

Item 6 - Report on Planning Applications

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**Application Ref: NP/13/0016**

<b>Application Type</b>	Full
<b>Grid Ref:</b>	SM86421353
<b>Applicant</b>	Mr & Mrs Banner
<b>Agent</b>	Mr Ian Bartlett, Ian Bartlett Building Design & Cons
<b>Proposal</b>	Detached garage with loft space
<b>Site Location</b>	The Old Coastguard Station, Broad Haven, Haverfordwest, Pembrokeshire, SA62 3TY
<b>Case Officer</b>	Liam Jones

**Summary**

This application proposes the erection of a new detached garage within the grounds of The Old Coastguard Station, a dwellinghouse in Broadhaven. In respect of its recent history the property was converted from a small disused coastguard hut into full residential use following its approval in 2001. The dwelling was later extended following a permission granted by the Authority in 2010.

A planning application was submitted in 2012 proposing the erection of a detached garage. This application was refused by the Authority under delegated powers by virtue of the height, scale, design and siting constituting an overly dominant development that would not relate well with the existing dwelling and have a significant adverse impact upon the character of the area and special qualities of the National Park.

This application for consideration is a revised scheme which shows a slightly amended design. The garage has been reduced in height by approximately 0.6m, there are small changes to the footprint and the external staircase has been removed. Whilst the changes result in a smaller building they are not considered to be sufficient to result in a development which relates well with the existing dwelling house and as such would result in a dominant structure which will impact unacceptably upon surrounding visual amenity adjacent to a Green Wedge and the special qualities of the National Park. The proposal is therefore recommended for refusal again by reason of its height, scale, design and siting and is considered to be contrary to Policy 1 (National Park Purposes and Duty), Policy 8 (Special Qualities), Policy 15 (Conservation of the Pembrokeshire Coast National Park), Policy 29 (Sustainable Design) and Policy 30 (Amenity) of the Pembrokeshire Coast National Park Local Development Plan (Adopted September 2010).

This application is being reported to the Development Management Committee for determination as the recommendation for refusal is contrary to the views expressed by The Havens Community Council that support the scheme on the proviso that the building should not become a separate dwelling in the future.

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### Consultee Response

**Public Protection Division - PCC:** No objection

**The Havens Community Council:** Supporting - Support but with the proviso that the building does not become a separate dwelling in the future

**Countryside Council for Wales:** No objection

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

### Public Response

The application was advertised by a site notice displayed at the site on 30<sup>th</sup> January 2013. Letters were forwarded to the adjoining neighbouring occupiers and to date 1 letter of objection has been received from the occupier of Fernlea making the following comments:

- Not much dissimilar to the original plans submitted in 2012
- Appearance of the double garage is overly dominant, and would have a significant impact on the character of the area
- The reduction in height from ground level to the ridge, is no more than 0.6m, and the floor area is no less than 10m<sup>2</sup>
- The scale of the garage is yet again 'over the top' and the siting of the garage is still prominent where ever you put it

### 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 Pembrokeshire Coast National Park

LDP Policy 16 - Open Space and Green Wedge

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 31 - Minimising Waste

LDP Policy 32 - Surface Water Drainage

LDP Policy 53 - Impacts on traffic

PPW5 Chapter 04 - Planning for Sustainability

PPW5 Chapter 05 - Conserving and Improving Natural Heritage and the Coast

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SPG05 - Sustainable Design

SPG06 - Landscape

SPG12 - Parking

### **Officer's Appraisal**

#### **Background**

Planning permission was refused in 2012 for the erection of a garage on this site. This application is a re-submission for the scheme in an attempt to overcome the reasons for refusal. Planning application NP/12/0098 was refused on the 2<sup>nd</sup> April 2012 for the following reason:

*"The proposed garage would, by virtue of its height, scale, design and siting constitute an overly dominant development that would not relate well with the existing dwelling and would have a significant adverse impact upon the character of the immediate area to the detriment of the qualities and special character of the National Park. It would therefore conflict with the aims of Policy 1 (National Park Purposes and Duty), Policy 8 (Special Qualities), Policy 15 (Conservation of the Pembrokeshire Coast National Park Authority), Policy 29 (Sustainable Design) and Policy 30 (Amenity) of the Pembrokeshire Coast National Park Local Development Plan (Adopted September 2010)"*

#### **Constraints**

- Special Area of Conservation – within 500m
- Contaminated Land
- LDP Green Wedge
- LDP Open Space
- Biodiversity Issue
- Coal Standing Advice Area
- Safeguarding Zone
- Rights of Way Inland – within 500m
- Potential for surface water flooding

#### **Relevant Planning History**

- NP/12/0098 – Detached garage – Refused – 2 April 2012
- NP/10/254 – Extension to dwelling and retention of caravan for a twelve month period as accommodation during construction works to dwelling – Approved – 18 August 2010
- NP/09/031 – Tin Shed (retrospective) – Refused – 17 April 2009
- NP/09/030 – Retention of Caravan – Refused 9 April 2009 – Dismissed on Appeal 6 January 2010

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- NP/05/515 – Amendments to approved scheme NP/01/150 – Approved – 12 December 2005
- NP/01/150 – Conversion to dwelling – Approved – 30 May 2000

### **Current Proposal**

The application proposes the erection of a detached garage with associated loft space within the garden of The Old Coastguard Station, a dwelling-house in Broad Haven. The garage is proposed to be located to the west of the existing dwelling-house measuring 6.6m in width across the site with a depth of 6.1m.

The building includes two stories and measuring to a height of between 5.6m and 6.1m given slight change in levels across the site. Two access doors are proposed on the south facing elevation, a window on the ground floor west elevation, a pedestrian access on the east elevation and four roof lights in the roof.

Materials proposed include painted render to the walls, slate roof, butt joined black ridge tiles, black upvc gutters/downpipes and timber painted joinery.

With regard to changes from the previous submission the garage has been reduced in height by 0.6m, reduced in width by 0.4m and depth by 0.3m. The scheme also shows the omission of the previously proposed external staircase and upper floor access door and window.

### **Key Issues**

The main issues to consider in this application relate to whether the amended proposals address and overcome the reasons for refusal as detailed on the decision in planning application NP/12/0098. The application therefore raises the following planning matters:-

- Site Context and Principle of Development
- Visual Amenity and Special Qualities of the National Park
- Character and Appearance of the Existing Dwelling-house
- Amenity and Privacy
- Highway Safety, Access and Parking
- Other Material Considerations

#### *Site Context and Principle of Development:*

The site lies outside a defined Centre Boundary in a semi rural location and to the north of a cluster of dwellings positioned to the south of the existing access lane. Planning permission was granted in 2001 (NP/01/150) for the conversion of the building into a residential unit. Extensions to the building have since been added following approval in 2010 (NP/10/254).

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The land upon which the garage is proposed to be sited is designated in the LDP as an Open Space (Policy 16) and the surrounding land to the north and west is designated as a Green Wedge (Policy 16). Part of the existing dwelling is located within the open space identified although the front of the dwelling and part of the garden is excluded from the designation.

The dwelling is currently the only property on the north side of the lane in the immediate locality and is prominent when passing the south boundary of the site. The proposed garage is positioned to the west of the existing dwelling and opposite the neighbouring dwelling, Fernlea. The land presently consists of a hardstand area used for parking and is positioned at a slightly lower level than the garden serving the Old Coastguard Station which is separated from the site by a timber fence. A small tin shed is presently sited near the west boundary of the site.

The principle of a building to act as an ancillary structure to serve the occupiers of the existing dwelling-house is considered to be acceptable subject to other considerations including the design and form being in keeping with the character of the area within the National Park.

### *Visual Amenity and Special Qualities of the National Park and Character and Appearance of Existing Dwelling-house:*

Policy 8 of the Pembrokeshire Coast National Park Local Development Plan (LDP) is a strategic policy which refers to the special qualities of the National Park and lists priorities to ensure that these special qualities will be protected and enhanced. Policy 15 of the LDP seeks the conservation of the Pembrokeshire Coast National Park with criteria 'a' and 'b' resisting development that would cause significant visual intrusion and/or, that would be insensitively and unsympathetically sited within the landscape. Criteria 'd' and 'e' resists development that would fail to harmonise with, or enhance the landform and landscape character of the National Park, and/or fail to incorporate important traditional features.

Policy 29 of the LDP requires all development proposals to be well designed in terms of place and local distinctiveness (criterion 'a'). Policy 30 of the LDP seeks to avoid development that is of an incompatible scale with its surroundings (criterion 'b') or is visually intrusive (criterion "d").

The key reason for refusal of the previous scheme related to the identified unacceptable impact of the garage upon the existing dwelling and surrounding character of the area. The height, scale, design and siting resulted in an overly dominant garage and the Authority was concerned with the relationship between the garage and the main dwelling-house.

The applicant has reduced the height of the garage by approximately 0.6m and there are small changes to its footprint and the external staircase has also been removed. Whilst these changes are noted and do slightly change

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the appearance of the garage they are not considered to result in any significant change to overcome the reasons for refusal previously given.

Best practice design advice (*A Design Guide for Householder Development, Planning Officers Society for Wales, 2005*) suggests that garages and outbuilding additions should not impact detrimentally on the space about buildings, should be smaller in scale and subservient to the existing house and should not be over dominant in relation to the existing and surrounding properties.

The design and massing of the proposed garage will be an unsympathetic addition to the site that will fail to harmonise with the surrounding landform and erode the openness of the site which does lie partly within a designated 'Open Space' in the LDP. In respect of Policy, the LDP Policy 16 which relates to Open Spaces and Green Wedges does not preclude development by virtue of its wording although the supporting text (paragraph 7.83) states that Green Wedges play an important role in maintaining the landscape setting or urban and rural settlements, and in preserving openness and as such this is a consideration in the assessment of the scheme. In this instance although not sited within a Green Wedge the open nature of the site against the backdrop of the Green Wedge would be harmed by the proposals.

Although the building would be set at a lower level than the existing dwelling and there is a change in levels the building would still be of a scale which will not fit comfortably within the plot and not read as a subservient addition to the dwelling. The main dwelling (prior to extension) measured 7m in depth, 4.4m across and up to a height of 5.8m above ground level. The garage proposed is of a comparable scale and in parts actually larger than the original dwelling (measuring 6m in depth, 6.6m across and 5.5m in height) and as such would fail to read as an appropriately scaled outbuilding within the context of the site.

As a result of the scale, it's siting within the plot and its bulky design the garage would cause significant visual intrusion and would be an insensitive addition to the site contrary to the aims of policies 1, 8 and 15. Furthermore the scale and appearance of the development would be at odds with the surroundings and the garage would fail to accord with the aims of policies 29 and 30.

### *Amenity and Privacy:*

The proposed garage would be positioned away from the nearest neighbour opposite at 'Fern Lea' and will not result in a loss of light or general amenity to the occupiers. However, the structure will be of a considerable mass and be out of keeping with the area as already discussed above. An objection received from the neighbour at Fernlea considers that again the double garage is overly dominant and would have a significant impact on the character of the area. The Havens Community Council have supported the scheme although this being on the provision that the building should not become a separate dwelling in the future.

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### *Highway Safety, Access and Parking:*

The Highway Authority has been consulted as part of this revised application and again raises no objection to the scheme submitted on the proviso that any access gates open inward and that any surface water shall be trapped and disposed of so as not to flow onto any part of the public highway. In view of this there are no material objections to raise on the proposals on highway safety grounds and as such the scheme complies with the aims of Policy 53.

### *Other Material Considerations:*

The site lies within the confines of the former Broad Haven Old Culm Pits which were used to mine anthracite coal and approximately 25m east of the site is the former Swanswell Landfill. Pembrokeshire County Council Environmental Health have been consulted and offer no objection to the proposed development subject to a condition requiring the reporting of any contamination found at the site in the interests of protecting human health.

### **Conclusion**

In conclusion the revised scheme is considered to be of a scale and appearance which is out of keeping with the existing dwelling-house and character and appearance of the wider National Park area. The development would be prominent and result in an unsympathetic addition to the site within an area of open space and contrary to the fundamental aims of the National Park of preserving and enhancing the character of the area. As a result the development is considered to be contrary to policies 1, 8, 15, 29 and 30 of the Pembrokeshire Coast National Park Local Development Plan (Adopted September 2010).

### **Recommendation**

The application be refused for the following reason:

#### **Reason:**

1. The proposed garage would, by virtue of its height, scale, design and siting constitute an overly dominant development that would not relate well with the existing dwelling and would have a significant adverse impact upon the character of the immediate area, designated as a Green Wedge, to the detriment of the qualities and special character of the National Park. It would therefore conflict with the aims of Policy 1 (National Park Purposes and Duty), Policy 8 (Special Qualities), Policy 15 (Conservation of the Pembrokeshire Coast National Park Authority), Policy 29 (Sustainable Design) and Policy 30 (Amenity) of the Pembrokeshire Coast National Park Local Development Plan (Adopted September 2010).



TITLE NUMBER  
**CYM216833**



PEMBROKESHIRE / SIR BENFRO

ORDNANCE SURVEY MAP REFERENCE:

SMB613W4

SCALE 1:1250

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- 8 JAN 2013

Wentwood Park Authority

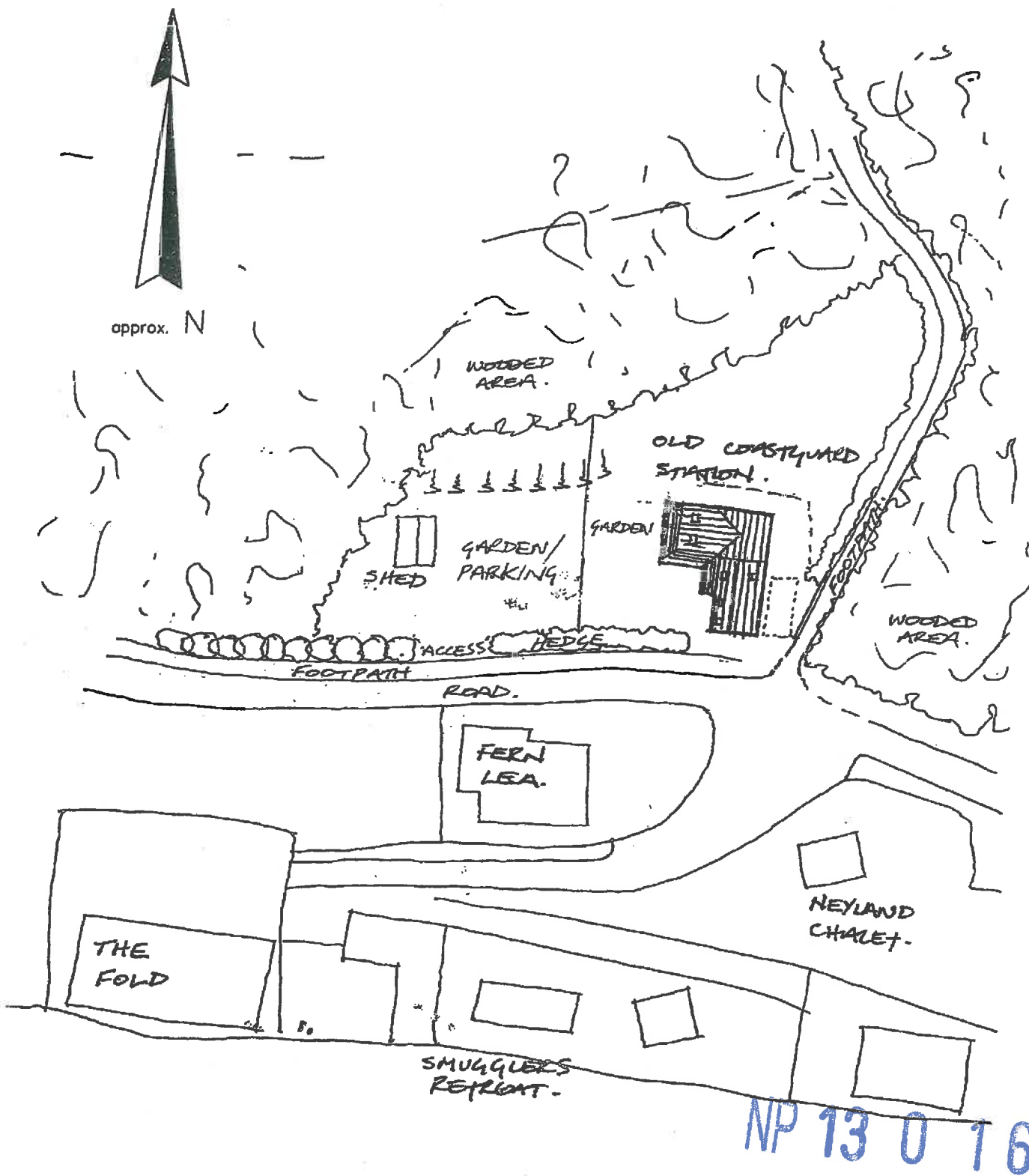
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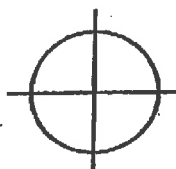
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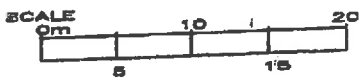
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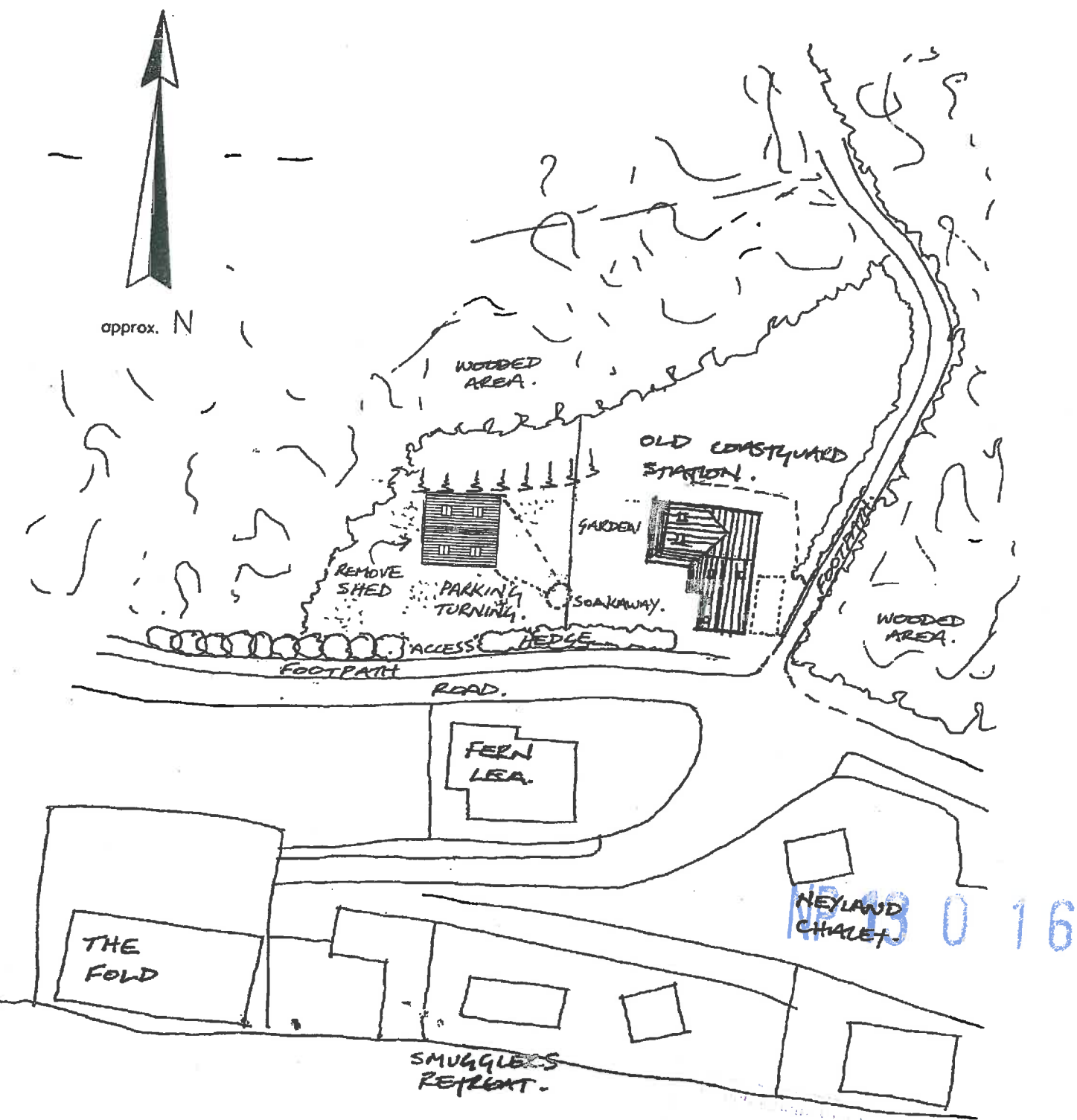






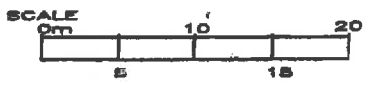
	<b>IAN BARTLETT</b> Dip. Bldg. Conserv. (RCS), HBC <b>BUILDING DESIGN &amp; CONSERVATION</b> <small>8 Caradoc Place, Newcastle-on-Tyne                  Postcode: NE4 6AF UK                  Tel: 01432 770700 Mob: 07885 067004                  Email: ian@bartlettconservation.co.uk</small>	
	PROJECT <b>DETACHED GARAGE AT THE OLD                  COASTGUARD STATION, BROAD HAVEN</b>	SCALE <b>1:500</b>
DRAWING <b>EXISTING BLOCK PLAN</b>	DATE <b>SEPT 11</b>	REVISION

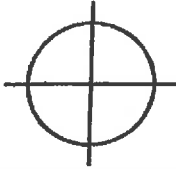




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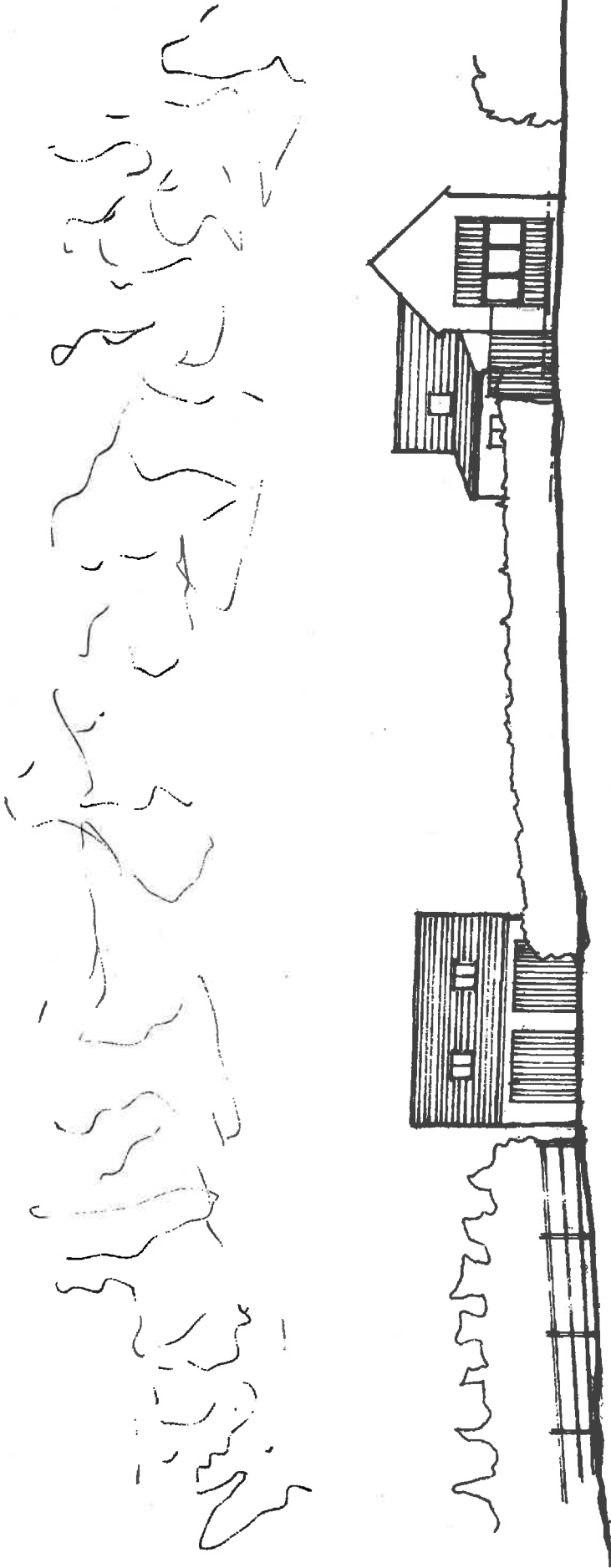
- 8 JAN 2013



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	<small>4 Canons Place, Haverfordwest                  Pembrokeshire SA41 9SL                  Tel: 01427 776766 Mob: 07952 612064                  Email: ian@bartlett.org.uk</small>	
PROJECT <b>DETACHED GARAGE AT THE OLD                  COASTGUARD STATION, BROAD HAVEN</b>	SCALE <b>1:500</b>	DRWG <b>303/04</b>
DRAWING <b>PROPOSED BLOCK PLAN</b>	DATE <b>JAN. 13</b>	REVISION

Pembrokeshire Coun  
 16 JAN 2013  
 National Park Authority

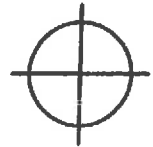
AP 13.10

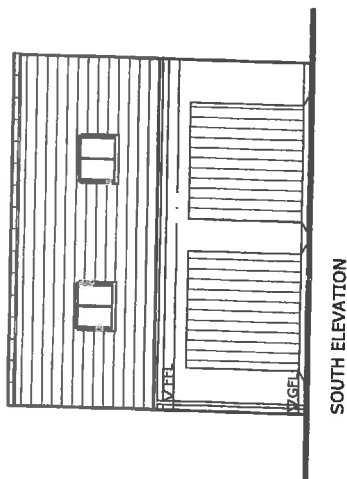


15.01.13 - SKETCH  
 REV. A - AMENDED TO 6.6M  
 FRONTAGE.

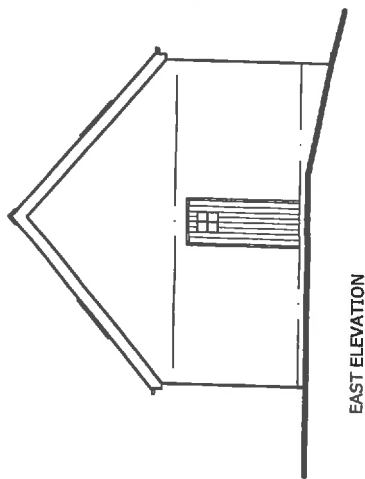


<b>IAN BARTLETT</b> DipBldgCons(RICS), IHBC <b>BUILDING DESIGN &amp; CONSERVATION</b> 6 Caradoc Place, Haverfordwest Pembrokeshire SA61 1HL Tel. 01437 776708 Mob. 07955 969064 Email: ian@bartlett.orangehome.co.uk	PROJECT <b>NEW GARAGE AT THE OLD COASTGUARD STATION,                  BROAD HAVEN</b>	SCALE 1:200 on A4	DRAWING 303/10
	DRAWING <b>PROPOSED STREET ELEVATION</b>	DATE NOV.2012	NUMBER A



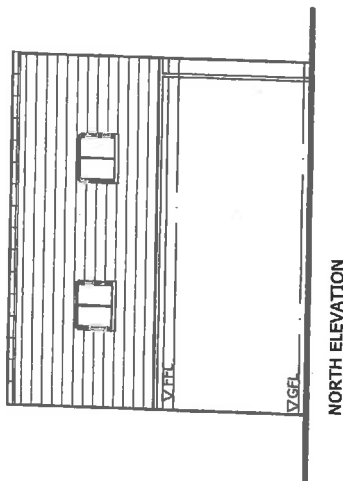


SOUTH ELEVATION

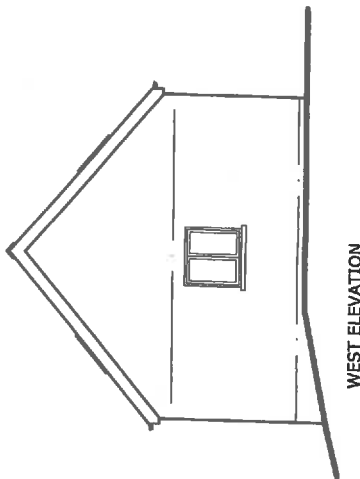


EAST ELEVATION

WALLS - render painted to match house  
 ROOF - slate to match house roof, butt jointed black ridges  
 GUTTERS/DOWNPIPES - Black UPVC  
 EXTERNAL JOINERY - Timber Painted  
 ROOFLIGHTS - Velux Conservation



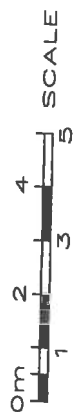
NORTH ELEVATION



WEST ELEVATION

8 JAN 2013

NP 13 0 16



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PROJECT	NEW GARAGE AT THE OLD COASTGUARD STATION, BROAD HAVEN	
DRAWING	PROPOSED ELEVATIONS	
SCALE	1:100 on A3	DWG NO
DATE	JAN 2013	REVISION
		303/02