

## Item 5 - Report on Planning Applications

**Application Ref: NP/16/0123/OUT**

<b>Case Officer</b>	Caroline Bowen		
<b>Applicant</b>	Mrs J Wilson		
<b>Agent</b>	Mr A Vaughan-Harries, Hayston Development & Planning		
<b>Proposal</b>	Rounding off dwelling		
<b>Site Location</b>	Land adjacent to Rushmead, Meadow Lane, Nolton Haven, Pembrokeshire		
<b>Grid Ref</b>	SM86181849		
<b>Date Valid</b>	03-Mar-2016	<b>Target Date</b>	27-Apr-2016

**Summary**

This planning application is reported to the Development Management Committee, at the request of a member of the Committee.

Outline planning permission is sought for a single dwellinghouse, to be sited on land within Nolton Haven. The application site falls outside any Centre or Rural Centre, as defined for the purposes of the Pembrokeshire Coast National Park Local Development Plan, thus is in the countryside for policy purposes. The application is a resubmission of a proposal originally made in 2015, which was subsequently refused.

The matters of access and landscaping are included in the proposal, with the remaining issues relating to appearance, layout and scale reserved for a future application.

No objections have been received to the proposal from third parties. The Coal Authority object on the basis that insufficient site investigations have been carried out to establish whether there are issues arising from potential use of the land as part of the former Nolton Colliery, but have conceded that this could be subject of a planning condition requiring works to be carried out prior to the submission of reserved matters.

The application site falls within an area of designated Open Space, which was intended to prevent further development on the northern flank of the rural road between Nolton Haven and Nolton Stables. Whilst the Local Development Plan Policy 7(a) – Countryside allows for rounding off opportunities, it is considered in this instance that the open space designation (subject of Policy 16 of the Local Development Plan) was specifically to prevent the continuation of residential development along the lane, therefore, any planning permission for rounding off granted here would undermine this particular policy of the development plan. In light of this, the proposal would be contrary to the policies of the Local Development Plan which seek to prevent development which would be out of keeping with the existing character of the surroundings and pattern of development at Nolton Haven; and considered to encroach onto important countryside Open Space.

**Consultee Response**

**PCNPA - Park Direction:** Objecting  
**PCC - Transportation & Environment:** Recommended conditions  
**PCC - Head of Public Protection:** Conditional consent  
**PCNPA - Tree and Landscape Officer:** Conditional Consent  
**PCC - Ecologist:** Conditional Consent  
**Natural Resources Wales:** Conditional Consent  
**Coal Authority:** Recommend Refusal

**Public Response**

The application was advertised by means of a site notice, and neighbouring properties notified by letter. No objections were received to the proposal.

**Policies considered**

Please note that these policies can be viewed on the Policies page  
Pembrokeshire Coast National Park website -  
<http://www.pembrokeshirecoast.org.uk/default.asp?PID=549>

LDP Policy 01 - National Park Purposes and Duty  
LDP Policy 07 - Countryside  
LDP Policy 08 - Special Qualities  
LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park  
LDP Policy 16 - Open Space and Green Wedge  
LDP Policy 29 - Sustainable Design  
LDP Policy 30 - Amenity  
LDP Policy 32 - Surface Water Drainage  
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  
SPG05 - Sustainable Design  
SPG08 - Affordable Housing  
TAN 12 - Design  
TAN 18 - Transport

**Constraints**

Special Area of Conservation - within 500m  
 Contaminated Land  
 LDP Green Wedge  
 LDP Mineral Safeguard  
 Biodiversity Issue  
 Safeguarding Zone  
 Hazardous Zones  
 Potential for surface water flooding  
 Recreation Character Areas  
 Surface Coal  
 High Coal Risk

**Officer's Appraisal****Background and site description.**

The application site is a piece of land on the north eastern flank of the rural lane leading toward Nolton, and to the south east of Nolton Haven itself. The land is accessed by an existing gateway to the south west corner and is bordered by timber fence along the road edge. Within the site there is an open area, the current use of which is stated to be paddock, with mature trees and shrubs to the rear of the site. The prevailing ground level slopes gently to the north and there is a water course running to the north of the site.

In the wider landscape setting, the proposed plot is bordered by a private lane which serves five dwellings lying to the north and north east of the site. To the east, beyond the same lane, lies a short line of dwellings which immediately face the rural road. To the west, the land runs undeveloped for approximately 110 metres, with a small group of dwellings beyond. To the south lies open countryside behind trees and hedgerow which is at a higher level than the road.

**Site Constraints.**

- LDP Green Wedge
- LDP Mineral Safeguard
- Biodiversity
- Surface Coal
- High Coal Risk
- Contaminated Land
- Potential for surface water flooding
- Safeguarding Zone
- Hazardous Zone
- Recreation Character Area

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**Previous planning history.**

- NP/15/0633/Outline - Rounding off plot for a single dwelling, with access and landscaping considered. Refused.

A proposal for the same scheme was submitted in 2015 and refused on the grounds that;

'The proposed development falls within an area designated in the Pembrokeshire Coast National Park Local Development Plan as Open Space/Green Wedge in order to prevent the continuation of residential development between The Burgage and Saxondale. The proposal for a single dwelling would, therefore, be contrary to Policy 16 – Open Space and Green Wedges, of the Local Development Plan, which seeks to prevent development which would be considered to encroach onto important countryside and open land areas. The proposal would also be contrary to national development control policy in Chapter 4 of Planning Policy Wales Edition 8 (January 2016'

This current application is a re-submission, which does not alter the proposal itself, but the applicant wishes the Authority to reconsider its earlier decision and requests that more weight be given to Policy 7(a) than Policy 16 as the greater material consideration; and that the development of the site would create an opportunity to make a contribution toward affordable housing within the locality without causing significant harm to the character and appearance of the south eastern fringe of the village.

**Current proposal**

Outline planning permission is sought for a single residential dwelling on land currently used as a paddock. Matters of access and landscaping are included, with the remaining matters of appearance, layout and scale reserved for a future application. The indicative plans submitted illustrate a two-storey dwelling with single storey wing, which is of a traditional appearance, and sited broadly to the centre of the plot with the roof line aligned with the main road. The access will be via the existing access from the main road to the south west of the site, and details of the landscaping of the site are shown, including the translocation of the front hedgerow to allow for a visibility splay.

**Key Issues**

- Policy
- Scale
- Appearance
- Means of access
- Landscaping
- Biodiversity
- Layout
- Other material considerations
  - Contaminated Land

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- Coal

*Policy.*

Planning legislation requires all planning applications to be determined in accordance with the current development plan, unless there are material considerations that are considered to outweigh the policy position. The current development plan for the National Park is the Local Development Plan adopted in 2010. Whilst the Plan should be read as a whole, the policies considered to be of most relevance to this application are 7 – Countryside, 8 - Special Qualities, 15 – Conservation of the Pembrokeshire Coast National Park, 16 – Open Spaces and Green Wedges, 30 – Amenity and 53 – Impacts of Traffic.

The proposed plot lies outside any Centre or Rural Centre boundary, thus is to be considered against current policy as a proposal in the countryside. The application has been made as a rounding off proposal - Policy 7(a) allows for the sensitive infill of small gaps or minor extensions ('rounding-off') to isolated groups of dwellings, where the release of land is dependent on the character of the surroundings, the pattern of development in the area and accessibility. The plot also lies within a designated Open Space, which covers the area of open land between the dwellings Saxondale and Rushmead to the west and Takora to the east. 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 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.

Therefore, whilst officers have had regard to Policy 7(a), which allows for sensitive extension to isolated groups of dwellings; in this instance, the land is specifically protected for its contribution to open space and in order to prevent the continuous development of the residential frontage at this location. The application site is situated beyond a private lane which provides access to several properties, and there is a distinct line between the developed area to the west and the undeveloped area to the east. Whilst the site is described as a garden/paddock, the land nevertheless relates to the open countryside to the west. Officers consider that, the development of a new build unit at this location, which would breach the natural boundary of the private lane, between the village and the countryside, would be in conflict with Policy 16 - 'Open Space and Green Wedges'; and could not be considered an acceptable rounding off opportunity.

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Policy 7 also requires the Authority to consider the issue of accessibility. In this instance, the site would not fall within 1 km of a Centre, nor would be served by sufficient return bus journeys to support a full residential use. Officers have noted the reference to the use of alternatives to private car use, namely electric cars, the use of the school bus service and home deliveries. However, it is considered that the principle of the proposed use would not be acceptable in respect of the encroachment into land specifically defined in the Local Development Plan as open space, and that the ability to serve the site by means other than the private car would not outweigh this.

Where a single dwelling is proposed, Policy 45 requires the applicant to make a contribution toward affordable housing, which is calculated on gross internal floor space. The applicant has indicated in the accompanying planning statement that they agree to make the required contribution, but have not yet provided a unilateral undertaking. Policy 7 refers in criterion a) that in looking at proposals for infill or rounding off, priority would be given to meeting affordable housing needs, and officers acknowledge that the applicant has agreed to the provision of a commuted sum, however, the acceptability of the proposal would still be dependent on the development being acceptable in all other land use matters. In light of the appraisal above, the proposed plot is not considered to be a rounding off opportunity, would not be adequately demonstrated to be accessible by means other than the private car, and would encroach into land designated as Open Space in the Plan, where the land is specifically protected to prevent development between the existing development at Nolton Haven and Nolton Stables to the south east.

### *Scale*

This matter is reserved for a future application, however, the submitted plans indicate a two storey dwelling with single storey addition based on the size parameters – length: 11.0 metres to 15.0 metres, width: 6.50 metres to 7.50 metres and height: 7.00 metres (main house) and 5.5 metres (side wing).

### *Appearance*

This matter is reserved for a future application, however the plans indicate a traditional double fronted farmhouse with side wing.

### *Means of access*

The existing access to the site is to be retained, with alterations proposed to the front hedgerow to allow for an improved visibility splay. The Highways Development Control Officer was consulted on the proposal, and has recommended conditional consent, advising that; *'This "plot" has been fenced off for quite a few years, with a field gate located where there was an original access. The proposal shows several improvements to the current situation, with the gate set back and visibility for the shared access protected across the frontage of the proposal. Further to this, the shared access road will be surfaced in bitmac for the first 10 metres. The proposed parking and turning*

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*area should be ample for a 3 bedroom dwelling. The visibility splay relates to the shared access road.'*

### *Landscaping*

The application site is not within a conservation area, and there are no tree preservation orders on the existing trees. A detailed landscaping scheme was submitted with the proposal. The Authority's Tree and Landscape Officer recommended conditional consent, requiring further details of tree protection measures and a planting implementation scheme. Whilst the existing trees are to be retained, and a scheme to reinstate the front hedge following removal to allow for the visibility splay has been included, the proposal will result in the change of character of the land to a domestic appearance.

### *Biodiversity*

In respect of protected species, a survey was carried out on the site, with no valuable habitats found on the site which was categorised as having very limited biodiversity interest. The report recommended that the proposed development is an opportunity to enhance the site's biodiversity interest, and concluded that a buffer of at least 2 metres should be retained along the stream boundary, that vegetation clearance should avoid the bird nesting period, and that further information in respect of external lighting, soft landscaping and ecological enhancement be sought as part of a reserved matters application.

### *Layout*

This matter is reserved for a future application, however the plans indicate that the proposed dwelling would be sited broadly central to the site, and orientated to have the roof ridge running parallel to the main road. A parking and turning area would be laid out to the front and private garden to the rear.

### *Other Material Considerations*

#### *Contaminated Land*

The Pollution Control Team in Pembrokeshire County Council have advised that there are a number of historical coal pits (associated with the former Nolton Colliery) identified within 250m of the site boundary, and that the full range of contaminants associated with collieries is currently unclear. Whilst they have no objection in principle to the application being granted, there would be a requirement for the application site to be assessed for any contamination which may be present. They have recommended a condition accordingly.

### *Pollution Control*

Natural Resources Wales recommended conditional consent requiring a method statement detailing pollution control measures for the construction phase of the development, as the stream that runs through the site is hydrologically linked to the Pembrokeshire Marine Special Area of Conservation and Newgale to Little Haven SSSI.

### *Coal Authority*

The Coal Authority has recommended that the Coal Risk Assessment Report, submitted as part of the application, does not provide sufficient information to determine whether or not issues of land instability can be satisfactorily overcome. The recommendation is of objection, but the Authority have advised that planning conditions could be used to require the undertaking of intrusive site investigations and implementation of remedial works prior to the submission of a reserved matters application.

### **Conclusion**

In considering the principle of the proposed development, it was identified that Local Development Plan Policy 7(a) allows for rounding off opportunities in the countryside where the release of land is dependent on the character of the surroundings, the pattern of development in the area and accessibility. The application site itself falls within an area of designated Open Space, which was specifically intended to prevent the further continuation of development on the northern flank of the rural road between the built up part of Nolton Haven and Nolton Stables. Accordingly any planning permission for a dwelling approved as rounding off of the village granted here would be considered to undermine policy 16 of the Local Development Plan.

In this particular instance, the proposed dwelling would not be considered as an acceptable rounding off opportunity due to its location within the countryside to the east of the main built village, would not be adequately demonstrated to be accessible by means other than the private car, and would encroach into land designated as Open Space in the Plan, where the land is specifically protected to prevent development between the existing development at Nolton Haven and Nolton Stables to the south east. In light of this, the proposal would be contrary to the policies of the Local Development Plan which seek to prevent development which would not be in keeping with the existing character of its surroundings, and pattern of development; and would be considered to encroach onto designated countryside Open Space.

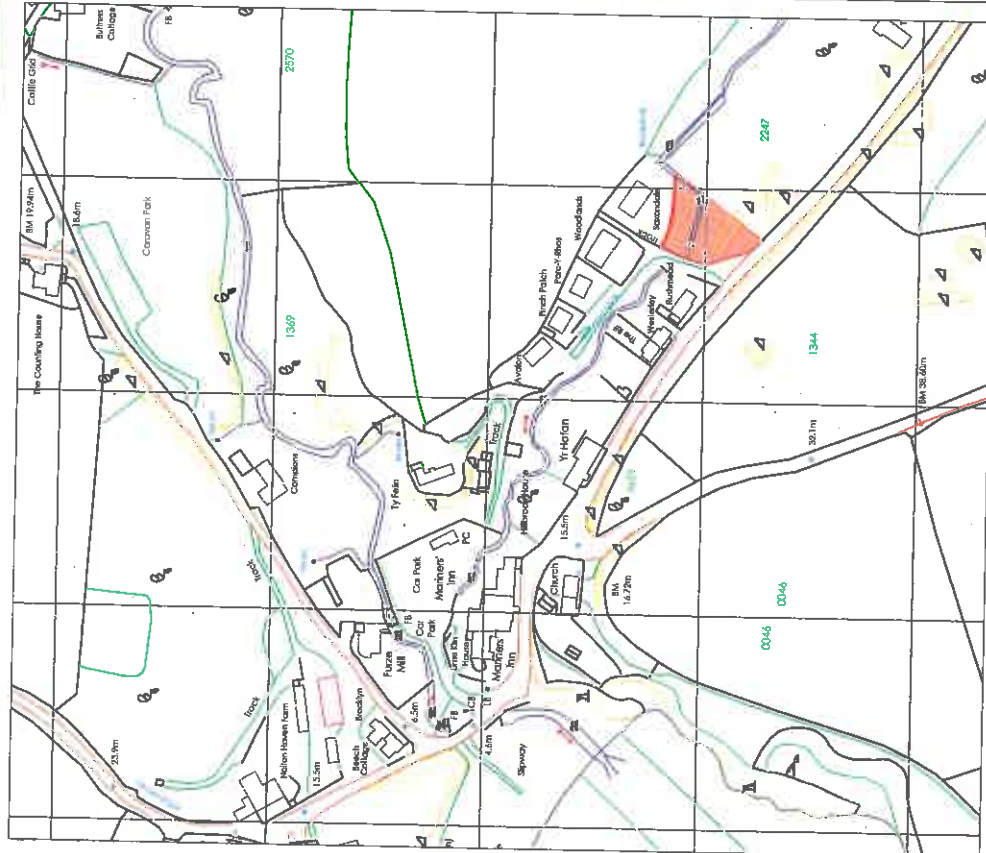


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**Recommendation**

That the application be refused for the following reason:-

1. The proposed development falls within an area designated in the Pembrokeshire Coast National Park Local Development Plan as Open Space/Green Wedge in order to prevent the continuation of residential development between The Burgage and Saxondale. The proposal for a single dwelling would, therefore, be contrary to Policies 7(a) and 16 – Open Space and Green Wedges, of the Local Development Plan, which seeks to prevent development which not be in keeping with the existing character of its surroundings, and pattern of development; and would be considered to encroach onto important countryside Open Space The proposal would also be contrary to national development control policy in Chapter 4 of Planning Policy Wales Edition 8 (January 2016)



Location Plan - Scale 1:2500



Block Plan - Scale 1:500



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**Outline Application  
 Proposed Rounding Off Plot (Access and Landscaping Considered)  
 Plot Adjacent to Rushmead, Opposite Saxondale  
 Nolton Haven, Pembrokeshire**

Designed by	Checked by	File name	Date	Scale	Client
Drawing Title		AVH_237	06.07.2015	A3 As Shown	Mrs J Wilson

Location and Block Plans



**Indicative Front View in Context**  
(Scale 1:200)

**Landscaping**

- Drive / parking area paved with permeable brick or block paviments
- Patio areas - paving slabs or timber decking
- Tarmacadam or concrete apron road area finish - to be agreed with local authority highways department
- Grassed garden areas to front and rear of dwelling
- Various ornamental plant species
- Indicative positions for new semi-mature trees - positions to be agreed

**NOTE** - All existing banks supplemented with additional native shrubs/plants to increase density/screening

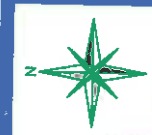
**NOTE** - Service positions are suggested only and are subject to Engineers or service providers design/details, and are for assistance only

Surface water drain / soakaway

Foul drain to connect to main sewer

**Scale Parameters**  
Length = 11.00m to 15.00m  
Width = 6.50m to 7.50m  
Height = 7.00m (1.5 Storey) 6.5m (Single Storey)

**Site Area = 1160 m sq**



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**Outline Application**  
**Proposed Rounding Off Plot (Access and Landscaping Considered)**  
**Plot Adjacent to Rushmead, Opposite Saxondale**  
Nolton Haven, Pembrokeshire

Designed by  
Drawing Title

Checked by

File name  
AVH\_237

Date  
15.10.2015

Scale  
A3 @ 1:250

Client  
Mrs J Wilson

Printed Site Plan

Dwg No.



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