

## Item 5 - Report on Planning Applications

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### **Application Ref: NP/16/0047/FUL**

<b>Case Officer</b>	Caroline Bowen		
<b>Applicant</b>	Mr P Owen, Pembrokeshire Housing Association		
<b>Agent</b>	KDJA		
<b>Proposal</b>	2 x 4-person 2-bedroom Houses		
<b>Site Location</b>	Land at Peasey Park, Sandyke Road, Broad Haven, Haverfordwest, Pembrokeshire, SA62 3JF		
<b>Grid Ref</b>	SM86301374		
<b>Date Valid</b>	29-Jan-2016	<b>Target Date</b>	22-Apr-2016

### **Summary**

This planning application is brought before the Development Management Committee as the officer recommendation is contrary to that of the Community Council.

The application site is located to the south of Sandyke Road, an existing residential development within Broad Haven. The site falls just outside the Rural Centre boundary, as detailed in the Key diagram and Proposals Map which accompanies the Pembrokeshire Coast National Park Local Development Plan, and is designated in the Plan as Open Space.

Full planning permission is sought for a small residential development comprising two 2-bedroom, two-storey, semi-detached affordable dwellings.

Objections to the proposal have been received from the Community Council and neighbours, which – in summary- raise concerns in respect of scale, impact on privacy, loss of light, loss of amenity space, impediment of access to existing dwellings and facilities, impact of proposed soakaways on dwellings on lower land to the west of the site, increased surface water runoff, loss of and encroachment on existing resident parking and footpath access, and harm to the existing character of the area.

Following detailed consideration of the issues, and of the responses received from statutory consultees and the public, the proposed development is considered to be appropriate to the setting, and would be in accordance with national and local planning policy. The recommendation is, therefore, of approval.

### **Consultee Response**

**The Havens Community Council:** Reply - The Council is unable to give their support to this application due to the number and nature of concerns brought up by adjacent and nearby residents. These included:

- Loss of parking spaces, in particular one used by a disabled person living in the bungalow next to the land.
- Development encroaches on car parking area of adjacent properties.
- Unacceptable changes to footpath.
- Loss of privacy and light in the bedrooms of flats situated behind the proposed development.

## Item 5 - Report on Planning Applications

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- Height of the development is out of line with adjacent properties.
- Concerns expressed regarding existing flooding into nearby properties which would be worse if existing problems were not investigated.

A full explanation and description of the problems identified are given in the 4/5 letters sent directly to your offices from local residents.

**PCNPA - Park Direction:** No adverse comments - The development is acceptable in principle.

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

**PCC - Ecologist:** Reply - An Extended Phase 1 survey was carried out on the land at Peasey Park, Broad Haven in relation to the current planning application. A walkover survey was undertaken in January 2016.

The site comprises semi improved grassland and scrub of low to moderate ecological value. Overall the survey concluded the proposed development is unlikely to have any significant adverse impact on habitats or species and would not impact on the nearby SAC or SSSI.

The scheme has incorporated bird boxes into the designs and this is supported. Should external lighting be proposed it should be sympathetically designed to ensure it does not deter foraging bats. External lighting should be as dim as possible, on a sensor to reduce the amount of 'on' time and not point at roost features or habitat corridors.

**Natural Resources Wales:** No adverse comments

**Coal Authority:** Standard Advice

### Public Response

The application has been advertised by means of site notice and by letters to neighbours immediately surrounding the site. Responses from 16 individuals have been received - in summary, the issues raised in the letters on file encompass the following considerations;

- The proposed height of the buildings is unacceptable and the new buildings would look directly into the bedrooms of Puffin House.
- There would be loss of light to the adjacent ground floor flats, especially if the new houses have close board fences at the end of their gardens.
- The proposed new buildings crowd an area that is an asset to the village and might encourage further over-development in the future.
- The roof height would dominate the skyline in comparison to others on the building line.
- The land is a valuable piece of amenity land for the use of the village and our concern is that this would be a permanent loss to the village and may set a precedent for creeping development.
- The space around and between dwellings is an important factor in the creation of a pleasant residential environment, contributing to the individual character, identity and appearance of the area. Any new scheme should respect the existing character and appearance, and ensure the retention of adequate privacy and daylight to existing homes.

## Item 5 - Report on Planning Applications

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- The proposal would have an un-neighbourly effect on existing dwellings at Puffin Way.
- The development would impede access by emergency vehicles and by foot.
- The residents below may suffer structural damage.
- The proposed properties will over dominate Puffin House.
- The proposed development utilizes soakaways for rain water, these being 5.5 metres from the western boundary of the property. The land surrounding Puffin House is regularly waterlogged the use of 2 soakaways to the east of Puffin House will lead to further issues with ground water. There are sufficient storm water drains local to the proposed site that can be tied into.
- The proposal included for oil storage tanks without bunds, with the generally saturated ground conditions and the fall in elevation towards Puffin House there is an unacceptable risk of oil spillage running into Puffin House land.
- The proposal would impede a private access.
- The proposed properties are 3m higher at the ridge than the neighbouring single storey properties and will significantly impact the views of Broad Haven from the west and the east.
- Parking at Peasey Park will be under greater pressure as there will be an overall loss of parking places.
- The proposed development does not address the ongoing flooding problem from water runoff from Peasey Park.

### **Policies considered**

Please note that these policies can be viewed on the Policies page Pembrokehire 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 Pembrokehire 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 53 - Impacts on traffic

PPW8 Chapter 03 - Making and Enforcing Planning Decisions

PPW8 Chapter 04 - Planning for Sustainability

PPW8 Chapter 09 - Housing

SPG06 - Landscape

SPG08 - Affordable Housing

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## Item 5 - Report on Planning Applications

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TAN 02 - Planning and Affordable Housing

TAN 12 - Design

TAN 16 - Sport, Recreation and Open Space

### **Constraints**

Special Area of Conservation - within 500m

LDP Open Space

Biodiversity Issue

Safeguarding Zone

Hazardous Zones

LDP Centre:50pc aff housing;30 units/ha

Recreation Character Areas

Low Coal Risk

Surface Coal

### **Officer's Appraisal**

#### **Site description**

The land subject of this application is comprised of a small irregular piece of land, which lies between the southern end of the dwellings at Sandyke Road, and the football pitch which lies to the south. The site is at a higher level than the Puffin Way development to the west, and then slopes upwards toward the Sandyke Road development which lies to the north and east.

The land is currently open in aspect, and is bordered by a public footpath to the south, with the football pitch and pavilion beyond. To the west, lies residential properties and curtilages at Puffin Way, with the residential properties of Sandyke Lane/Road to the north and north east and the estate road and car parking areas to the east.

#### **Planning History**

There are no recent planning applications for this site.

#### **Constraints**

- LDP Centre 50% Affordable Housing, 30 units/ha
- LDP Open Space
- Biodiversity
- Safeguarding Zone
- Hazardous Zones
- Recreation Character Areas
- Low Coal Risk
- Surface Coal

## Item 5 - Report on Planning Applications

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### Current Proposal

The development comprises the following elements;

- 2 affordable dwellings set out as a semi-detached pair with their main elevation facing toward and accessed via Sandyke Road. The dwellings will be two storey and each will have private garden space and a parking space.  
The dimensions of the dwellings overall will be 12.2 metres in width, 8.1 metres in depth and 8 metres in height to the roof ridge. The external finishes will be painted render external walls with a slate roof and uPVC fenestration.
- The creation of rear garden space bounded by 1.8 metre close boarded fence and divided by 1.2 metre fence.
- Each dwelling will have a secure cycle store within dedicated garden sheds and oil central heating tanks.
- The existing footpath to the south will be re-aligned at its' eastern extent to accommodating the positioning of the dwellings to the eastern end of the plot.

### Key issues.

- Policy
- Siting and Design
- Access and parking
- Landscaping
- Biodiversity
- Amenity
- Other material considerations.

### *Policy*

The application site falls just outside of the Rural Centre boundary of Broad Haven, thus is identified as being in the open countryside for policy purposes. Policy 7 sets out specific type of development that would be appropriate within the countryside, and criterion (a) allows for rounding off of no more than one or two dwellings, with priority given to meeting affordable housing needs.

Policy 45 (b), supported by Supplementary Planning Guidance on Affordable Housing , allows for the exceptional release of land within or adjoining Centres for affordable housing to meet an identified local need. This development is specifically to provide two affordable dwellings and lies immediately outside the Rural Centre boundary for Broad Haven, thus is considered to meet the policy requirements.

The site is defined in the Local Development Plan as Open Space. Policy 16 states that existing Open Space and Green Wedges are shown on the proposals map; and this policy relates back to national planning policy in Planning Policy Wales. In paragraphs 4.8.10 to 4.8.13, it states that local designations such as Green Wedges may be justified where land is required to serve the same purpose as a Green belt, but do not convey the permanence of a Green Belt designation. Green Wedges are established in

## Item 5 - Report on Planning Applications

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development plans and should only be maintained where it is demonstrated that normal planning and development management policies cannot provide the necessary protection. Paragraph 4.8.16 advises that the construction of new buildings in a locally designated green wedge is inappropriate development unless it is for justified rural enterprises, sport, recreation or facilities which maintain the openness of the land, limited works to existing dwellings, limited infilling or affordable housing, where identified as such in the development plan, or small-scale farm diversification.

It is considered that the proposed development, whilst located on land defined as open space, is appropriate as an exception site for affordable housing, given its very close proximity to the Rural Centre, notwithstanding that it is not identified as such in the LDP. The loss of the open space has been assessed, and is considered acceptable in this instance, as the area is small in scale, and adequate Open Space provision for Broad Haven would remain. In light of this, the development would be in accordance with the policies of the Local Development Plan.

### *Siting*

In respect of siting this would include both the site in the wider landscape setting, and the proposed site layout itself. Policy 8 – Special Qualities states that the priorities will be to ensure (amongst other criteria) that the identity and character of towns and villages is not lost through coalescence and ribboning of development or through the poor design and layout of development (b), and that the pattern and diversity of the landscape is protected and enhanced (c). The application site falls to the southern outskirts of the existing developed estate at Sandyke Road, and thus the proposed dwellings are considered to relate acceptably to the siting and layout of the existing housing development at this part of the village.

The site falls within open space, which provides a physical and visual buffer between the residential estates and developments in Broad Haven. As detailed above, open space designations are used where it is considered that general development control policy would not provide sufficient protection of a particular landscape, but that where a development would provide a limited affordable housing provision, this can be an acceptable exception. The site falls immediately next to existing residential development, and is visually separated from the main area of open space by a pedestrian footpath route. It is considered, therefore, that the use of the land to provide two affordable dwellings would not be significantly harmful to the site and setting.

### *Design*

Planning Policy Wales Edition 8 advises that the visual appearance of proposed development, its scale and its relationship to its surroundings and context are material planning considerations (paragraph 4.11.9); and that in areas recognised for their landscape, townscape or historic value, such as National Parks, Areas of Outstanding Natural Beauty and conservation areas, and more widely in areas with an established and distinctive design character, it can be appropriate to seek to promote or reinforce traditional and local distinctiveness. In those areas the impact of development on the existing character, the scale and siting of new development, and the use of

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appropriate building materials (including where possible sustainably produced materials from local sources), will be particularly important (paragraph 4.11.10).

In the Local Development Plan, policies 15 and 29 seek to ensure that development does not have an adverse impact on the qualities and special character of the Park, and that proposals demonstrate an integrated approach to design and construction.

The dwellings themselves form a semi-detached set piece, which is considered to form a natural rounding off to the existing two-storey dwellings to the east of the site. The design is simple and unfussy, using traditional detailing, and are of an external appearance that would be appropriate within the existing range of architectural styles at this location.

#### *Access and parking*

Policies 52 and 53 relate to sustainable transport and the impacts of traffic. Following consultation, the Highways Authority have recommended conditional consent advising (in summary) that there would still be a suitable sized turning head remaining for the estate road, and that there are no concerns in respect of services at the site. This recommendation is also subject to the requirement for a Stopping Up Order from Welsh Ministers, which is to be completed prior to the start of development.

Officers also consider the application site to be in a sustainable location, where residents will be able to walk to Broad Haven for services, and access public transport from the town to destinations further afield. In light of this, the proposed development would not be considered to be unacceptable in this location.

#### *Landscaping*

There are no Tree Preservation Orders on or immediately adjacent to the proposed development site, and the site does not fall within a Conservation Area. At present, the site is unmaintained, and the application proposes both hard landscaped patio and paths and soft landscaped garden and shrub planting. This would be in keeping with the existing residential landscaping surrounding this location.

#### *Biodiversity*

Policy 11 states that development that would disturb or otherwise harm protected species or their habitats will only be permitted where the effects will be acceptably minimized or mitigated through careful design, work scheduling or other measures.

The Authority's Ecologist advised that the site comprises semi-improved grassland and scrub of low to moderate ecological value and that the survey provided with the application concluded the proposed development is unlikely to have any significant adverse impact on habitats or species and would not impact on the nearby SAC and SSSI. The scheme has incorporated bird boxes into the design and this is supported.

Natural Resources Wales did not object to the proposal.

*Amenity – physical and visual*

Policy 30 refers to amenity, and states that development will not be permitted where it has an unacceptable impact on amenity, particularly where the development is for a use inappropriate for where people live or visit (a), the development is of a scale incompatible with its surroundings (b), the development leads to an increase in traffic or noise or odour or light which has a significant adverse impact (c), and/or the development is visually intrusive (d)

The proposed development is residential in character, and is compatible with the existing residential setting which borders the site. The development is considered to respect the existing landscape characteristics and built forms, and does not appear cramped or crowded in physical or visual terms..

In respect of privacy, the site layout demonstrates a separation between the new dwellings themselves, and from the nearest existing dwellings to the east of approximately 22 metres. This is considered to be comparable with the existing density within the residential estate. Concern has been expressed in respect of the proposal resulting in unacceptable overlooking and loss of privacy; and at overshadowing from the proposed close board fencing to the western boundary of the site.

In respect of the proposed separation between the new houses and the rear of houses on Puffin Way, this is considered to be sufficient. The properties at Puffin Way lie at a lower ground level and close to their rear boundary, with windows looking back toward the application site. It is considered that the proposed boundary fence and shrub planting to the west boundary, together with the distance between the dwellings, would be considered sufficient to prevent direct and harmful overlooking between habitable rooms. Concern has also been expressed that the fencing would overshadow the same properties. This concern is noted, however, a 1.8 metre fence could be constructed along this particular boundary, without the need for planning permission, and it is considered that the proposed fence would not permanently block daylight to the rear of the properties to the east.

In respect of the impact of external lighting, Policy 9 permits proposals where the lighting proposed relates to its purpose and where there is not a significant adverse affect on the character of the area, local residents, vehicle users, pedestrians and the visibility of the night sky. The Authority's Ecologist has suggested a condition to address the impact of external lighting on ecology – this condition could reasonably include details any external lighting proposed to the dwellings to ensure that any cumulative impact of external light proposed throughout the development would not harm the wider landscape setting.

*Surface water runoff and drainage.*

Policy 32 – Surface Water Drainage requires developments to incorporate sustainable drainage systems for the disposal of surface water on site; and there has been concern raised in respect of whether the development would further exacerbate flooding which is experienced to properties to the west of



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the site. The application indicates that surface water drainage from the properties would be directed to soakaways. It is noted that this land is higher in level than the existing dwellings to the west therefore to ensure that the proposed drainage would not result in an impact on adjacent properties, full details of the type of soakaway would be required. This can be adequately addressed by a planning condition.

*Officer response to public consultations.*

The comments received as a result of the public consultation on the application have been carefully considered. Officers have sought to address the issues raised, which mainly concern amenity and drainage, in the relevant sections of the above report. It is not considered that any issues raised would materially outweigh the development plan, or form a reason for refusal of the application.

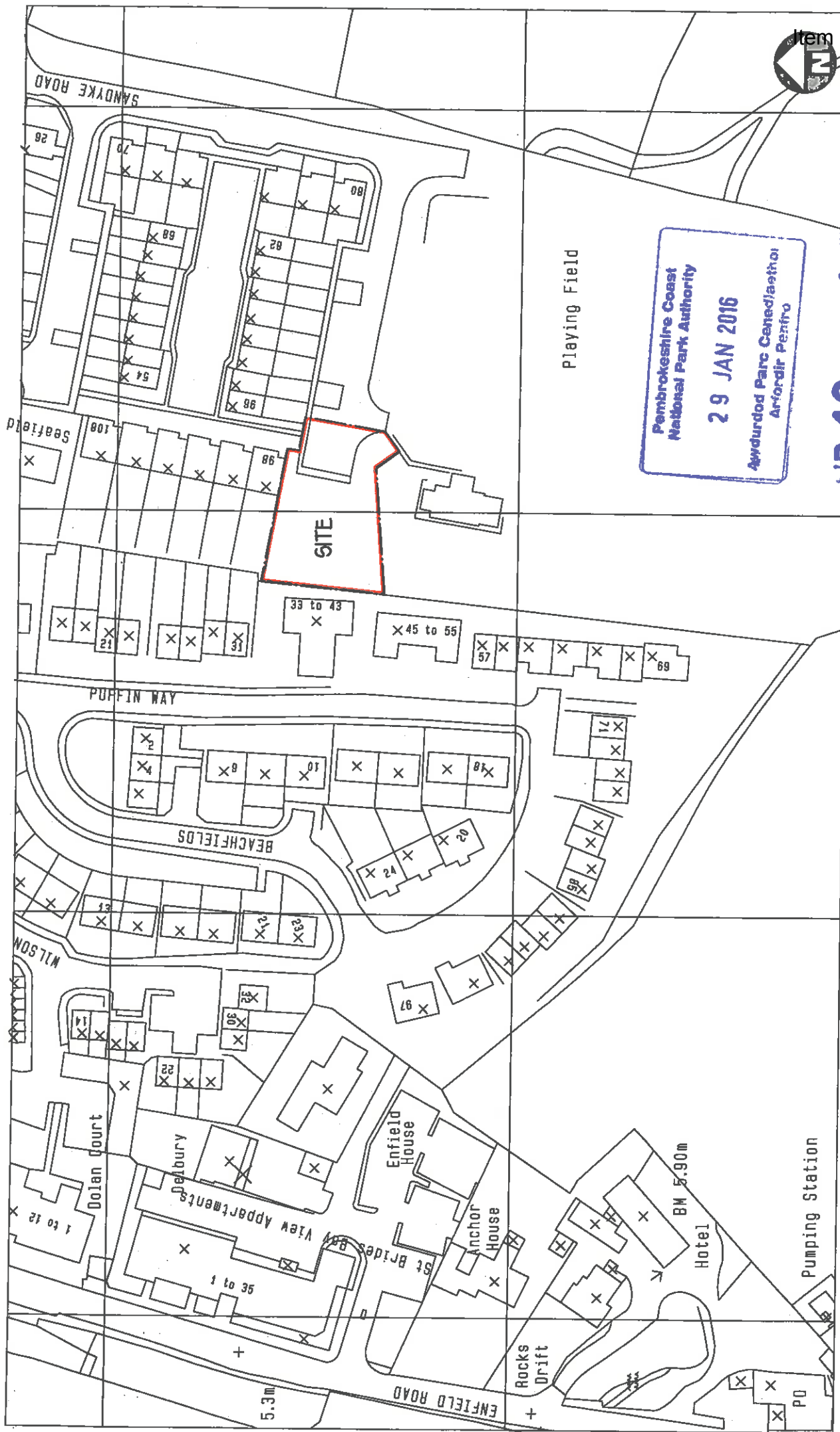
**Conclusion.**

Following detailed consideration of the planning issues identified during the consideration of the planning application; and of the responses received from statutory consultees and the public, the proposed development can be demonstrated as being appropriate to the site and setting in terms of siting, design, access, landscaping and external appearance; and would be in accordance with national and local planning policy. The recommendation is, therefore, of approval.

**Recommendation.**

The application be delegated to the Chief Executive (National Park Officer) / Director of Park Direction and Planning / Head of Development Management to grant planning permission subject to the interested person(s) first entering into a satisfactory Section 106 Legal Agreement in respect of the provision of affordable housing, and subject to the following conditions;

If the Section 106 legal agreement is not completed within 3 months of the foregoing resolution then delegated powers be given to the Chief Executive (National Park Officer) / Director of Park Direction and Planning / Head of Development Management to exercise discretion to refuse the application on ground of non-compliance with policies 45 of the Local Development Plan.



Pembrokehire Coast  
National Park Authority  
29 JAN 2016  
Awdurdod Parc Cenedlaethol  
Arfordir Penfro

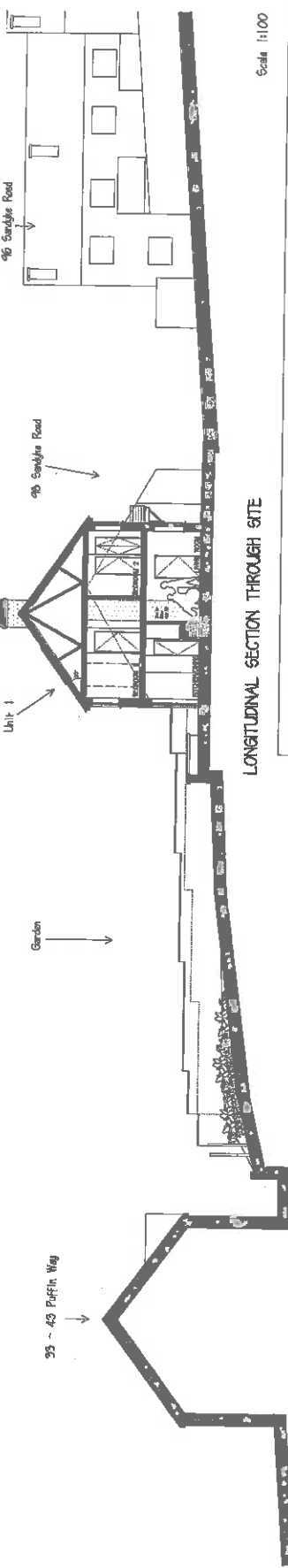
NP 16 0 47

LOCATION PLAN

SCALE	1:1250 (A4)	DRG. No.	1867/10
DATE	Jan. 2016	REV.	
DRAWN	085	TITLE	RESIDENTIAL DEVELOPMENT on LAND at PEASEY PARK, BROAD HAVEN for PEMBROKEHIRE HOUSING ASSOCIATION

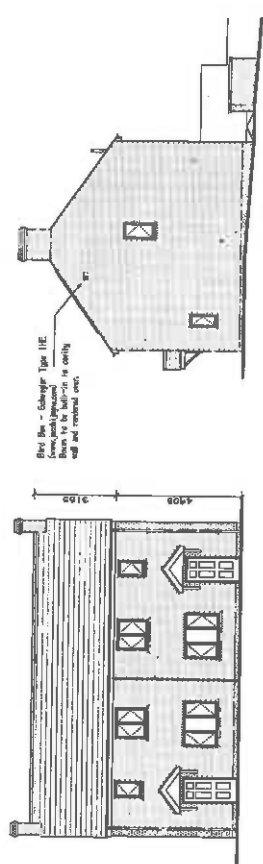
KDJA  
30 MERLINS HILL, HAVERFORDWEST, PEMBRS  
Tel: (01437) 767088 E: office kdja.net





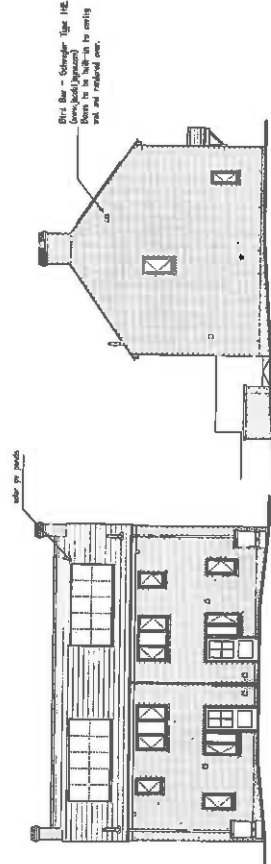
LONGITUDINAL SECTION THROUGH SITE

Scale 1:100



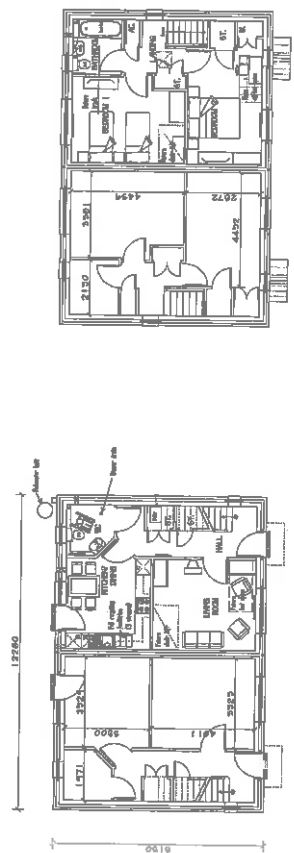
FRONT ELEVATION

SIDE ELEVATION 1



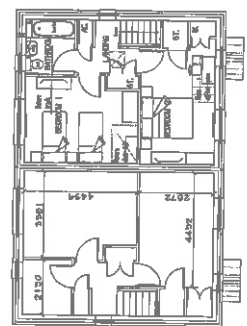
REAR ELEVATION

SIDE ELEVATION 2

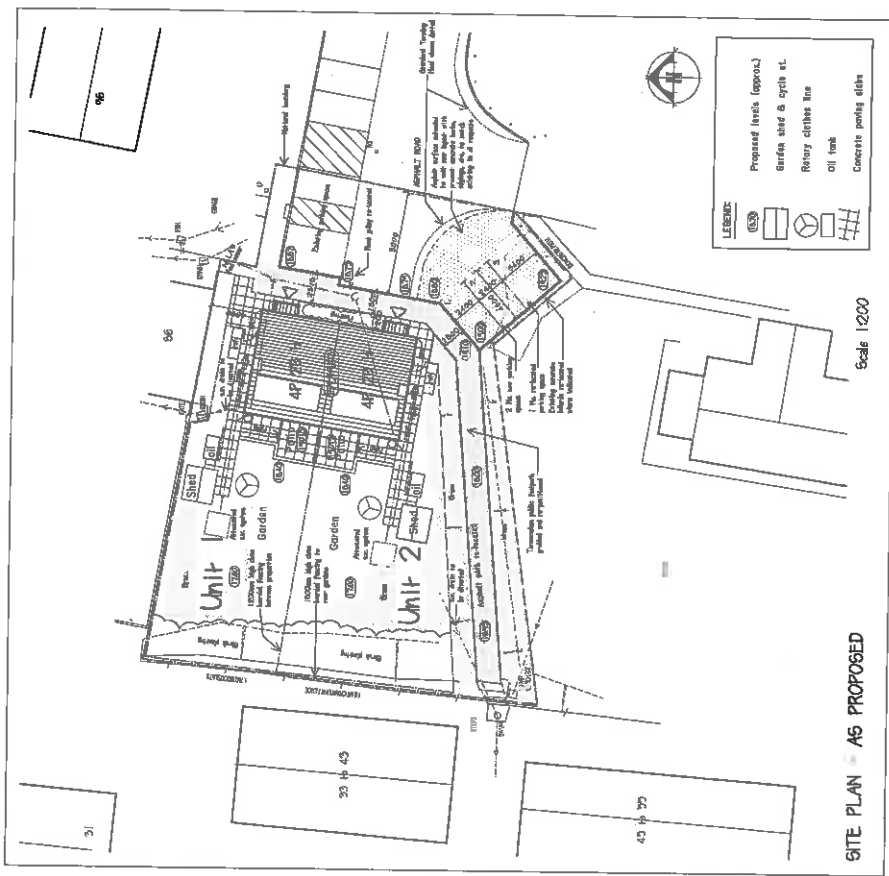


GROUND FLOOR

Scale 1:100



FIRST FLOOR



SITE PLAN - A6 PROPOSED

Scale 1:200

EXTERNAL MATERIALS

- Roofs: Artificial slates with textured surface and dressed edges at SVK 'Cranleigh Textured', Welsh Blue colour.
- Burr jointed clay ridge, blue/black colour.
- Verges to be cement pointed.
- Masonry chimneys (dummy) with rendered finish.
- Walls: traditional roughcast render, color washed, with smooth rendered pilasters.
- Windows: White uPVC side-hung casements to approval.
- Doors: Composite doors to SBD specification.
- Rainwater goods: uPVC, with leaf round gutters and circular downpipes.



PROPOSED RESIDENTIAL DEVELOPMENT ON LAND AT PEABURY PARK, BROAD HAVEN FOR PEMBROKESHIRE HOUSING ASSOCIATION

TYPE A2.1  
4 PERSON 2 BEDROOM HOUSE PLANS, ELEVATIONS & SECTION

ARCHITECTS AND TECHNICAL CONSULTANTS  
HAWKSWORTH PARTNERSHIP (SHEFFIELD) LTD  
111 THE BROADWAY, BRIGHTON

REV  
1867/11 C  
DATE: JUN 2016  
SCALE: 0/05

REVISIONS	DATE
A. Minor amendments Party, bills, bathroom window.	01/16
B. Turning land handed by 2500sqm. Parking spaces moved to behind adjacent highway bridge. Refuse bins relocated.	02/16
C. Floor level raised 150mm. New road level 270mm. Structural wall, beam for L.A. water network.	03/16

ACCOMMODATION

- 2 No. 4 Person 2 Bedroom Houses with:
- 2 No. parking spaces

Notes:

- Bases giving access to rear of properties to be 1800mm high frames, ledged & braced, 1800mm high close-boarded fencing to property boundaries generally and to privacy fencing between patios.
- 1200mm high close-boarded fencing between rear gardens.
- Precast concrete side footpaths and patios: Terminated to roads and pavements.
- Secure cycle storage, to SBD and CSH standards, provided to each property in sheds sited to additionally accommodate garden storage.
- Bin stores to each property to house 2 No. 240 litre wheeled bins for refuse / recycling.
- Solar PV panels where indicated: Integrated types, sited directly on the rafter battens in place of rafters.

DRAINAGE:

- Surface water from adopted roads and pavements to be discharged to existing L.A. storm drain system - subject to L.A. approval. U.S. Fencing to surface water drainage runs to be diverted to suit new layout.
- Surface water from roof areas to be discharged to surface water network via attenuated storage system.
- Foul drainage from properties to discharge to Council sewer - subject to L.A. approval.

Item 5b)