

## Item 5 - Report on Planning Applications

**Application Ref: NP/16/0536/FUL**

<b>Case Officer</b>	Caroline Bowen		
<b>Applicant</b>	Mr & Mrs A Case		
<b>Agent</b>	Mr A Vaughan-Harries, Hayston Development & Planning		
<b>Proposal</b>	Two storey dwelling in garden		
<b>Site Location</b>	18, Wheelers Way, Manorbier, Tenby, Pembrokeshire, SA70 7TU		
<b>Grid Ref</b>	SS08019800		
<b>Date Valid</b>	06-Oct-2016	<b>Target Date</b>	30-Nov-2016

**Summary**

This application is reported to the Development Management Committee at the request of a Member of the Authority.

Full planning permission is sought for a detached dwelling, to be constructed on the front garden of an existing dwelling, located on the eastern outskirts of Manorbier. The application site falls just within the Rural Centre Boundary for Manorbier, as defined for the purposes of the Local Development Plan.

Following consultation, no objections have been received from statutory consultees. A letter of objection has been received from neighbours, which, in summary, raises concerns in respect of access, highway safety, the relationship between the size of the proposed dwelling and the size of the proposed plot, and the impact of the development on amenity, privacy and aspect.

Following detailed consideration of the application – which is a re-submission following a refusal of planning permission earlier in 2016, under the Authority's delegated powers - it is noted that the application plot is smaller in scale than the original neighbouring plots; and that the proposed siting and orientation of the property – lying between, and being faced by, two existing dwellings - would result in an insufficient level of private amenity space for a two-storey, 3 bedroom property. Therefore, whilst the site falls within the rural centre boundary, and the design and external materials to be used would be considered to be in keeping with the relatively modern appearance of the existing dwellings on Wheelers Way, officers consider that the proposal would result in a detrimental impact on residential amenities for both neighbouring properties and future occupants of the proposed dwelling and cannot be supported. The recommendation is therefore one of refusal.

**Consultee Response**

**PCNPA - Tree and Landscape Officer:** Further information is required to allow for an informed response to be made however a condition in respect of Landscaping and Tree Protection could be applied to any planning permission granted to ensure that the necessary information is made available prior to the commencement of the development.

**PCNPA - Park Direction:** No further comments to add to comments made on previous refused application, 16-0326.

**MOD:** No objection

**Dyfed Archaeological Trust:** No objection

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**Dwr Cymru Welsh Water:** Conditional Consent

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

**Manorbier Community Council:** Approve

**Natural Resources Wales:** No adverse comments - to make with regards to the proposed development. Please note that this does not rule out the potential for the proposals to affect other interests, including environmental interests of local importance. The applicant should be advised that, in addition to planning permission, it is their responsibility to ensure that they secure all other permits/consents relevant to their development.

**PCNPA - Ecologist:** No adverse comments

### Public Response

The application has been appropriately advertised in accordance with the statutory requirements. A letter of objection has been received from neighbours to the application, raising the following concerns;

- Our road was constructed approximately in the 1960's and in modern day standards is very narrow and as a result two cars cannot pass each other. For this to take place either cars pull into driveways or wait at the turning head. In addition, the turning head is used on a daily basis by a minibus for school pick up and drop off, weekly by the refuse lorries and very frequently by delivery lorries of all kinds not to mention cars. These large vehicles regularly back onto private driveways in order to make way for other vehicles... ..we feel that allowing another driveway to be created on this area would increase the risk of an accident occurring at present our two driveways (No. 17 and 19) converge, but adding another driveway in the same area would significantly increase the risk that 3 vehicles could reverse at the same time into the same space.
- Whilst the application has created 2 parking spaces, it would be quite possible that a 3-bedroom house may attract a 3 car family and naturally visitors from time to time. The result would be that these additional cars would create an on street parking problem and increase the risk of an accident occurring in an already tight turning area.
- The development is out of scale with the plot size and out of character with the street scene. This would change the outlook of the whole street with its large gardens and open countryside views.
- We are concerned that this new development is 16 metres from the front of the property at No. 19. This would reduce significantly, light afforded to this property. Surely this would be the case for the applicants' property too? In addition, the new development would afford no privacy as both No. 18 and 19 would look directly into both garden areas.

### Policies considered

Please note that these policies can be viewed on the Policies page of Pembrokeshire Coast National Park website -

<http://www.pembrokeshirecoast.org.uk/default.asp?PID=549>

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LDP Policy 01 - National Park Purposes and Duty  
 LDP Policy 06 - Rural Centres  
 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 44 - Housing  
 LDP Policy 45 – Affordable housing  
 LDP Policy 52 - Sustainable Transport  
 LDP Policy 53 - Impacts on traffic  
 PPW8 Chapter 03 - Making and Enforcing Planning Decisions  
 SPG08 - Affordable Housing  
 TAN 12 - Design

### **Constraints**

Special Area of Conservation - within 500m  
 LDP Mineral Safeguard  
 Historic Landscape  
 Safeguarding Zone  
 Hazardous Zones  
 LDP Centre:50pc aff housing;30 units/ha  
 Recreation Character Areas

### **Officer's Appraisal**

#### **Background**

The application site is located to the easternmost edge of Wheelers Way, and is part of the front garden to No.18 - the last dwelling on the southern flank of the cul-de-sac. There is no existing access to the proposed plot itself. A new access will be created, retaining the existing access to the north-west corner of No. 18 for use by that dwelling alone.

The plot falls within an existing residential cul-de-sac, which has a distinct character. The relatively modern large properties are set out in two 'rows' and have generous front and rear gardens. The application site itself is currently laid out as domestic lawned garden, with a mature hedge and timber fencing to the boundary. There is a very gentle rise in ground level up to the north.

#### **History**

- NP/16/0326/FUL – Proposed two storey dwelling in garden. Refused.

Pre-application advice was originally sought on the proposal, and officers advised that whilst the principle of housing within the rural centre was acceptable, it was considered that there was insufficient space to accommodate an additional dwelling within the front garden of No.18 without having a significant adverse impact on the host dwelling and other adjoining dwellings within the estate.

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### **Current Proposal**

Full planning permission is sought for the creation of a single detached dwelling, by dividing the front garden of No. 18 Wheelers Way; together with the creation of a new separate access for the new dwelling

The new dwelling will be two storey in scale, and sited centrally on the plot. The new access will entail creating an opening to the existing western boundary hedge, and creating a short pull-in area leading to a hardstanding to the front of the new dwelling which will accommodate 2 cars. A garden area will be retained to the rear of the house, and a new 1.8m close board timber fence will be erected to the northern and southern plot boundaries. To the eastern boundary, the close boarded fence will be 1.2 metres in height.

### **Key Issues**

The application raises the following planning matters: -

- Policy
- Siting and design
- Amenity and Privacy
- Access and parking
- Landscaping
- Biodiversity
- Drainage/Water issues
- Other material considerations

### *Policy*

The site lies within the Rural Centre boundary of Manorbier as defined under Policy 6 of the Pembrokeshire Coast National Park Local Development Plan. As such, the principle of a dwelling in this location is acceptable.

On proposals for single residential dwellings, Policy 45 (d) states that to deliver affordable housing, the Authority will - as part of the overall housing provision - seek a commuted sum to help with the delivery of affordable housing. For this proposal, the commuted sum is levied at £250 per square metre of gross internal floor space. The applicant indicates in the planning statement that the proposal will result in a contribution of £28,500, and whilst there is written confirmation that a legal agreement will be entered into, the agreement has not yet been forwarded to the Authority.

### *Scale, siting and design*

Policy 15 refers to the conservation of the Pembrokeshire Coast National Park, with criteria (b) and (c) resisting development that would be insensitively and unsympathetically sited within the landscape, and would introduce or intensify a use which is incompatible with its location. The scale of the new property is two-storey, and, when viewed against the wider street scene, the new property would be comparable in height. However, the proposed plot is smaller in size than the prevailing plot sizes at this location, and thus, officers consider that the creation of a new dwelling would be out of keeping with the existing plot sizes and site characteristics, which are particularly well-defined within this cul-de-sac. The new dwelling would not have sufficient private

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garden space, as the new dwelling will be sited between two existing dwellings with their main elevations looking toward the new property and plot, and the amount of garden space proposed for the three-bedroom property is considered to be insufficient in area. Officers note that the applicant proposes close board fencing to provide privacy however, on a plot of this size, this is likely to result in a cramped, restricted appearance, which would be at odds with the open nature of the street scene.

### *Amenity and Privacy*

Policy 30 seeks to avoid incompatible development and significant adverse impact upon the amenity enjoyed by neighbouring properties, particularly where the development is an inappropriate use, is of a scale incompatible with its surroundings, development leads to an increase in traffic, noise, odour or light or the development is visually intrusive.

Whilst the proposed dwelling would be considered compatible with the existing use of the site, the plot size is such that the siting of a new dwelling, together with off-street parking and garden space would result in a development that would not be in keeping with its surroundings, and result in a proposal that would be considered harmful to the character of the developed setting.

In respect of privacy, the new dwelling will sit between Nos. 18 and 19 on part of the front garden of No.18, and the new dwelling will have blank elevations to both the north and the south. The distance between the front elevation of No. 18 and the new dwelling is 10 metres, and to No. 19, the separation is 16 metres. However, both existing properties have upstairs windows which will look over the plot and No. 18 will overlook the boundary of the proposed dwelling at a distance of 7 metres. It is considered, therefore, that there is insufficient separation between the existing properties and the new property to ensure that there would be adequate private garden space to the new plot.

### *Access and parking*

Following consultation, the Highways Authority recommended conditional consent, advising that '*...a good provision for off-street parking is offered with this application. The proposed one metre verge is important and will help when large vehicles use the turning head. The kerbs will need to be lowered which requires a further notice of consent...*'

### *Landscaping*

The application site does not fall within a Conservation Area, and there are no tree preservation orders on the application site. The accompanying planning statement states that the conifers along the site frontage will be removed, together with one garden specimen tree. To compensate for this, supplementary planting is proposed within the plot and along the peripheries to strengthen amenity and privacy. The Authority's Tree and Landscape Officer has recommended conditional consent, requiring further details in respect of the hedge bank construction details, retained hedge protection and site specific details of proposed landscaping and new planting.

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### *Biodiversity*

Following consultation, the Authority's Ecologist had no comments to make in respect of the proposal.

### *Drainage/Water issues*

Policy 32 of the LDP requires development to incorporate sustainable drainage systems for the disposal of surface water on site.

Both Natural Resources Wales (NRW) and Welsh Water have been consulted as to the impact of the proposal on the water and drainage environment. NRW has raised no objection to the proposal. Welsh Water has raised no objection to the proposal subject to a condition concerning drainage.

### *Other material considerations*

Following the earlier refusal in 2016, the applicant has submitted a planning statement with this resubmission. This document is available to view in full on the planning file but can be summarised as follows;

- In determining the application, the need for any new development to mirror that of the surrounding properties in terms of plot size was overemphasized.
- The proposed dwelling is designed as a focal feature property acting as a 'full stop' to the development of the estate, and forms a nice vista to complete the buildings within the cul de sac.
- The proposed dwelling has been deliberately designed not to reflect any of the architectural features of the surrounding properties. A hipped roof property with a projecting gable wing at the front is a welcoming feature at the end of the cul de sac reflecting a more traditional approach to design.
- The reduced garden size of the new property still would meet minimum requirements, and a variety of garden sizes meets different market demands. It should also be noted that living on a residential estate (irrespective of size of plots) inevitably results in an element of overlooking of neighbouring properties. This is an inevitable consequence of living in an urban environment.
- There is an example of development with reduced amenity and garden space at the end of Hounsell and Gray Avenues, nearby.
- The officers' report dismissed the Community Council's support as not being a material consideration. This is disrespectful to the Community Council.

### **Conclusion**

Officers consider that the proposed dwelling would not be acceptable at this location as it is shown that the size of the proposed dwelling plot would be out of keeping to that of neighbouring plots in the immediate street scene.

Whilst the proposed design and external materials to be used would be considered to be in keeping with the relatively modern appearance of the existing dwellings at Wheelers Way, the size of the plot and its proximity to neighbouring properties is considered to result in insufficient private garden

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and amenity space for a three-bedroom dwelling and would materially harm the existing amenity and privacy enjoyed by the immediate neighbours.

Whilst recognising that varying density can make places interesting, the character at this location is of a looser density, and officers consider that new development should take account of the prevailing relationship of buildings to landscape. The spaces around dwellings and buildings are equally as important to a streetscape as those structures themselves, and, in this countryside-edge location, the space and openness is considered important to maintain. As such, officers consider that the proposal cannot be supported and the recommendation is of refusal.

In respect of the original response from Manorbier Community Council, it had advised on the original application that it supported the proposal, but noted the high cost to the applicant of the affordable housing contribution. The original officer report stated that *'The Authority's scheme of delegation states that where the officer recommendation is contrary to the Community Council view, the application is reported to committee. However, this is in the case where the Community Council view is a material planning consideration. In this instance, the view of support is not substantiated therefore, the application will be determined under the Authority's approved scheme of delegation.'*

It was clear from the response that whilst support was indicated, no clear reasoning for the recommendation was provided, thus officers were unable to judge whether the support was based on land use planning reasons. The Authority's adopted scheme of delegation is clear in that;

*'Any application that is to be determined contrary to the view expressed by the Community Council, where that view is a material planning consideration. The only reason for bringing an item to Committee in these circumstances should be based on a material planning consideration. The comment 'support' or 'object as it is retrospective' would not be judged a sufficient reason to bring an item to Committee if the officer recommendation was contrary.'*

### **Recommendation**

That the application be refused for the following reasons:

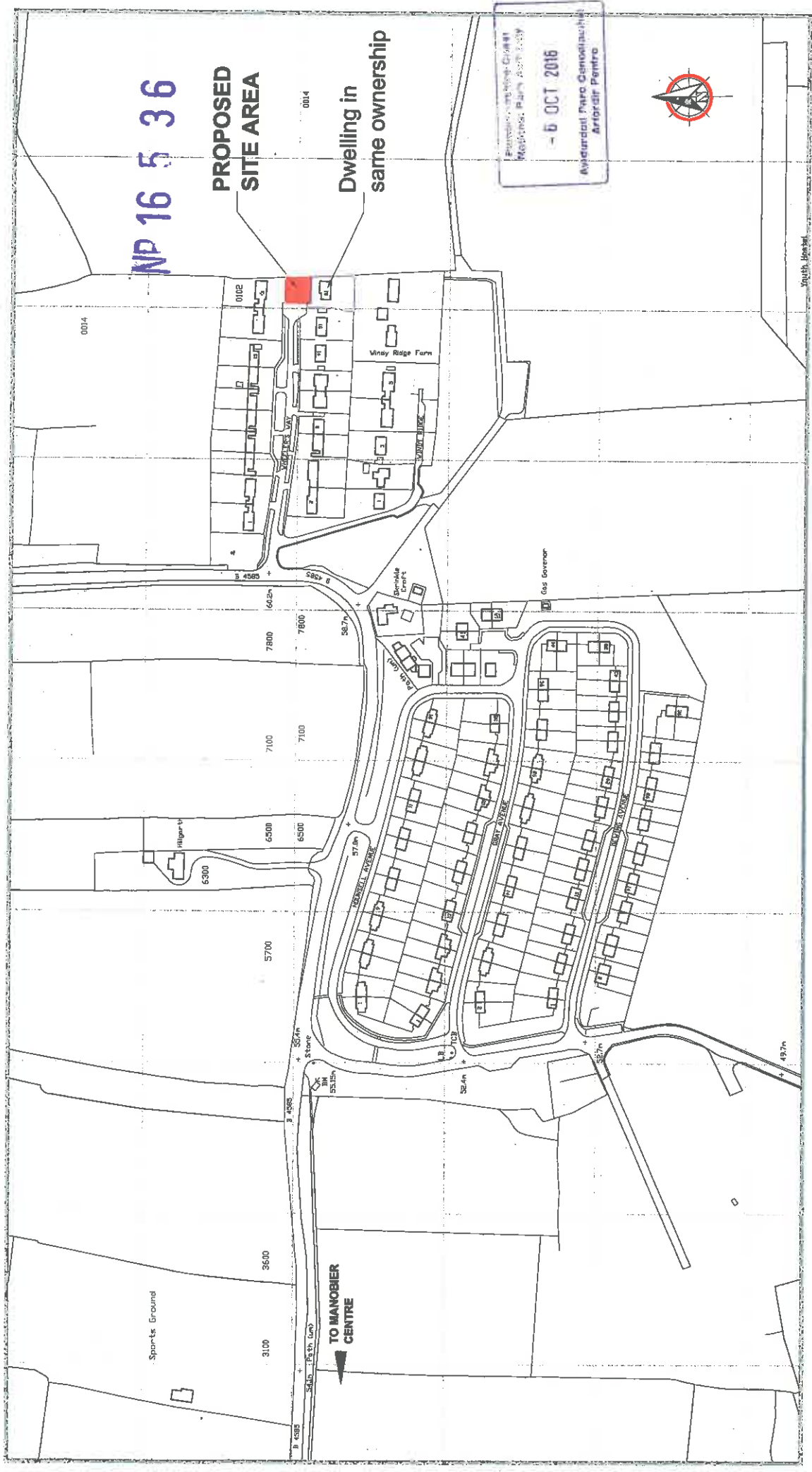
1. The proposed development – by virtue of its scale, the plot size and the proximity of the site to neighbouring properties would result in a lack of private garden space to the new dwelling, to the detriment of the residential amenities of the future occupants of the development. As such, the proposal would be contrary to Policies 15 (Conservation of the Pembrokeshire Coast National Park - criteria 'b' and 'c'), and 30 (Amenity – criterion 'b') of the Pembrokeshire Coast National Park Local Development Plan.

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2. The proposed development by virtue of its siting and plot size would be out of character with the existing built form and open character at this location resulting in a harmful and inappropriate development to the detriment of the existing character and appearance of the locality. As such, the proposal would be contrary to policies 8 (Special Qualities criterion 'b' and 'c') and 15 (Conservation of the Pembrokeshire Coast National Park - criteria 'b' and 'c'), of the Pembrokeshire Coast National Park Local Development Plan.
  
3. The application fails to deliver the required on-site affordable housing, contrary to the requirements of Policy 6 (Rural Centre - criterion 'a') and Policy 45 (Affordable Housing - criterion 'd') of the Pembrokeshire Coast National Park Local Development Plan, as well as guidance contained within Supplementary Planning Guidance – Affordable Housing (Adopted November 2014) and Technical Advice Note 2 (Planning and Affordable Housing).



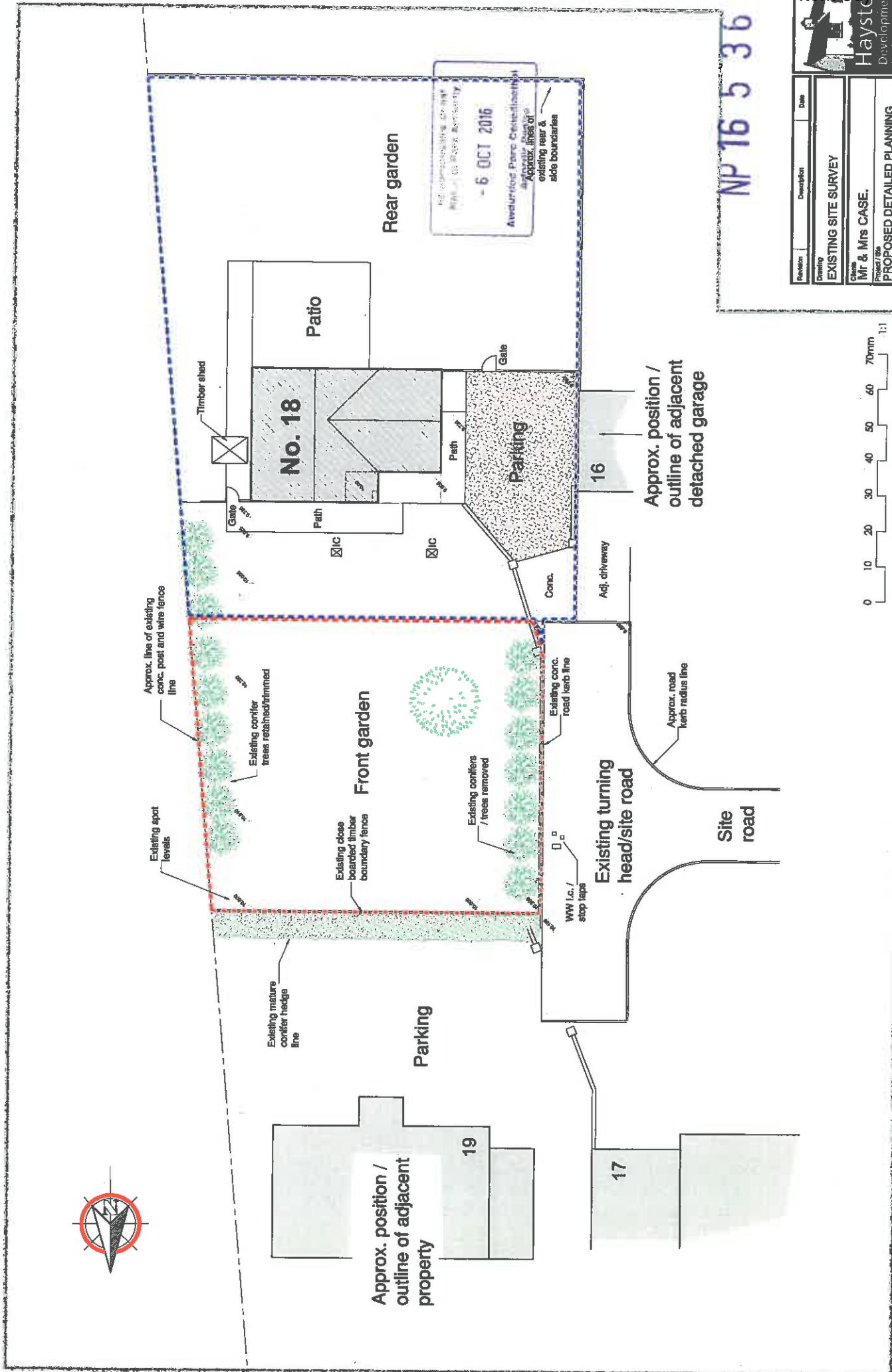


Revision	Description	Date
Drawing	LOCATION PLAN	
Client	Mr & Mrs CASE.	
Project / Site	PROPOSED DETAILED PLANNING APPLICATION FOR NEW DWELLING WITHIN FRONT GARDEN AREA OF No.18 WHEELERS WAY, MANOBIER.	
Drawing Number	<b>P01</b>	
Scale	1:2500	
Date	MAY 2016	

**LOCATION PLAN** Scale 1:2500

0 10 20 30 40 50 60 70mm

1:1 A3 DRAWING SIZE



RE-ASSESSING OF NPV  
 WITHIN 10 YEARS OF EXPIRY  
 - 6 OCT 2016  
 Auraland Parc Cetera (2015)  
 Approx. lines of  
 existing rear &  
 side boundaries

NP 16 5 36

Item 507

**Hayston**  
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Revision	Description	Date
1	EXISTING SITE SURVEY	

Client: Mr & Mrs CASE.

Project / Ref: PROPOSED DETAILED PLANNING APPLICATION FOR NEW DWELLING WITHIN FRONT GARDEN AREA OF NO. 18 WHEELERS WAY, MANOBIER.

Drawing Number: **P02**

Revision: 1/200

Date: MAY 2016

**EXISTING SITE SURVEY** Scale 1: 200

A3 DRAWING SIZE



New 1.2m close boarded fence to rear boundary, replacing existing conc. post and wire fence.  
 Approx. line of existing conc. post and wire fence line

Existing stock proof fence maintained and protected.  
 Oil storage tank, 1.8m from building, 760mm from hedge  
 Existing site levels shown thus.

Existing conifers retained & trimmed back in width / height.  
 Existing hedge line protected.  
 Existing close boarded fence replaced with new 1.8m high timber fence

Drive / Parking area for 2nd. car spaces  
 New block rendered front wall / pliers across frontage joining with existing wall to No. 18  
 New drop kerb access into plot

Approx. position / outline of adjacent property

Parking / drive

Existing stock proof fence maintained and protected.  
 Oil storage tank, 1.8m from building, 760mm from hedge  
 Existing site levels shown thus.

Existing conifers retained & trimmed back in width / height.  
 Existing hedge line protected.  
 Existing close boarded fence replaced with new 1.8m high timber fence

Drive / Parking area for 2nd. car spaces  
 New block rendered front wall / pliers across frontage joining with existing wall to No. 18  
 New drop kerb access into plot

Approx. position / outline of adjacent property

Parking / drive

Existing turning head / site road  
 Site road  
 Existing conc. road kerb line  
 Approx. road kerb radius line

Existing stone pier / wall reduced in length with pier re-built on line of new wall.  
 1m grass / landscaped verge maintained for possible service strip

Approx. position / outline of adjacent detached garage

Timber shed  
 No. 18  
 Patio  
 Rear garden

Surface / driveway / decked to S. / concrete, subject to council consent

Path  
 Gate  
 Path  
 Gate

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 Gate

NP 16 5 36  
 Approx. lines of existing rear & side boundaries

Planning & Building Control  
 - 6 OCT 2016  
 Approved Plans: 2016/0101

Proposed Dwelling Areas  
 Garden area= 313m<sup>2</sup>  
 Ground Floor area = 57m<sup>2</sup>  
 First Floor area = 57m<sup>2</sup>  
 Total Dwelling floor area= 114m<sup>2</sup>

Revision	Description	Date
01	Issued	
02	Proposed Site Layout	
03	Client: Mr & Mrs CASE.	
04	Project / Site: PROPOSED DETAILED PLANNING APPLICATION FOR NEW DWELLING WITHIN FRONT GARDEN AREA OF NO. 18 WHEELERS WAY, MANOBIER.	
05	Drawing Number: P03	Revision: 1:200
06	Scale: 1:200	Date: MAY 2016

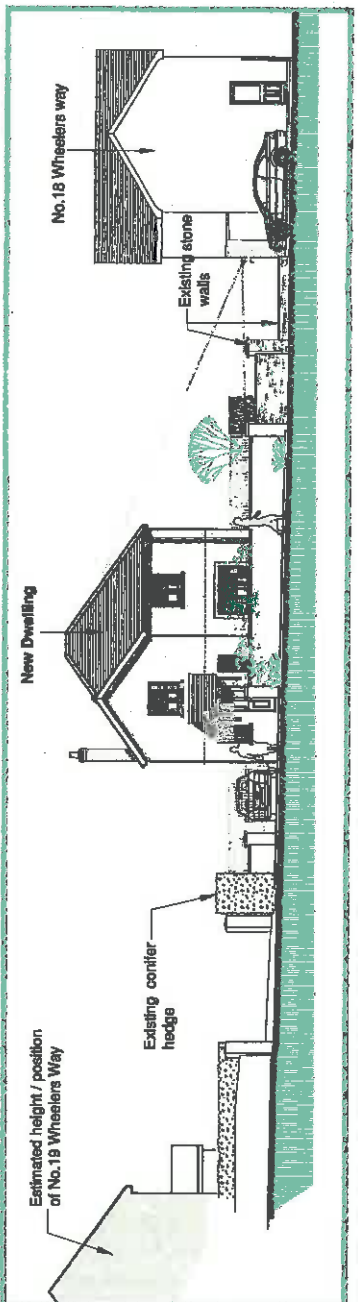
Item 56

**Hayston**  
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 www.haystonplanning.co.uk

**LANDSCAPING**

- Paving/turning area paved with permeable (grit) brick or block pavements
- Drive apron - Tarmac finish
- Patio - concrete paving slab or perfor floor finish.
- Grassed garden areas to dwelling.
- New grassed earth bank 800mm high with native planting on top
- Variety of native amenity shrubs types To be agreed.
- New earth-mature tree
- 1.8 / 1.2m new close boarded fence



**PROPOSED SITEPLAN** Scale 1:200

**ROAD VIEW IN CONTEXT** Scale 1:200

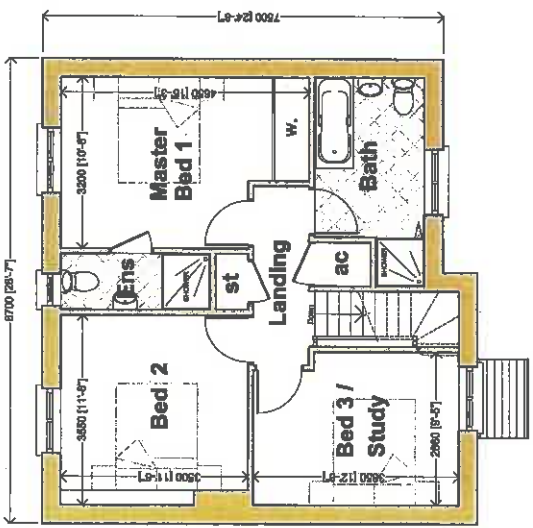




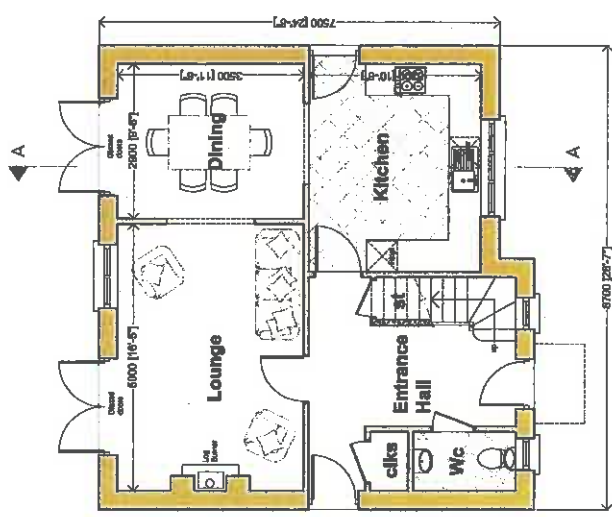
NP 16 5 36

Planning Committee Coast  
 North West Reg. X Authority  
 - 6 OCT 2016  
 Approved by: Councillor  
 Awdolau: Councillor

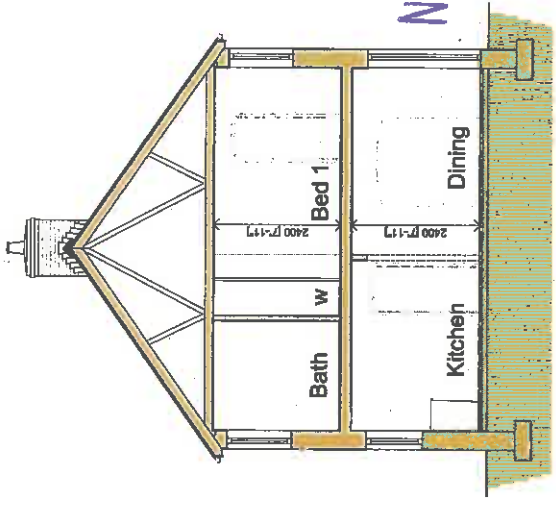
**Proposed Dwelling Areas -**  
 Garden area= 313m<sup>2</sup>  
 Ground Floor area = 57m<sup>2</sup>  
 First Floor area =57m<sup>2</sup>  
 Total Dwelling floor area= 114m<sup>2</sup>



**FIRST FLOOR LAYOUT**  
 scale 1:100



**GROUND FLOOR LAYOUT**  
 scale 1:100



**SECTION**  
 scale 1:100



PROPOSED FLOOR LAYOUTS / SECTION

Scale 1:100

Revision	Description	Date
	PROPOSED FLOOR PLANS / SECTION	
	Client: Mr & Mrs CASE.	
	Project/ Site: PROPOSED DETAILED PLANNING APPLICATION FOR NEW DWELLING WITHIN FRONT GARDEN AREA OF No.16 WHEELERS WAY, MANDBIER.	
Drawing Number: <b>P04</b>	Revision:	Scale: 1:100
		Date: MAY 2016

Facing brick chimney stack, with clay pot. Brick type to be agreed

White UPVC or painted timber fascias/soffit boards

UPVC rainwater gutters / downpipes

Slated porch canopy roof on gallow brackets

Half glazed UPVC / timber painted entrance doors

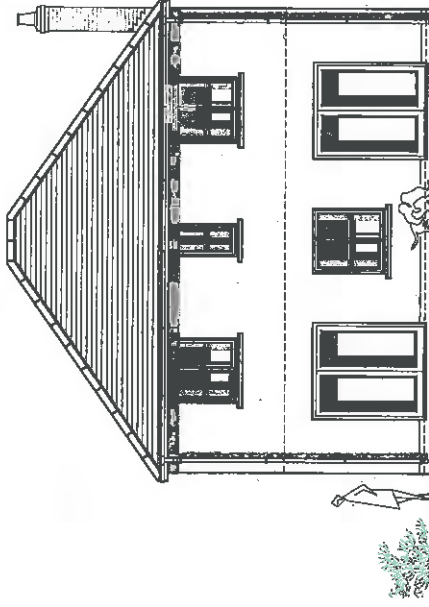
Terracotta or Blue/black Concrete interlocking ridge tiles

Concrete interlocking tiles - type & colour to be agreed with PCNP

White UPVC or timber painted double glazed windows and doors

Smooth or roughcast rendered wall finish

Raised smooth render bands where indicated

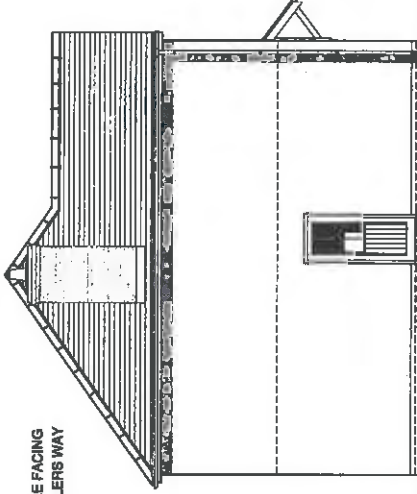


**REAR (East) ELEVATION**

scale 1:100

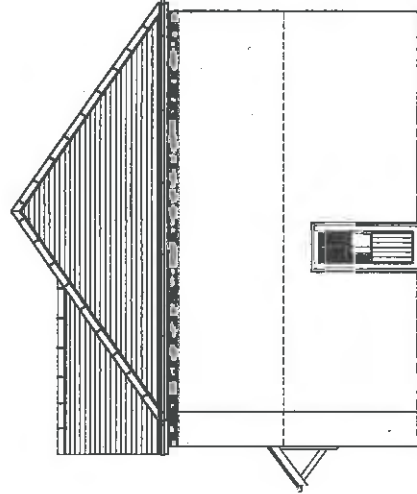
**FRONT (West) ELEVATION**

scale 1:100



**SIDE (North) ELEVATION**

scale 1:100



**SIDE (South) ELEVATION**

scale 1:100

NOTE:  
BLANK GABLE FACING  
No.18 WHEELERS WAY  
DWELLING

NP 16 5 36

Pembrokeshire Coast  
National Park Authority  
- 6 OCT 2016  
Awdardur  
aeafrol

Revision	Description	Date
01	PROPOSED ELEVATIONS	
Client: Mr & Mrs CASE.		
Project title: PROPOSED DETAILED PLANNING APPLICATION FOR NEW DWELLING WITHIN FRONT GARDEN AREA OF No.18 WHEELERS WAY, MANOBIER.		
Drawing Number: <b>P05</b>	Revision	Scale: 1:100 Date: MAY 2016

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0 10 20 30 40 50 60 70mm 1:1  
**A3 ORIGINAL DRAWING SIZE**

**PROPOSED ELEVATIONS**