

Application Ref: NP/18/0541/S73

Case Officer Caroline Bowen
Applicant Mr P Morgan, Morgan Construction
Agent Mr W Harries, Harries Design & Management
Proposal Variation of condition no. 2 of NP/15/0194/FUL to amend the design of Plot no's 10, 11 and 17 from 1-bed bungalows to 2-bed 1.5 storey dwellings
Site Location Land off Feidr Eglwys, Newport, Pembrokeshire
Grid Ref SN05933893
Date Valid 11-Sep-2018 **Target Date** 23-Jan-2019

This application is being reported to the Development Management Committee as it relates to a previous application which was brought before you.

Consultee Response

PCC - Education Dept: The site does not meet the threshold (20 units) for a contribution towards education provision.

Dwr Cymru Welsh Water: No comments to make on the Variation of Condition 2, but request any drainage related conditions are maintained on any new consent granted for the development

Natural Resources Wales: No objection

Dyfed Archaeological Trust: No objection

PCC - Transportation & Environment: No objection

PCNPA Tree and Landscape Officer: No objection - Further email received 24 October 2018

PCNPA Planning Ecologist: No adverse comments

PCNPA Buildings Conservation Officer: No adverse comments

PCC - Waste & Recycling Manager: No adverse comments

PCC - Head of Public Protection: No adverse comments

PCC - Drainage Engineers: No adverse comments

Newport Town Council: Recommend Refusal - Further email received 11-12-18 regarding inclusion of footpath of paramount importance and should be reinstated

Public Response

The application has been advertised by means of site notice and by letters to neighbours immediately surrounding the site. Responses from 13 individuals have been received, which raise – in summary, the following issues;

- the enlargement of three houses on the site will exacerbate issues of traffic safety, sewage systems and water pollution raised in the original application.
- The increase in number of bedrooms increases the price of the houses and this would be out of reach of original supporters expecting the housing to meet their requirements.

- On-site parking provision has not been increased.

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 03 - Newport Local Centre

LDP Policy 08 - Special Qualities

LDP Policy 11 - Protection of Biodiversity

LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park

LDP Policy 20 – Scale of Growth

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

PPW10

SPG04 - Planning Obligations

SPG08 - Affordable Housing

TAN 02 - Planning and Affordable Housing

TAN 12 - Design

Constraints

Contaminated Land

LDP Allocation

LDP Mineral Safeguard

Biodiversity Issue

Historic Landscape

Ancient Monument - within 500m

Potential for surface water flooding

LDP Centre:70pc aff housing;30 units/ha

Recreation Character Areas

Article_4_Directions

Landscape Character Assessment

Seascape Character Assessment

Officer's Appraisal

Background

Pembrokeshire Coast National Park Authority

Development Management Committee – 23rd January 2019

The application site is located to the south east of the main settlement of Newport. The site falls within the Centre Boundary for Newport, as detailed in the Key diagram and Proposals Map which accompanies the Pembrokeshire Coast National Park Local Development Plan. The site was allocated in the Plan for housing. Planning permission was granted in 2016 for a residential development comprising 35 dwellings

Site description

The land subject of this application is comprised of five field parcels partitioned by existing mature hedgebanks, with the prevailing ground levels sloping down from south to north. The site is bordered on three sides by rural roads - Goat Street lies to the north, with residential development beyond; Feidr Bentick lies to the east, with a small number of dwellings located on the eastern flank of the road, opposite the site; and Feidr Eglwys lies to the south, with residential dwellings along the southern flank. To the west, between St Mary's Church, the cemetery and the application site, runs a minor watercourse (Nant Ysgolheigon) which is bordered by existing trees.

The site measures approximately 1.5 hectares and is currently pasture. There is an existing access onto the site via Feidr Eglwys.

Planning History

Planning permission was granted in 2016 for a residential development comprising 35 dwellings on land adjacent to Feidr Eglwys, Newport.

Of the 35 dwellings proposed, 14 were affordable units, accessed via Feidr Eglwys, a further 2 market dwellings will be accessed via Feidr Eglwys, and the remaining dwellings will be set out in two 'cul-de-sacs' both accessed via Feidr Bentick. The existing field boundaries were to be retained, with the housing development laid out between them.

The pre-commencement conditions were discharged under NP/16/0634/DOC; with Condition 22 originally varied under NP/16/0585/NMA and subsequently removed under NP/17/0702/S73.

Current Proposal

The application comprises the following elements;

- To amend the design of Plot No.s 10, 11 and 17 of the full market houses from one-bedroom bungalows to two-bedroom dwellings of one and a half storeys. The layout remains the same and no other changes are proposed.
- This application would mean that of the 21 open market dwellings proposed on the housing site there will now be no one bed open market dwellings across the whole site. The variety of the housing types has therefore being reduced.

Key issues

Pembrokeshire Coast National Park Authority
Development Management Committee – 23rd January 2019

The principle of the development

The principle of the residential development – which was for 35 dwellings, including 14 affordable housing units - has been accepted under the granting of planning permission of application NP/15/0194/FUL.

This proposal seeks to vary the scale and layout of three of the market dwellings.

Paragraph 1.21 of PPW 10 reiterates that all applications are to be determined in accordance with the development plan, unless material considerations indicate otherwise. The new version of PPW has been prepared in accordance with the Well-being of Future Generations (Wales) Act 2015. Paragraph 1.2 states that;

'The primary objective of PPW is to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental and cultural well-being of Wales, as required by the Planning (Wales) Act 2015, the Well-being of Future Generations (Wales) Act 2015 and other key legislation. A well-functioning planning system is fundamental for sustainable development and achieving sustainable places.'

Of the seven well-being goals, resilience and equality are particularly important - good housing, access to services, green spaces and community facilities help to create the right conditions for better health and well-being, and a more Equal Wales can be achieved by recognising the strengths of existing communities and securing socially inclusive development so they become desirable places in which to live and work for all members of society.

At the time of granting the original permission for housing development on this site, the agent and your officers were of the view that a variety of housing types and sizes and tenures was to the greater benefit of Newport. The provision of one bedroomed open market bungalows would go some way to providing for a demand for “downsizing” dwellings for the existing population and in the knowledge that the population of the National Park is ageing in general and there will be a long term requirement for such dwellings in the future. Demand for bungalows in accessible locations is high and anecdotal evidence on other housing sites confirms that these are the first to sell, often off-plan, prior to any site construction commencing.

Officers consider that the amendment of the market housing element of the development therefore departs the spirit of the original planning application and would harm the goals of resilience and equality for the local population.

Design

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 market dwellings are based on a number of types, which are varied in height and level of accommodation. Whilst the number of bedrooms for the three dwellings would increase from one to three, which adds a half storey to the houses, the footprint traditional detailing of the houses will be unchanged by the application, and the dwellings remain 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 has recommended conditional consent advising (in summary) that the changes to the units do not change the consented development in terms of traffic, the means of access or the final parking layout.

Landscaping

No changes are proposed as a result of this application - the Authority's Tree and Landscape Officer has been consulted on the proposal, and has advised that he has no further comments to add to those on the original application.

Biodiversity

Both the Authority's Ecologist and Natural Resources Wales were consulted, and advised that there were no objections to the application.

Amenity – physical and visual

The amended house types are in the same position as originally approved, thus the amended site layout still demonstrates adequate separation between the new dwellings themselves, and from the existing dwellings surrounding the site, so as not to result in unacceptable overlooking, overshadowing or loss of privacy within private amenity spaces.

Surface water, drainage and contaminated land.

Policy 32 – Surface Water Drainage requires developments to incorporate sustainable drainage systems for the disposal of surface water on site. No amendments are made for the drainage arrangements previously consented.

Other matters.

Officers note that a strong case was made by the applicant on the original application to demonstrate that the smaller market houses proposed would also be 'affordable' in their own right (the minutes of the November 2015 committee are attached for reference). No evidence has been put forward as part of this proposal to dispute this view, or to demonstrate that the open market housing scenario has changed significantly.

The original scheme offered a variety of dwelling sizes, which would meet the needs of those who do not qualify for affordable housing. As reported in 2015, the most recent figures from the Local Housing Market Assessment (LHMA) indicate that across the Community Council area of Newport, the greatest demand is for 1-bedroom properties. Officers believe this still to be the requirements, and the strategic LDP Policy 20 – Scale of Growth requires developments to aim to meet the needs of the local population.

The affordable housing element of the original development proposes seven 1-bedroom units, five 2-bedroom units and two 3-bedroom units, which would be considered an acceptable mix of in respect of the existing affordable housing need. The need for one bed units in the open market sector reflects to some extent that surveyed need in the affordable housing market too. A good mix of housing types, styles, tenures and sizes on such a development makes for a long term housing solution which is able to support the needs of the community in the knowledge that this is ageing and smaller properties will become increasing necessary to maintain a diverse and sustainable community.

In light of this, officers consider it would be necessary for the application to be supported by detailed justification for the proposed decrease in housing types in order to be able to fully assess the acceptability of the proposal against National planning policy.

Conclusion

Whilst the proposed land use (housing) and siting (no change) remains acceptable, , officers do not consider that sufficient justification has been submitted for the proposed reduction in the types of dwellings proposed, given National planning policy and LDP Policy 20 (Scale of Growth) which seeks to provide for development to meet the needs of the local population. The strong argument for the affordability of the smaller market units had been made to members on the original application for the site and there is no evidence of change in the housing market requiring this loss of one bed units.

In light of this, officers are unable to support the application.

Recommendation.

That the application be refused for the following reasons.

1. Insufficient justification has been provided for the proposed reduction in the number of one bed roomed properties. The proposal reduces the variety of

dwelling types across the entire housing development, without any evidential need, and is therefore contrary to adopted Pembrokeshire Coast National Park Local Development Plan Policy 20 which aims to meet the needs of the local population and is contrary to the Well-being goals as set out in Planning Policy Wales 10.

