officer's Appraisal

Background and History

The site lies to the north of the public highway running through the village of Nolton Haven, and the site slopes gently downhill to the north towards a small stream that forms the northern border of the site. Over the stream is a bridge that leads to a paddock of mown grassland which rises up towards the north and the open countryside beyond. There are no boundary treatments separating the site from the highway, whilst the boundaries to the east and west are delineated by close boarded timber fencing. The site is currently a gap in a line of bungalows that run along the northern side of the highway.

- NP/13/0134 - Plot between Cartref & Fernlea, Nolton Haven, Haverfordwest, Pembrokeshire, SA62 3NN - Outline application for 1 x 3 bedroom, 1.5 storey house, with consideration of access and layout (all other matters reserved) – Refused 19th June 2013.

The four grounds of refusal on NP/13/0134 are as follows:

1. *The proposed dwelling, by reason of its height and one-and-a-half-storey character in a location within the hamlet where all other*

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properties are single storey, is considered to be visually intrusive and unacceptable infilling that is harmful to the character of the hamlet and the special qualities of the National Park.

2. *There is insufficient year-round public transport provision to provide an alternative to the private car for an 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.*
 3. *Application has not been supported with sufficient information to ascertain the impact of the coal mining legacy on the proposed development.*
 4. *The applicant has not agreed to provide the proscribed level of commuted sum for affordable housing.*
- NP/12/0466 - Plot between Cartref and Fernlea, Nolton Haven, Haverfordwest, Pembrokeshire, SA62 3NN Outline application for a one-and-a-half storey house with consideration of access and layout (all other matters reserved) - Withdrawn 9th November 2012.
 - NP/08/157 – Plot between Cartref & Fernlea, Nolton Haven - Dwelling (Outline) – Approved - 13th August 2008.

Constraints

Special Area of Conservation – within 500m
 LDP Mineral Safeguard
 Biodiversity Issue
 Safeguarding Zone
 Hazardous Zones
 Potential for Surface Water Flooding
 Recreational character Areas
 Surface Coal
 High Coal Risk

Current Proposal

This is a full application for a one and a half storey detached four bedroom dwelling, which includes a rear one and a half storey wing and the main roof axis orientated east-west. The proposed dwelling will be located approximately within the centre of the plot with parking and turning space to the eastern side of the property and a further two parking spaces incorporated within the front grassed garden area bounded by a new Pembrokeshire hedge bank.

To the rear is the main amenity area which will be grassed, and also includes a cycle shed located along the western boundary with a new hedge and stock proof fencing providing a new northern boundary to the site. The proposed materials include a slate roof, painted smooth render to the walls and

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chimneys, timber painted windows and doors together with a timber clad cycled shed.

Key Issues

The application raises the following planning matters:-

- Policy, Principle of Development and Impact on National Park
- Affordable Housing
- Siting and Sustainable Design
- Highway matters
- Landscaping
- Biodiversity
- Land Stability
- Land Drainage

Policy, Principle of Development and Impact on National Park:

The site is located outside of any Centre defined in the Local Development Plan and therefore Policy 7 of the Local Development Plan (LDP) is relevant. Policy 7 states (amongst other criteria) that *“outside the identified Centres of the Local Development Plan area development will only be permitted where (a) it constitutes sensitive infilling of small gaps or minor extensions (i.e. rounding off) to isolated groups of dwellings. 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”*. Policies 8 and 15 seek to protect the special qualities of the National Park, including protecting the identity of the character of towns and villages from poor design and layout, and the landscape character of the Park.

Through approval of a scheme of development in outline in 2008 and in dealing with more recent applications at the site it has been accepted by the Authority that the principle of the residential development of the site is acceptable pursuant to Policy 7. However, this was on the condition that the proposed dwelling would be one and a half stories in height in compliance with condition 3 of outline planning permission NP/08/157.

It is accepted that this current submission proposes a one and a half storey dwelling, which is not single storey, as conditionally required in the former outline permission. In view of the fact that this scheme is a full application there is a need to consider the impact of the increase in height upon the context and character of the surrounding area.

The ribbon development along the northern side of the highway is a mix of single storey, and one and a half storey bungalows towards the eastern end and a mix of single storey and one and a half and two storey dwellings located towards the western end, with the site forming a gap in the built up frontage on the eastern end. The row of bungalows step downhill towards the north-west with Cartref being located immediately adjacent to the west of the site it

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is noted that this property whilst on a lower level does in fact incorporate roof windows within its main roof and the rear wing.

Having regard to the street context and wider area the scheme proposed the additional height to take the development to one and a half storey is not considered to be harmful to the settlement characteristics when compared to other properties within the street scene or have an adverse impact on the special qualities of this area of the National Park. As such the development is considered to comprise a sensitive filling in of a small gap or minor extension to isolated group of dwelling in the spirit of criterion (a) of Policy 7.

Notwithstanding the acceptability of the development as an appropriate infill plot for residential development Policy 7 specifies that release of land will depend upon accessibility to the Centres identified in the hierarchy of the plan. This is set out in the 'Accessibility Assessment' SPG (Adopted June 2013) which is a material consideration in the application process. The SPG is based upon Planning Policy Wales in locating developments so as to minimise the demand for travel, especially by private car. Whilst accepting that opportunities for reducing car use in rural areas is more limited than in urban areas, the Welsh Government's policy is to direct the majority of new development in settlements with good accessibility by non-car modes when compared to the rural area as a whole.

The SPG confirms *"when assessing accessibility the Authority uses advice published by The Institute of Highways and Transportation Guidelines for Providing Journeys on Foot. This suggests that a target distance between the site and a range of facilities is between 300m and 600m and an acceptable distance for those same facilities is between 600m and 1000m. Taking into consideration that the National Park is a rural area, the maximum distance advised above – i.e. 1km, is the standard used by the Authority when assessing how accessible a site is. The assessment needs to ensure that the means of accessing facilities from the site can provide a realistic alternative to car borne travel. This means that walking and cycling routes have to be open, appropriate and safe for pedestrian or cycling use."* The SPG confirms that this measurement will be calculated by the actual distance along appropriate routes from the site to a reasonable point in the nearest centre and a site will also be considered accessible if there is a train station or bus route within a kilometre walking distance of the site.

In the case of the application site the site is located approximately 3.5km from the nearest Centre (Roch). As such it is not considered to be in an accessible location. Public transport provision to the hamlet is limited as it is only served by the Puffin Shuttle. This service operates 7 days a week during the summer with 3 return journeys a day in the summer, but during the rest of the year it goes down to twice a week. As a result this service falls below the minimum of 5 return journeys per day required by Pembrokeshire County Council to provide a realistic alternative to the private car for permanent residential use. With this level of public transport provision the site could be acceptable for use as a holiday let, or, as required by Government Guidance, the level of

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accessibility would be sufficient to support an application for an affordable dwelling. Neither of these situations is being proposed by the application. Consequently, the proposal is not considered acceptable for an open market dwelling due to its dependence on the private car, and therefore the proposed dwelling fails to accord with Policy 7, the requirements of the 'Accessibility Assessment' SPG and National Policy in the form of Planning Policy Wales (Edition 7, July 2014).

Affordable Housing:

Policy 45 of the LDP seeks a contribution to affordable housing provision on new single dwellings. The current application has a completed unilateral undertaking to support the proposal and therefore the required affordable housing contribution for the site has been met.

Siting and Sustainable Design:

The proposed dwelling is to be sited within the centre of the plot, but also allowing room along the eastern boundary to park vehicles. The new dwelling will not extend any further forward than the adjacent properties but the overhang roof to the front veranda will extend beyond this line by approximately one metre, however this is not considered to have an adverse impact on the street scene in this instance. With regard to the proposed scale, form and design of the new dwelling when viewed in context with adjacent properties and other dwellings within the street scene the proposal is considered to be in-keeping and will complement the site with its traditional scale, form and design. The materials proposed are considered to be appropriate and provides an integrated approach to sustainable design which can be supported.

Amenity and Privacy:

Policy 30 of the LDP states that development will not be permitted where it has an unacceptable impact on amenity. The proposed use of the land to site a dwelling is considered appropriate given the character of the surroundings and the pattern of the development in the area. The development is of a scale that would, on balance, be compatible with the plot, and would not be visually intrusive to the existing street scape and would not be considered of a scale or density that would cause significant noise or disturbance.

A letter of objection has been received from the neighbour at Cartref who indicates that the proposed height of the dwelling remains unsympathetic with the existing dwellings in the vicinity, all of which are lower in height and visually discordant with the local area. The letter also states that the footprint of the dwelling is also anomalous with neighbouring dwellings in terms of both width and depth again making it visually discordant with the local area. Finally the letter states that the proposed siting of the dwelling virtually abutting the boundary fence, and its height and depth would be intrusive to Cartref and would severely impact on the privacy from the proposed windows on the north-west elevation and level of day light from the siting of the dwelling.

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In response to these concerns it is considered that the current design incorporates no first floor windows except one roof light facing the adjacent neighbour at Cartref and this serves a hallway and landing and therefore would not be considered to have an impact on the neighbour's privacy. The two remaining windows on this elevation are located at ground floor level and whilst these do face the neighbour's property the existing boundary fence will be retained and assist in reducing any overlooking impact. In respect of the impact on daylight to the neighbour's property it is not considered that the new dwelling will have an adverse impact on this, given the separation distance between the properties, the location of the neighbour's fenestration and the position of the new dwelling within the plot. The letter also raises issues with the scale, form and height of the new dwelling and for the reasons set out in earlier paragraphs it is considered that the scale, form and height of the proposed dwelling are acceptable in this instance.

Highway Matters:

Policies 52 and 53 of the Local Development Plan refer to traffic impacts of proposed development. The submitted information shows the creation of a new site access with associated driveway and turning areas along the eastern side of the site. The application has been supported with a Transport Statement that states that the development will result in an estimated 2 private car trips per day, 2 pedestrian ones, and 1 bike trip to the site.

The Highways Authority has been consulted on the application and have raised no objection to the proposal subject to conditions concerning access arrangements, visibility splays, and on-site parking and turning provision.

Landscaping:

The application has been supported with layout and elevation drawings which indicate the retention of the adjacent close boarded timber fences to the east and west boundaries. These drawings also indicate a new traditional Pembrokeshire hedge bank to the front boundary and an indigenous species hedge and stock proof fencing to the rear boundary. Within the site the remaining amenity areas are covered with grass and block paviors.

The Authority's Tree and Landscape Officer was consulted and has recommended that additional information would be required prior to commencement of development in respect of the proposed method for protecting the retained trees on the site, clarification of any pruning to trees and hedge lines together with details of new planting to the rear of the site. It is considered that the above issues can be dealt with by planning condition(s).

Biodiversity:

PPW, TAN5 and LDP policy 11 requires biodiversity and landscape considerations to be taken into account in determining individual applications. The presence of a species protected under UK or European legislation is a material consideration when dealing with applications that are likely to result in disturbance or harm to the species or its habitat.

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The PCNPA Ecologist has commented on the application stating that a protected species survey is not required as there is low likelihood of protected species being found at the development site or that there would be any adverse impact on the habitat or species as a result of the development. In addition to this, conditions relating to any external lighting scheme for the scheme will need to be sympathetic to foraging bats in the vicinity prior to commencement of works. As such, the proposal conforms to the relevant requirements of PPW, TAN5 and LDP policy 11.

Land Stability:

The site lies in a High Coal Risk Area, whereby Planning Policy Wales confirms that the responsibility for determining the extent and effects of unstable ground remain with the developer, and that the responsibility and subsequent liability for safe development and secure occupancy of the site rests with the developer and / or landowner (paragraphs 13.9.1 and 13.9.2 respectively). The Coal Authority is a statutory consultee for development within defined coal mining areas, and there is a duty on the National Park Authority to consider ground stability issues when determining applications within these areas.

The application has been supported with a Coal Mining Risk Assessment Desk Study Report, which has been considered by The Coal Authority. After having considered the Report they do not raise objections to the current proposal subject to condition(s) requiring site investigation works prior to commencement of development, and in the event of that the site investigations confirm the need for remedial works to treat the areas of shallow mine workings to ensure the safety and stability of the proposed development, these are undertaken prior to commencement of the development.

Land Drainage:

Policy 29 of the LDP requires all development proposals to be well designed in terms of water and drainage (criterion 'h'); policy 32 requires development proposals to incorporate sustainable drainage systems for the disposal of surface water on site. The proposal provides new roof areas within the site and the surface water runoff from these areas will be directed to a new soakaways located within the site. Foul water will be directed to the mains foul sewer. Natural Resources Wales (NRW) and Dwr Cymru Welsh Water (WW) have been consulted as part of the application process, NRW do not raise any adverse comments on the current proposal but ask for an informative to be added to any consent issued to cover foul drainage and surface water drainage. No response from WW has been received and a verbal report will be given at the meeting.

Conclusion

This full application proposes the erection of a detached one and a half storey dwelling on the plot of land between Cartref and Fernlea, Nolton Haven. The

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proposal has been carefully considered against all material considerations and the relevant national and local development plan policies.

This proposed scheme is considered to have a scale, mass, form and detailed design which is considered to be acceptable. The proposal will provide adequate parking for the new dwelling, and the design will ensure the amenity and privacy of neighbours is maintained and protected along with the special qualities of the National Park when viewed from the immediate and wider landscape. It is noted the applicant has addressed three of the four reasons for refusal on the previous outline application under NP/13/0134, however the current proposal is considered to be contrary to Policy 7 of the Local Development Plan due to the limited public transport to provide accessibility to this open market dwelling.

Therefore on balance whilst the proposed dwelling is considered to have an acceptable design, contributes towards affordable housing and does not have an adverse impact on neighbours, the dwelling is not considered to be accessible in accordance with the requirements of Policy 7, 'Accessibility Assessment' SPG and Planning Policy Wales (Edition 7, July 2014) and therefore is recommended for refusal for this reason only.

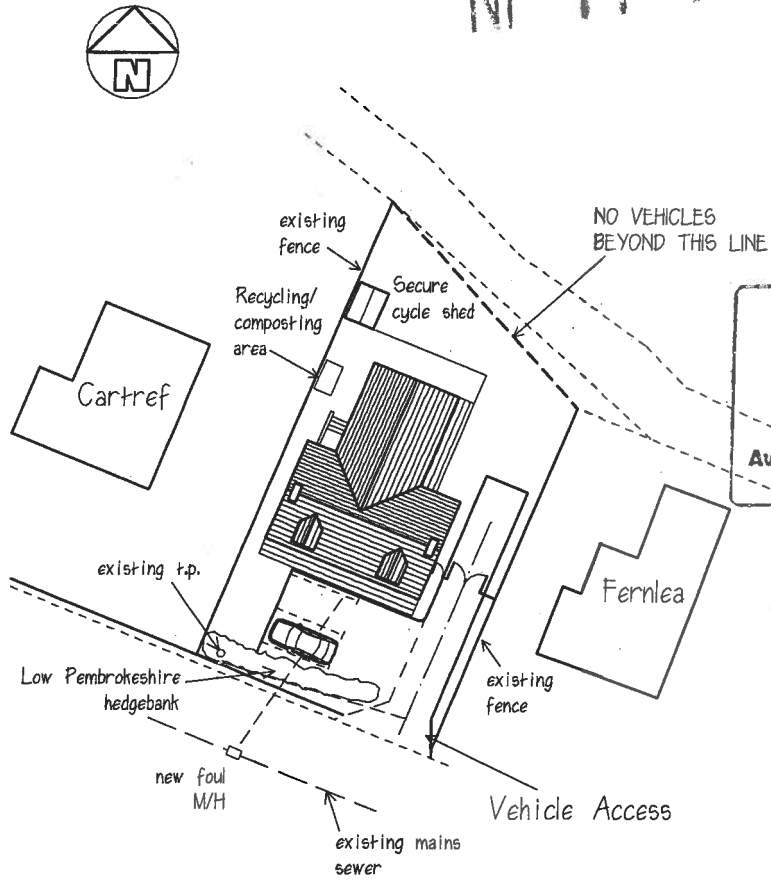
Recommendation

The application be refused for the following reason:

Reason

Policy 7 of the Pembrokeshire Coast National Park Local Development Plan states that development will only be permitted where (amongst other criteria) it constitutes sensitive infilling to isolated groups of dwellings, and that the release of land will depend on the character of the surroundings and the pattern of development in the area. Priority will be given to meet affordable housing needs, and the release of land will depend on the character of the surroundings, the pattern of development in the area and the accessibility to the Centres. There is insufficient year-round public transport provision to provide an alternative to the private car for an open market dwelling. This lack of accessibility and the resulting reliance on the private car means that the proposal is contrary to the requirements of Policy 7 of the Local Development Plan, 'Accessibility Assessment' SPG and Planning Policy Wales (Edition 7, July 2014) which seek to ensure that development is located in a sustainable location which is accessible by means other than the private car.

NP 14 5 32



Pembrokeshire Coast
National Park Authority

- 2 OCT 2014

Awdurdod Farc Cenedlaethol
Arfordir Penfro

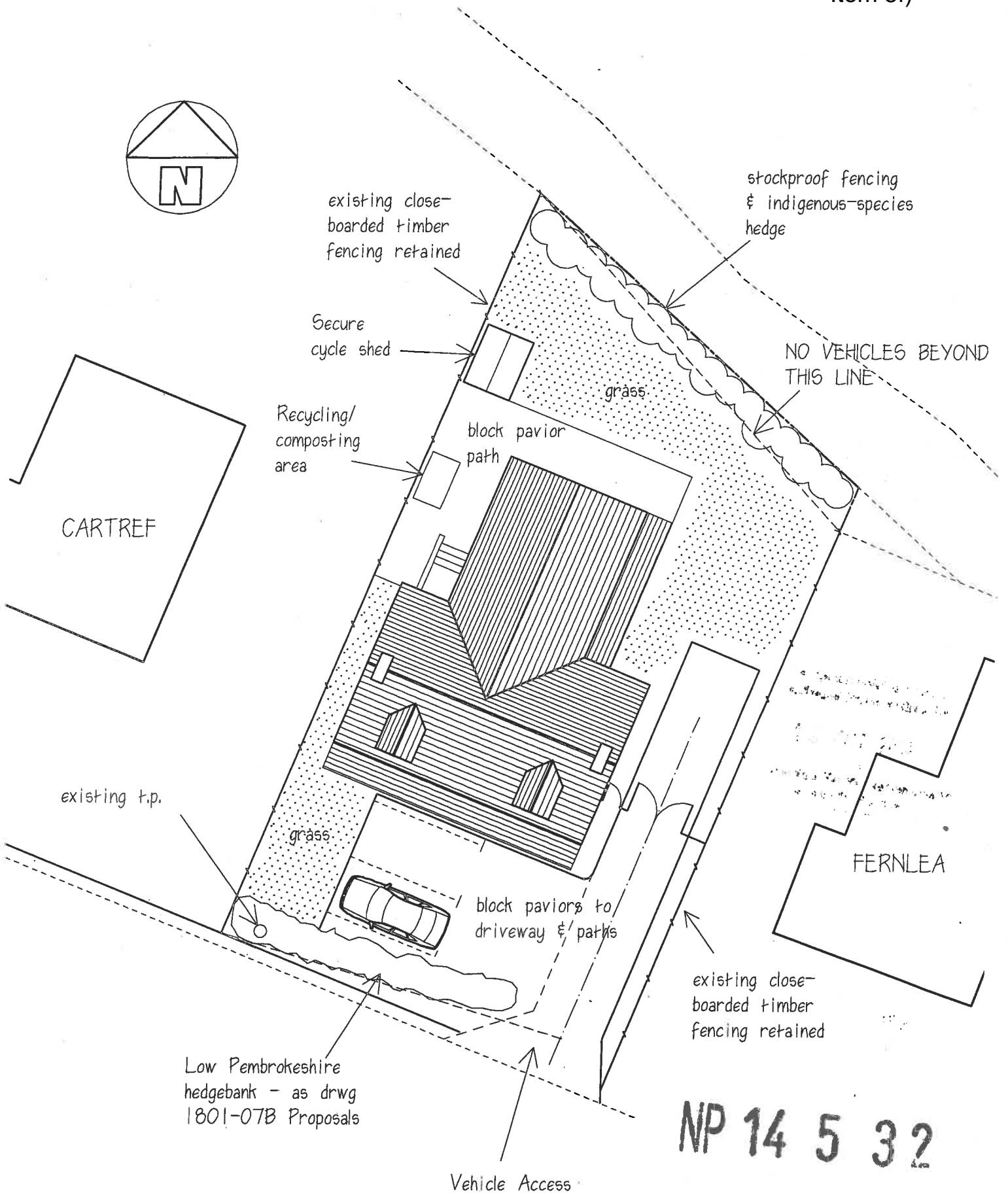
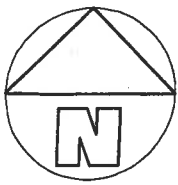
SITE PLAN

Scale 1:500



SCALE 1:500	TITLE PLOT BETWEEN CARTREF & FERNLEA, NOLTON HAVEN PROPOSED SITE PLAN
DATE July 2014	
DRAWN IMcD	
DRG. No. 1801/08	KIMPTON DURHAM JOHN ASSOCIATES 10-12 TOWER HILL, HAVERFORDWEST, PEMBS. Tel: (01437) 767088 Fax: (01437) 769830





ALE 1:200	TITLE
TE Oct. 2014	PLOT BETWEEN CARTREF & FERNLEA, NOLTON HAVEN
AWN IMcD	PROPOSED BLOCK PLAN

G. No. 801109	KIMPTON DURHAM JOHN ASSOCIATES 10-12 TOWER HILL, HAVERFORDWEST, PEMBS. Tel: (01437) 767088 Fax: (01437) 769830	
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<p>1 CONTRACTOR IS RESPONSIBLE FOR ALL SETTING OUT AND MUST CHECK DIMENSIONS ON SITE BEFORE WORK IS PUT IN HAND</p>	
<p>2 ARCHITECT TO BE IMMEDIATELY NOTIFIED OF SUSPECTED OMISSIONS OR DISCREPANCIES</p>	
REVISIONS	DATE
A) SCALE APPLIED	09.12
B) Converted to Site Location Plan only.	07.14
C) Red line added.	10.14

LOCATION PLAN

SCALE 1:1250



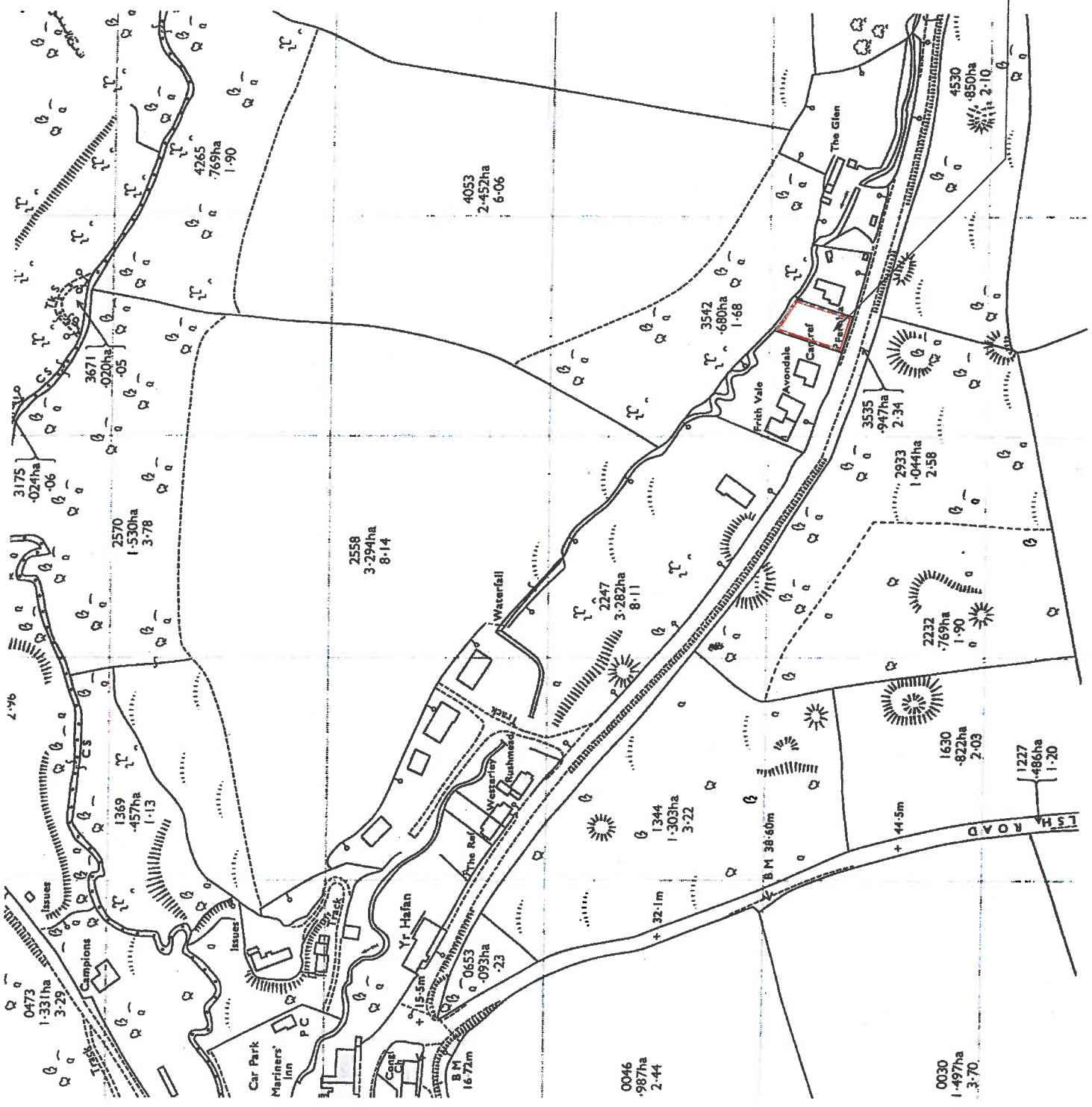
PROPOSED PLOT BETWEEN, CARTREF & FERNLEA, NOLTON HAVEN, HAVERFORDWEST, PEMBROKESHIRE.

PROPOSED SITE & LOCATION PLANS

KIMPTON DURHAM JOHN ASSOCIATES
 ARCHITECTS AND TOWN PLANNING CONSULTANTS
 FOWLES HOUSE, 10-12, TOWER HILL, 1ST FLOOR
 HAVERFORDWEST, PEMBROKESHIRE SA61 1SR
 Tel: (01437) 767088 Fax: (01437) 769850

SCALE 1:1250 at A2
 DATE APR. 2006
 DRAWN A.J.D.

REV. **1801106 C**



Permitted under Section 22 of the Planning Act 1990
 21 OCT 2014

PROPOSED SITE

REVISIONS	DATE
A) Floor slabs of house bearing the corner masonry.	04/16
B) Detail and dimensions added.	07/14

NOTES

ROOF COVERING TO BE BLUE/BLACK BUTT-JOINTED ROSE TILES

WALLS CEMENT SAND RENDERED, SMOOTH FINISH AND PAINTED, COLOUR FROM DULUX HERITAGE RANGE.

WINDOWS AND DOORS: TIMBER, PAINTED TO COMPLEMENT WALL COLOUR.

WITH REFERENCE TO MANNING RISK ASSESSMENT REPORT (M 0452), FOUNDATIONS TO BE FULLY REINFORCED TO SPAN A 3-METRE VOID (STRUCTURAL ENGINEER TO ADVISE)

Proposed Building Code
National Plans Authority
- 2 OCT 2014
Architectural Plans Administration

NP 14 5 32



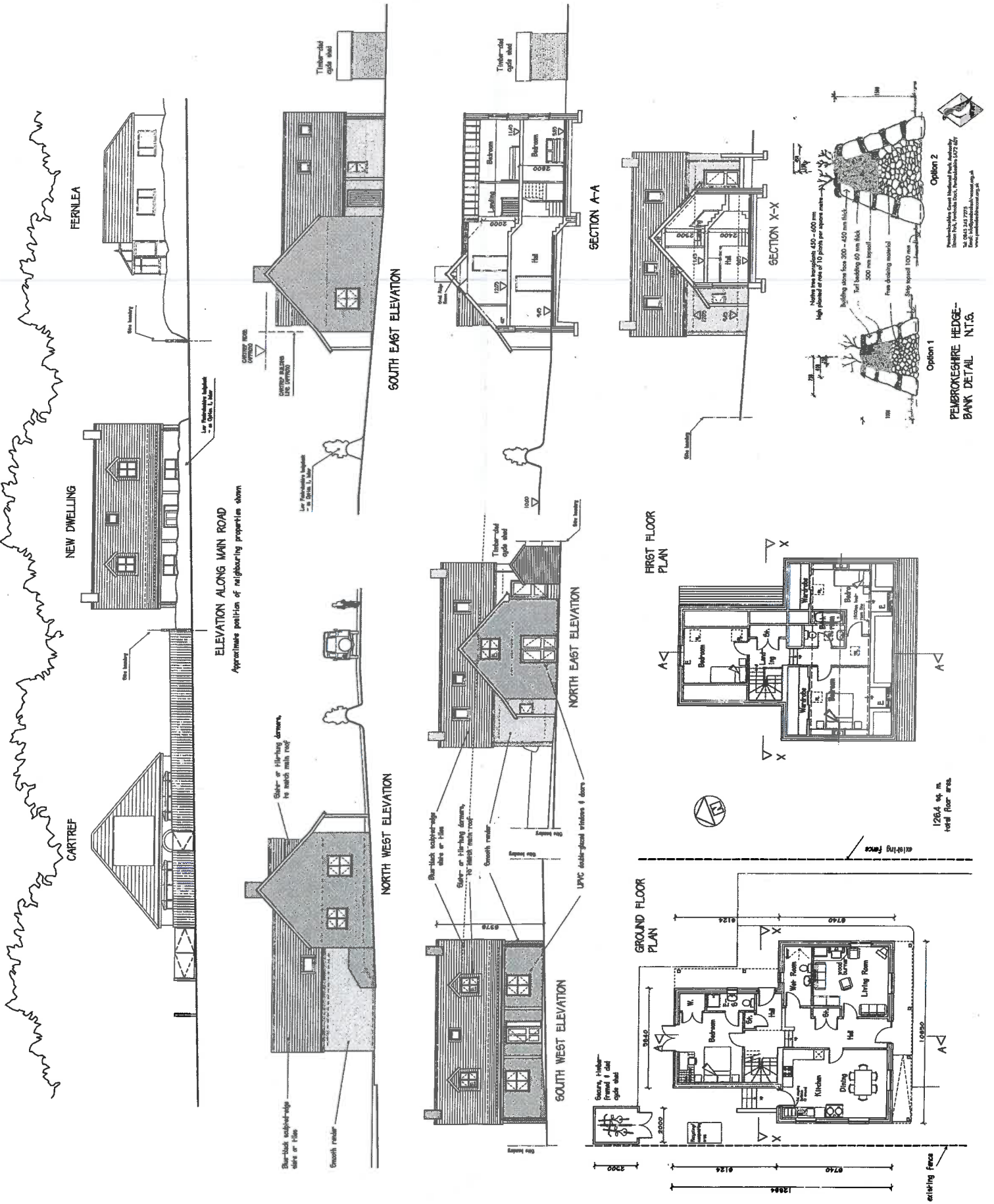
PROPOSED PLOT BETWEEN, CARTREF & FERNLEA, NOLTON HAVEN, HAVERFORDWEST, PEMBROKESHIRE.

Item 5f)

PROPOSED PLANS, SECTIONS & ELEVATIONS

KIMPTON DURHAM JOHN ASSOCIATES
ARCHITECTS AND TOWN PLANNING CONSULTANTS
10, GLOUCESTER HALL,
HAVERFORDWEST, PEMBROKESHIRE, SA61 1SR
TEL: (01437) 670988 FAX: (01437) 788800

REV: 1801/07B
DATE: MAR 2014
DRAWN: JED



126.6 sq m. total floor area.

PEMBROKESHIRE HEDGE-BANK DETAIL N.T.S.

Option 1
Option 2

Notes: Use bricks from 450 - 600 mm high placed in line of 10 points per square metre.
Building stone from 300 - 450 mm thick.
Fur bedding 40 mm thick.
300 mm topsoil.
Free draining material.
Slope against 100 mm.