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**Application Ref: NP/13/0237**

<b>Application Type</b>	Full
<b>Grid Ref:</b>	SM87781364
<b>Applicant</b>	Mr J Edwards, Uzmaston Residential Ltd
<b>Agent</b>	Mr J Edwards
<b>Proposal</b>	Construction of 3 dwellings (one of which is an affordable house), provision of new access and associated landscaping.
<b>Site Location</b>	Land at Broadway, Broad Haven, Haverfordwest, Pembrokeshire
<b>Case Officer</b>	Vicki Hirst

**Summary**

This application seeks full planning permission for the development of the site with three dwellings, one of which is offered as an affordable home for low cost home ownership. The main issues to be considered in this case are the principle of the development, affordable housing, design, siting and appearance and impact on the character of the area, amenity and privacy, access and parking arrangements, coal mining, other matters and other material considerations.

It is considered that this application fails to comply with the adopted LDP as the site does not comprise an infill or rounding off opportunity, the provision of three dwellings would fundamentally alter the character of the area and no Coal Mining Risk Assessment has been provided.

It is not considered that there are any other material considerations that are sufficient to override this view and the application is therefore recommended for refusal.

**Consultee Response**

**Coal Authority:** No objection subject to an informative being added to any permission

**The Havens Community Council:** Supporting

**Ecologist - Pembrokeshire County Council:** Reply

**PCC - Transportation & Environment:** No objection in principle but seeks further plans to provide a turning area and alterations to the layout of the access.

**Waste & Recycling Manager - PCC:** No objection

**MOD:** No objection

**Natural Resources Wales:** No objection - Planning Advice Note

**Dwr Cymru Welsh Water:** Conditional Consent

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### **Public Response**

The application was advertised by site notice and through individual notifications. At the time of writing this report no responses had been received.

### **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 45 – Affordable housing  
LDP Policy 52 - Sustainable Transport  
LDP Policy 53 - Impacts on traffic  
PPW5 Chapter 04 - Planning for Sustainability  
PPW5 Chapter 05 - Conserving and Improving Natural Heritage and the Coast  
PPW5 Chapter 08 - Transport  
PPW5 Chapter 09 - Housing  
PPW5 Chapter 12 - Infrastructure and Services  
SPG05 - Sustainable Design  
SPG08 - Affordable Housing  
SPG11 - Coal Works - Instability  
SPG12 - Parking  
SPG21 - Accessibility  
TAN 02 - Planning and Affordable Housing  
TAN 05 - Nature Conservation and Planning  
TAN 06 - Planning for Sustainable Rural Communities  
TAN 12 - Design  
TAN 18 - Transport

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## **Officer's Appraisal**

### **Background/Site Description**

The application is on the agenda at the discretion of the Head of Development Management as members have dealt with previous applications on this site.

Broadway consists of a number of dispersed dwellings and a commercial garage located on the northern side of the B4341 Haverfordwest to Broad Haven road. Broadway lies about 1km east of Broad Haven and is close to the boundary of the National Park. The character of the area is linear development along the northern side of the road with a small cul de sac of houses to the west of the application site.

The application site is situated between two relatively modern (circa 1970s) bungalows, and comprises a frontage to the road of approximately 95 metres. The site is fronted by a hedgerow and is primarily rough grassland.

The site has been the subject of applications in the past, with a proposal for two dwellings in 2009 being approved by members (contrary to the officers recommendation) but being subsequently refused on the grounds that the scheme relied on a private drainage system within a sewered area contrary to government guidance set out in Planning Policy Wales and Circular 10/99. This shortcoming placed the proposal at odds with the then JUDP and in the absence of any indication from Welsh Water regarding the possible upgrading of the system the application was refused in January 2010. (NP/09/331).

A further outline application for two dwellings and new access was submitted in 2010, and was granted (again contrary to officers recommendation) in July 2010. This application proposed connection to the sewage system which was supported by Welsh Water. (NP/10/164). The application was approved subject to conditions requiring any reserved application to include a scheme for the provision of affordable housing comprising no less than one affordable unit and conditions in relation to the design, landscaping and highway improvements. The reserved matters application in relation to this outline permission has been submitted under reference NP/13/0287 and appears elsewhere on this agenda.

### **Current Application**

The current application seeks full planning permission for the development of the site with three dwellings, one of which is offered as an affordable home for low cost home ownership. Access for Plot 1 will be taken from the B4341 in the centre of the site and will access a garage to the rear of the proposed dwelling. Access for Plots 2 and 3 will also be taken from the adjacent B4341 road from a new access to the east of the property The Bungalow and will provide access to both the existing property The Bungalow and the two new plots. This access point corresponds with that approved under the outline consent referred to above.

The proposed dwellings will be detached, two storey buildings, constructed with a combination of roughcast and “wavy” smooth render with composite blue/black roof slates and timber painted or UPVC fenestration.

In support of the application the applicant states that the existing outline permission is not viable due to the requirement for a 50% contribution of affordable housing. It is stated that this conclusion has been based on an extensive analysis by a professionally qualified development consultant and has been based on the current acceptable cost guidance figures provided by the Welsh Government, combined with the fact that this type of unit is almost impossible to deliver within the National Park and the requirements of the site itself due to its ground conditions, drainage, hedge detailing requirements, access improvements and sustainable development requirements. The applicant states that he is committed to providing affordable housing on the site and three units are required to achieve the values for supporting capital for the affordable dwelling. A Unilateral Undertaking has been provided with the application offering Plot 3 as the affordable unit together with a commuted sum of £10,000.

It is also stated that the site is not truly situated within the countryside and is a small vacant site better suited for the three dwellings proposed than the two approved and where one affordable unit can realistically be provided. The applicant has submitted a lengthy planning report with the application and refers to a number of policies, the National Park Management Plan, and the discussions by the Authority’s scrutiny committee on affordable housing. This document is available on the file for members to view.

The application was accompanied by a Planning Report incorporating a Design and Access Statement and a tree report.

### **Officers Appraisal**

The main issues to be considered in this case are:

- The Principle of the Development
- Affordable Housing
- Design, Siting and Appearance and Impact on the Character of the Area
- Amenity and Privacy
- Access and Parking arrangements
- Coal Mining
- Other Matters
- Other Material Considerations

#### *The Principle of the Development*

The application site is situated in the countryside for the purposes of the Local Development Plan (LDP) with Broadway not being identified as a local or rural centre. As such Policy 7 of the LDP is relevant relating to countryside and states that outside the identified centres development will only be permitted where, amongst other things, it constitutes sensitive filling in of small gaps or

minor extensions (ie rounding off) to isolated groups of dwellings with priority being given to meeting affordable housing needs. Release of such land will depend on the character of the surroundings, the pattern of development in the area and the accessibility to the Centres identified in the hierarchy.

The supporting text to this policy defines infill or rounding off sites as being where there is a physical cohesion of dwellings with infill defined as development for one or two units of a size compatible with its setting in a small gap in an otherwise built up frontage. Rounding off would complete or consolidate the built up perimeter and entail the development of no more than one or two dwellings.

In this particular case, it is not considered that this site comprises a rounding off opportunity as there is no cohesive group of dwellings, more a dispersed scattering of development at intermittent gaps developed in a linear fashion following the road. In this respect, the subject site is a gap between two existing bungalows. However, whilst there is other development fronting the road, this is dispersed and ad hoc with no regular pattern or consistency. To the west of the property The Bungalow is a commercial garage, whilst to the east is a gap and then a further development under construction (and situated outside the National Park). It is your officers view that the site does not comprise a gap in an otherwise built up frontage and is instead a large (some 95metre frontage) gap between dispersed linear development. The fact that this application proposes a development of three dwellings is also demonstrative of the fact that the site is larger than that which falls under the definitions within the development plan and in your officers view would comprise a form of intensive development in the countryside that would not meet the requirements of Policy 7 that seek to restrict development in the countryside.

With regard to accessibility; the site is however served regularly by a public bus service and would therefore be deemed to be acceptable should it meet the definition of an infill or rounding off site. In view of the above view however it is not considered that the principle of this development can be supported.

#### *Affordable Housing*

Policy 45 of the LDP relates to affordable housing and requires the Authority to seek to negotiate 50% affordable housing on proposals for two or more dwellings. The Authority's adopted Supplementary Planning Guidance in relation to Affordable Housing provides information on the implementation of this policy.

The applicant has made submissions that the development would not be viable where two houses are proposed with one as an affordable unit. He considers that a development of three is required to secure one affordable unit. The provision of an affordable unit on this site has been the subject of discussion with your officers with potential purchasers of the plots and also this applicant.

Your officers advised the selling agent that the asking price at the time was unrealistically high and did not factor in the need to build an affordable house too. Your officers took the view that many 'self-build' buyers had been put off by the complexity of the issue and walked away. This applicant purchased the site whilst in discussions with your officers and was able to provide construction and site preparation costs which could be factored into the "3 Dragons" viability toolkit. The "3 Dragons" toolkit confirmed your officers opinion that this proposal for 3 dwellings was more realistic in terms of providing financial viability.

To encourage the development to be built and to provide as much flexibility and viability into the scheme as possible your officers negotiated these main points:-

- An affordable unit with no social housing grant
- An affordable unit with no RSL involvement
- An affordable unit to be sold as an intermediate unit at 70% of market value
- The affordable unit to be provided prior to the occupation of either of the open market units.

The developer is also able to offer a £10k commuted payment also towards affordable housing.

At the time of writing this report your officers were checking the content of the Unilateral Undertaking provided as part of the planning application process. The progress on this will be reported verbally.

The offer of one unit in a development of three would accord with the requirement to seek a 50% contribution on all developments of two or more units as the figure is rounded down where an odd number is proposed

#### *Design, Siting and Appearance and Impact on the Character of the Area*

As set out above, the application seeks to provide three detached dwellings on the site, with two new accesses proposed from the adjacent B4341. Plot 1 would be the larger of the three units, comprising a four bedroom unit with a front elevation width of 25 metres. The property would consist of a main two storey element of approximately 12.5 metres wide and 8 metres high with two single storey elements to each end. The building is of a traditional style and proportioning and there is no objection to the design of Plot 1 in itself.

Plots 2 and 3 are of smaller dimensions, consisting of a main section of 7.5 metres wide and 7 metres high with a single storey element to one side. Again a traditional approach is proposed and there is no objection to the design approach.

However, notwithstanding the acceptability of the design approach, there is concern at the impact that three dwellings have to the character of the area. The provision of three dwellings, two new access points and their visibility splays and accesses, and the associated residential paraphernalia that would

accompany each dwelling will, in your officers view, result in an intensification of development on this site that will fundamentally alter the character of the dispersed, scattering of development at intermittent gaps developed in a linear fashion following the road. Whilst there is other development fronting the road, this is dispersed and ad hoc with no regular pattern or consistency and the introduction of three dwellings on this site will introduce a regularity and consistency that will urbanise the character of this area. As such it is considered that this proposal is unacceptable due to the impact that it will have on the character of this countryside setting.

#### *Amenity and Privacy*

In view of the conclusions above, it is not considered that the proposal is acceptable in terms of visual amenity.

With regard to privacy, the site is situated between two existing properties and as such consideration needs to be given to the privacy of those properties and to the relationship between the three plots themselves. The proposed dwellings are orientated so as to not cause any overlooking from the front and rear elevations, but there could be the potential for overlooking from windows in the side elevations. No first floor windows are proposed in the side elevations of the properties and the ground floor windows would not result in overlooking due to the boundary treatments proposed. However it is considered that a condition should be imposed on any permission restricting any additional windows in the first floors of the east and west elevations of all three dwellings.

#### *Access and Parking arrangements*

The proposed access and parking arrangements propose two new accesses to the site and include the improvement of the visibility splay to the front of the site and improved parking for The Bungalow, and are supported in principle by the Highways Authority. However, further plans were requested requiring the access to be laid out to standard advice and turning areas created within the plot. These plans have been requested and any further comments from the Highways Authority will be reported verbally at the meeting.

#### *Coal Mining*

As part of the consideration of this application the proposal was referred to the Coal Authority as the site lies within a defined high risk area where there are coal mining features and hazards which should be considered as part of development proposals. In responding to the consultation on the application the Coal Authority has objected to the application as no Coal Mining Risk Assessment has been submitted as part of the application. Planning Policy Wales requires applicants to demonstrate to the satisfaction of the NPA that the application site is safe, stable and suitable for development and in the absence of this being demonstrated the application should be refused. The applicant is seeking to provide this information prior to consideration of this application at the meeting, but in the absence of a Risk Assessment demonstrating that there are no risks from the coal mining legacy, this would form a reason for refusal.

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*Other Matters*

No other issues have been raised by consultees subject to conditions being imposed on any permission in relation to sewage, surface water, external lighting (to protect foraging bats), and landscaping.

*Other Material Considerations*

In light of the above assessment it is your officer's view that the application fails to comply with the adopted LDP as the site does not comprise an infill or rounding off opportunity, the provision of three dwellings would fundamentally alter the character of the area and no Coal Mining Risk Assessment has been provided.

As such it is necessary to consider in line with the Planning Acts, whether there are other material considerations that would indicate that the development should be approved contrary to the Plan policies. In this respect there is an extant outline permission for two dwellings on the site, the related reserved matters for which appear elsewhere on this agenda. The outline application was allowed contrary to officer's advice and does form a material consideration.

However, notwithstanding the fact that there is an extant permission for two dwellings on this site, it remains your officer's view that this site does not conform with the definition of an infill or rounding off opportunity, particularly where the development now proposed seeks permission for three houses and not two. The supporting text to Policy 7 clearly defines infill or rounding off to be confined to sites suitable for one or two dwellings and no more, and this application is in direct conflict with that definition. The applicant has stated that the development of the site for three is required to make the site viable due to the requirement for an affordable unit.

Finally, the requirement for a Coal Mining Risk Assessment is a material change to the position at the time of the original outline planning permission. The Coal Authority now requires Coal Mining Risk Assessments to be provided as part of planning applications in line with Welsh Government advice. Whilst the Coal Authority has accepted that in the case of the reserved matters application it is not appropriate to seek a risk assessment due to the existence of an existing permission, the application the subject of this report, forms a new, full application proposal which should be considered in line with existing requirements and policies. As such, it is considered that this risk assessment should be provided to enable this issue to be fully taken into account.

**Conclusion**

In conclusion, it is considered that this application should be refused on the grounds that the application fails to comply with the adopted LDP as the site does not comprise an infill or rounding off opportunity, the provision of three dwellings would fundamentally alter the character of the area and no Coal Mining Risk Assessment has been provided. It is not considered that there are



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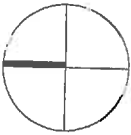
any other material considerations that are sufficient to override this view and the application is therefore recommended for refusal.

### **Recommendation**

That the application be refused for the following reasons:

1. Policy 7 of the Pembrokeshire Coast National Park Local Development Plan states that outside the identified centres development will only be permitted where, amongst other things, it constitutes sensitive filling in of small gaps or minor extensions to isolated groups of dwellings. The application site by virtue of its size, location and the character of the surrounding area would not conform with this definition and as such the proposal is contrary to local and national policies regarding the location of new residential development which seek to direct development to existing communities in the area (such as Broad Haven) where a fuller range of public services are readily available and where further growth can be accommodated.
2. Policies 8, 15, 29 and 30 of the Pembrokeshire Coast National Park Local Development Plan seek to protect and enhance the pattern and diversity of the landscape, prevent development that fails to harmonise with or enhance the landform and landscape character of the National Park, that fails to incorporate important traditional features, and that is insensitively and unsympathetically sited within the landscape and visually intrusive. The provision of three dwellings, two new access points and their visibility splays and accesses, and the associated residential paraphernalia that would accompany each dwelling will result in an intensification of development on this site that will fundamentally alter the character of the dispersed, scattering of development at intermittent gaps developed in a linear fashion following the road and urbanise the character of this area. As such the proposal is considered to be harmful to the special qualities of the National Park and contrary to Adopted Development Plan Policy.
3. Paragraph 13.9 of Planning Policy Wales Edition 5 requires planning decisions to take into account the potential hazard that unstable land can create and for special investigation and assessment to be undertaken by the developer to determine the stability of the land and any necessary remedial measures. The application fails to demonstrate that any risks associated with unstable land can be satisfactorily addressed and as such the proposal fails to conform with national policy advice.

NORTH

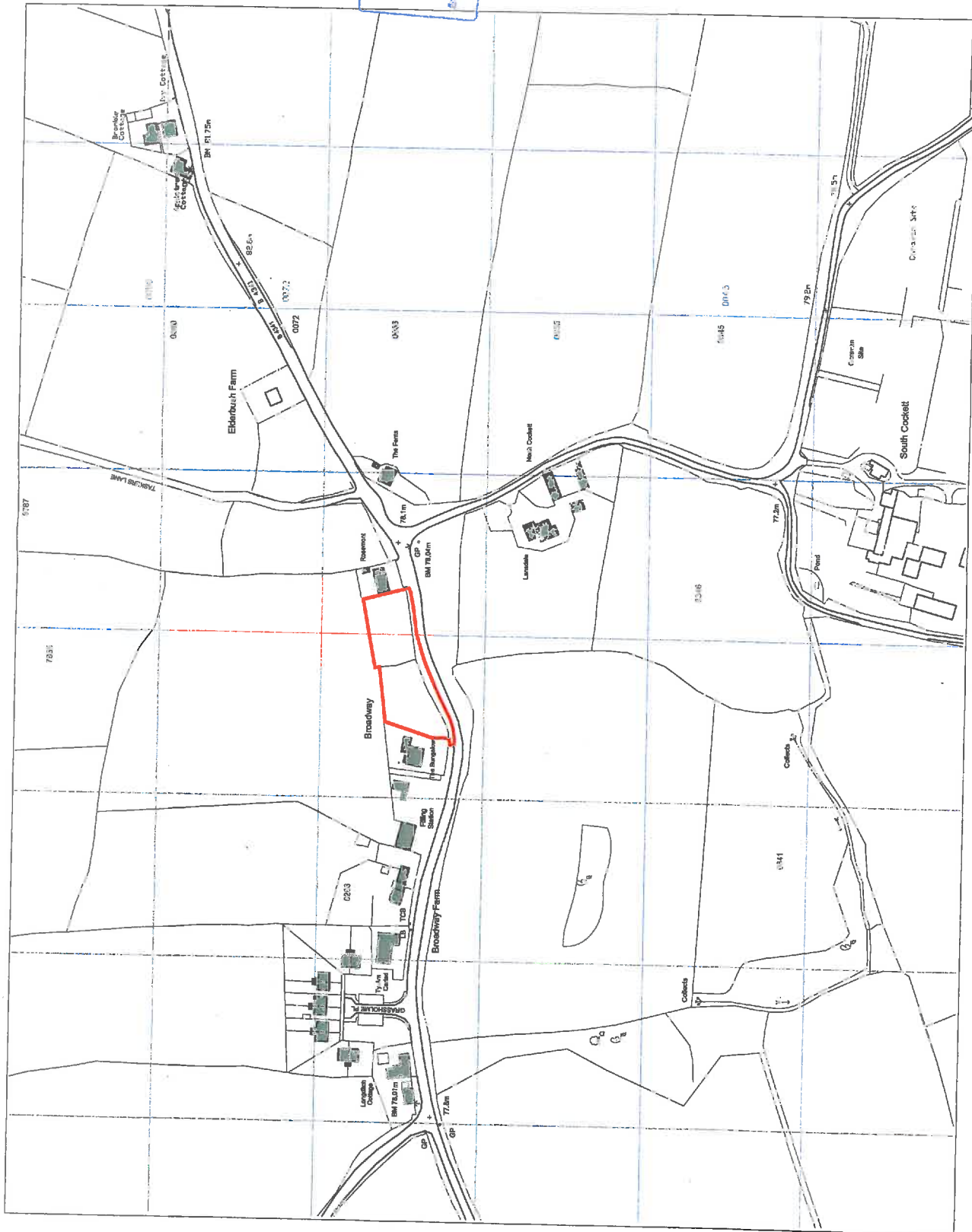


From: Mr & Mrs J & S Edwards  
 Rosemont Park Authority

30 MAY 2013

Residential New Dwelling  
 at Rosemont Park

NO 13 2 37

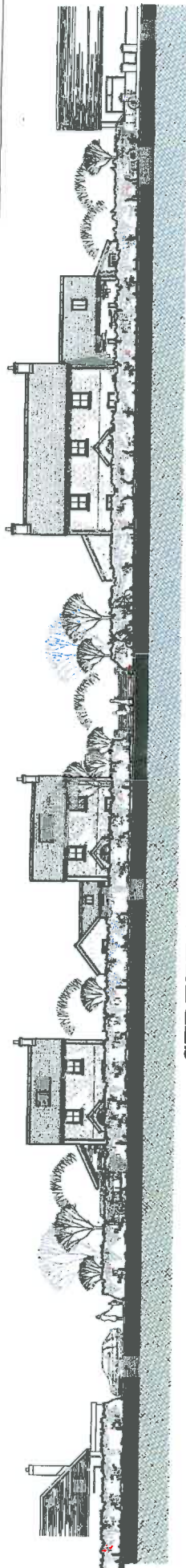


LOCATION PLAN

Mr & Mrs. J & S. Edwards  
 Proposed New Dwelling to Land  
 adjacent to Rosemont,  
 Broadway, Pembrokehire

1:2500	Mar 2013	001
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LOCATION PLAN



**STREET VIEW IN CONTEXT - NTS**



NP 13 2 37

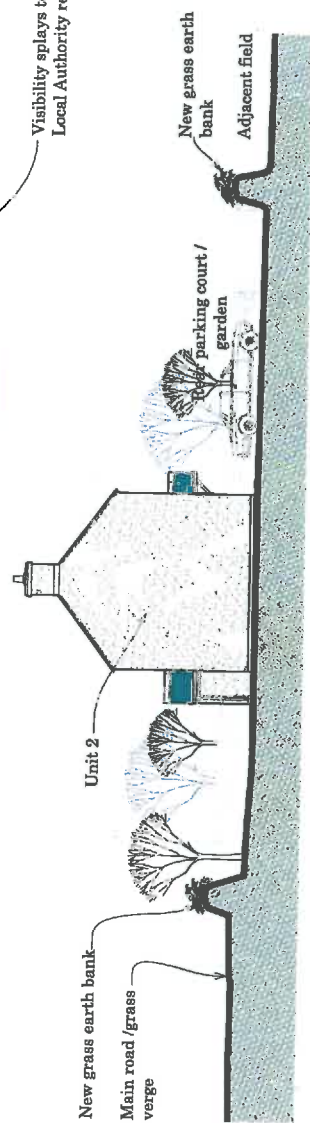
**PROPOSED SITE LAYOUT - 1:500**

**CFSH-KEY**

- Composting bin - 220L min.
- General waste bin - 170L min for 2bed unit
- 3x Recycling waste bins - total capacity of 180L (60L min individual)
- Water Butt min 200L capacity
- Rotary drying line
- Code compliant cycle store 2x1.5m for 2 cycle spaces

**GENERAL SERVICES KEY**

- Existing foul mains-within adj. field
- Foul gravity drains
- All surface water collected & taken to drainage system within adjacent field
- Suggested water mains entry point



**SITE SECTION 1:200**

**Landscaping**

- On-site rain water or black-pollars - surface water
- Grassed to full drainage to 100mm
- Grassed garden areas to front and rear of dwellings
- New grassed earth bank 600-800mm high with planting on top
- Visibility of public streets / roads - landscaping design TDA
- 100% permeable base

**Pembrokeshire Coast National Park Authority**

**30 MAY 2013**

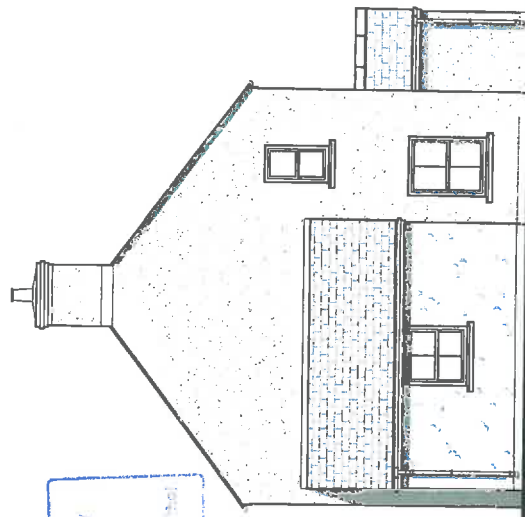
*Approved for Planning Conditions*

<b>PROPOSED SITE LAYOUT</b>	
Mr. & Mrs. J & S. Edwards	
Proposed New Dwelling to Land adjacent to Rosemont, Broadway, Pembrokeshire	
1:500	Mar 2013 003

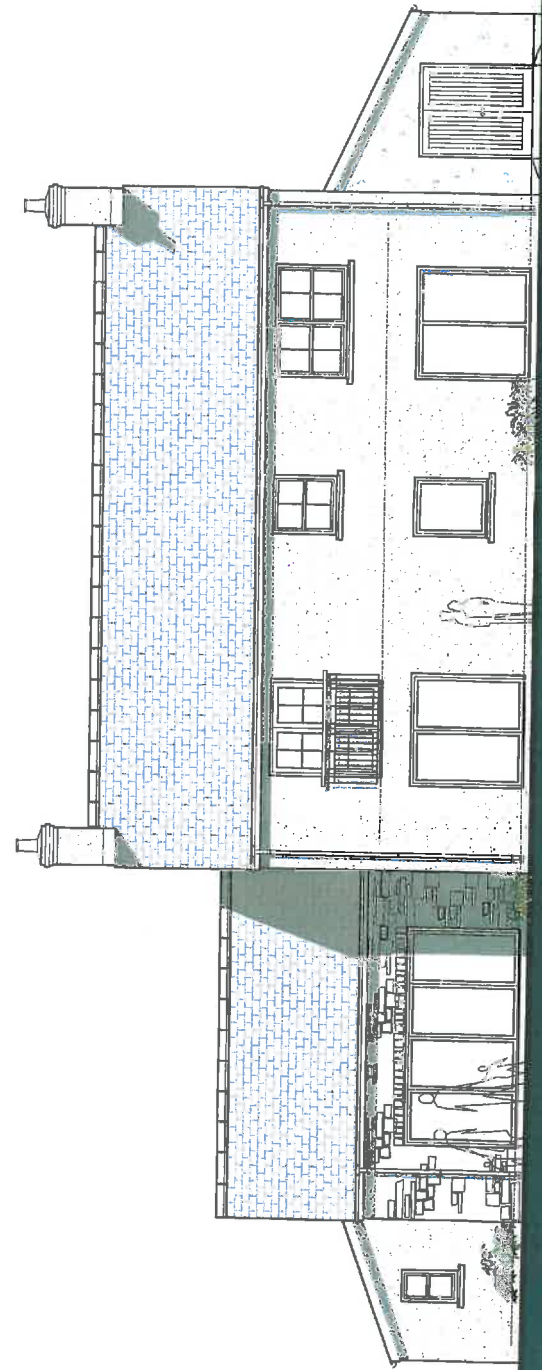


South Elevation

Final drawing checked  
 Planning Dept Authority  
**30 MAY 2013**



West Elevation



North Elevation

AP 13 2 37

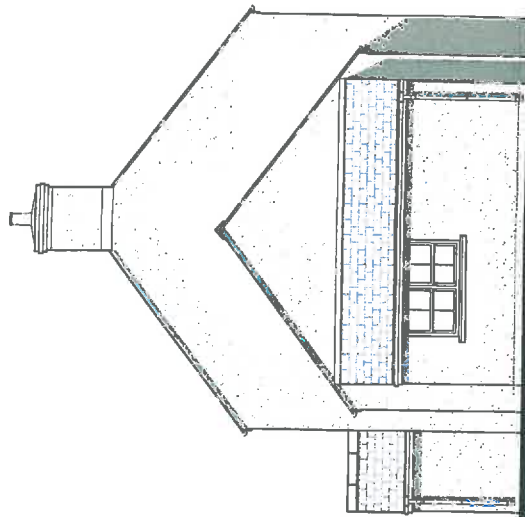
**FINISHES SCHEDULE**

- Composite blue/black slate roof covering
- Terracotta or blue/black concrete ridge tiles
- Timber painted or Upvc doors & windows
- Black rainwater gutters / downpipes
- Wall finishes
- Roughcast render finish to Main House
- Wavy smooth render finish to store lean-to & kitchen extension
- Roughcast render to Utility lean-to
- Random natural stonework to front elevation of Kitchen extension.
- Conservation type rooflights

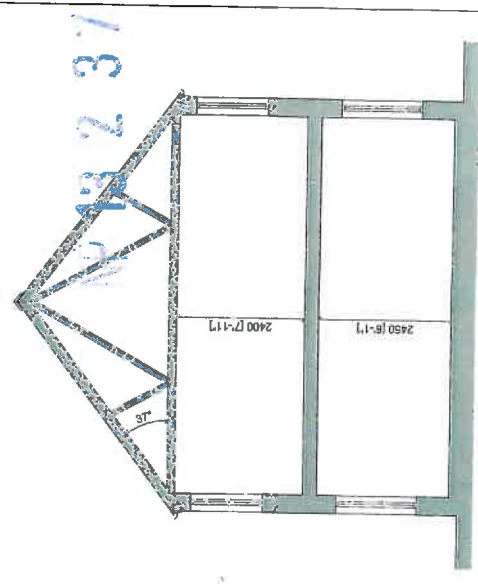
Drawn by	Checked by	Date
<b>PROPOSED ELEVATIONS</b>		
Client		
Project Title		
Scale		
Revision		
1:100	Mar 2013	005

**PLOT 1**

Mr & Mrs. J & S. Edwards  
 Proposed New Dwelling to Land  
 adjacent to Rosemont,  
 Broadway, Pembrokeshire



**East Elevation**



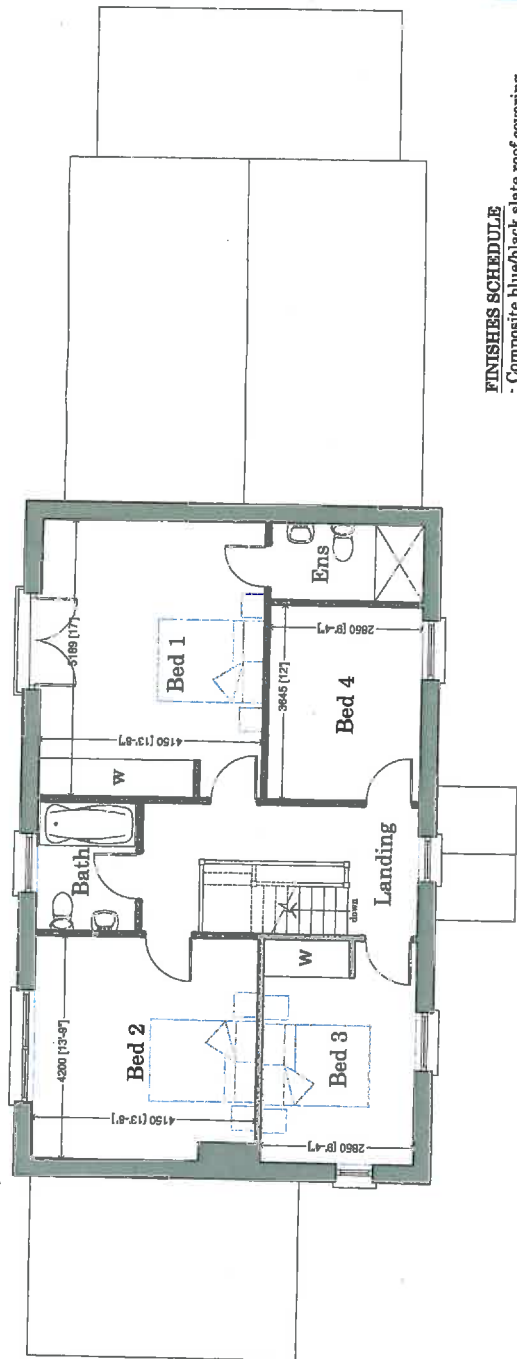
**Section**

Proposing a New Dwelling  
 30 MAY 2013  
 Proposed Floor Plans & Elevation  
 Proposed Party Structure

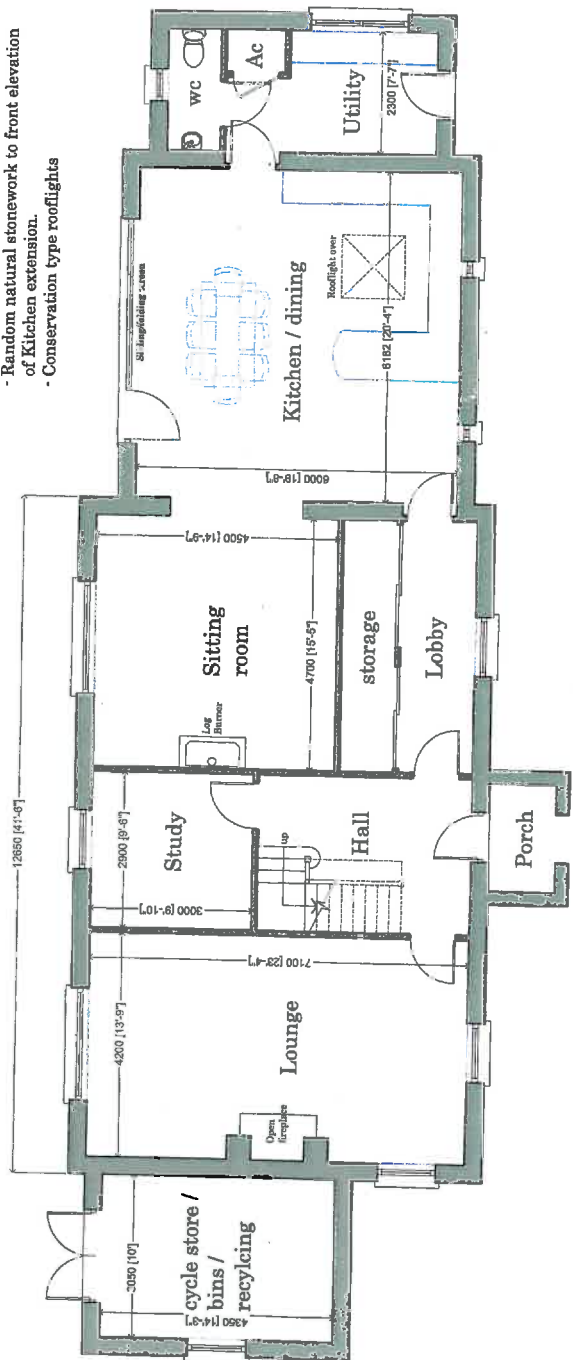
# PLOT 1

Proprietor	Designer	Scale
Mr & Mrs. J & S. Edwards	Proposed FLOOR LAYOUTS / ELEVATION	
Client	Drawn by	Date
Proposed New Dwelling to Land adjacent to Rosemont, Broadway, Pembrokehire	1:100	Mar-2013
Scale	Drawn by	Rev.
1:100	Mar-2013	004

- FINISHES SCHEDULE**
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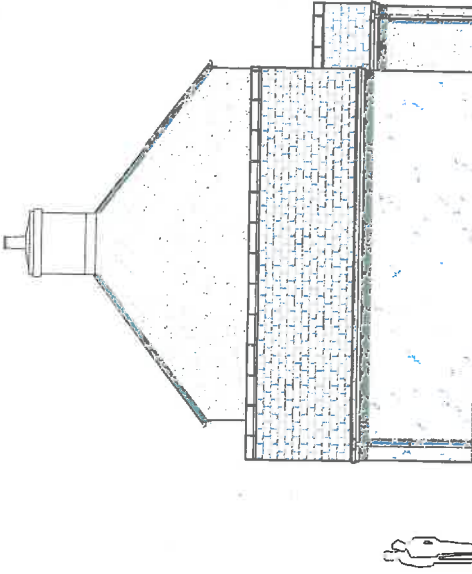
**First Floor Layout**



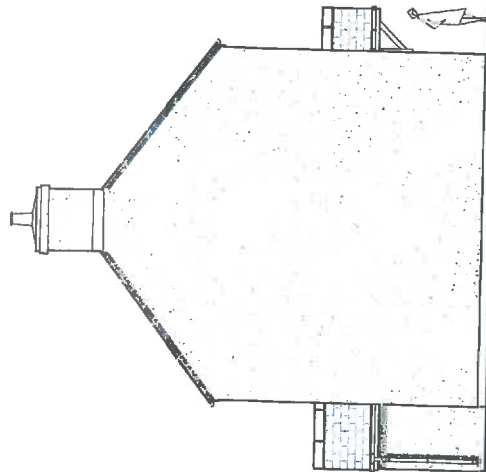
**Ground Floor Layout**



**South Elevation**



**West Elevation**



**East Elevation**



**North Elevation**

**FINISHES SCHEDULE**

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- Wall finishes**
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  - 'Wavy' smooth render finish to store lean-to garage.

NP 19 2 3 /

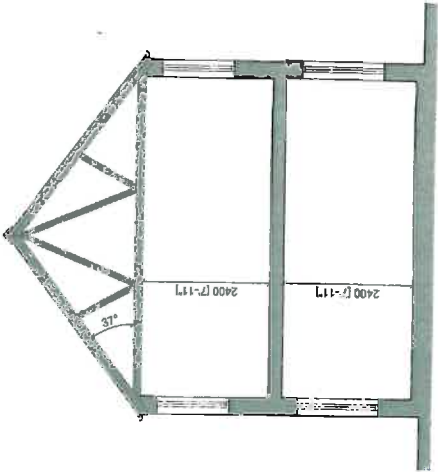
Scale	1:100	Date	Mar 2013
Client	Mr & Mrs. J & S. Edwards		
Project / Title	Proposed New Dwelling to Land adjacent to Rosemont, Broadway, Fembrokeshire		
Drawn by	Proposed ELEVATIONS - PLOT 3		

**PLOT 2**

30 MAR 2013

Item 6e)

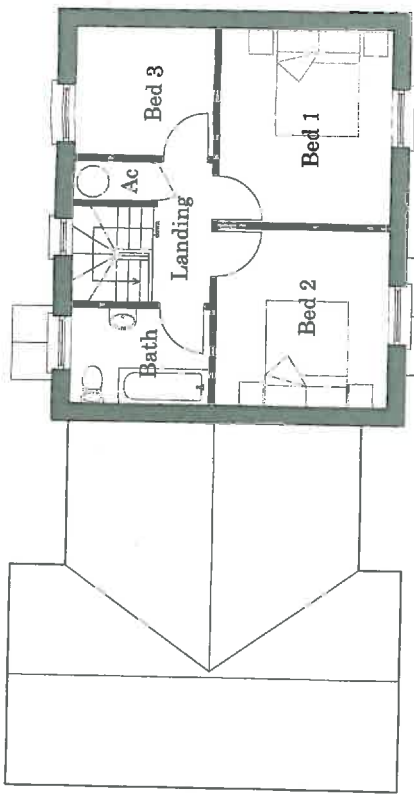
NP 13 2 37



Section

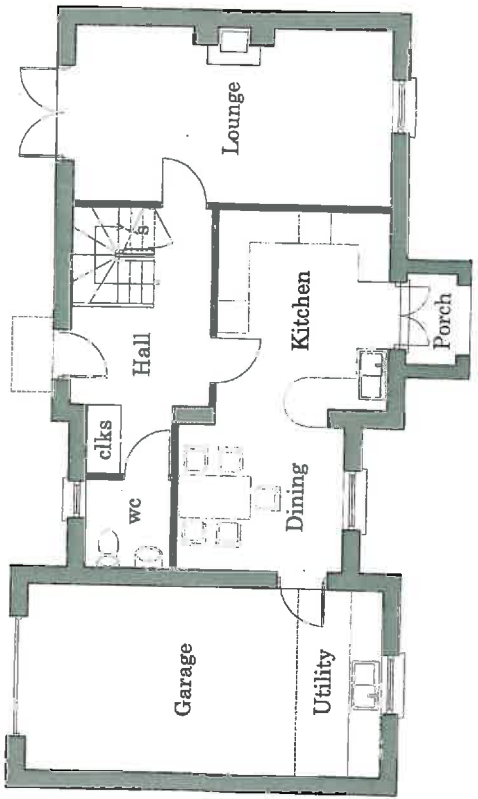
- FINISHES SCHEDULE**
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Pembrokeshire Council  
 Planning & Building Authority  
 30 MAY 2013



First Floor Layout

First Floor Layout



Ground Floor Layout

# PLOT 2

Author	Drawn	Scale	Rev.
Proposed FLOOR LAYOUTS - PLOT 2	Mr & Mrs. J & S. Edwards	1:100	006
Proposed New Dwelling to Land adjacent to Rosemont, Broadway, Pembrokeshire			
Date	Drawn	Scale	Rev.
Mar 2013			

NP 19 2 37



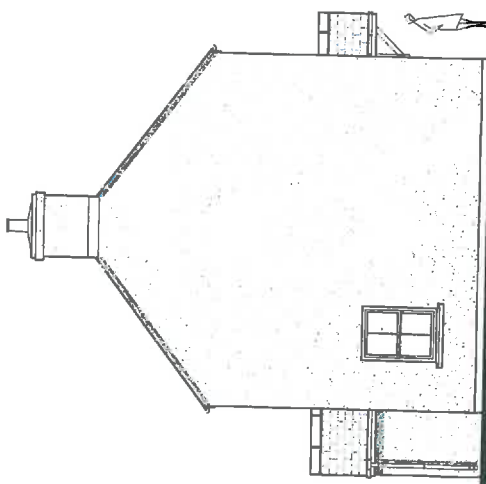
South Elevation



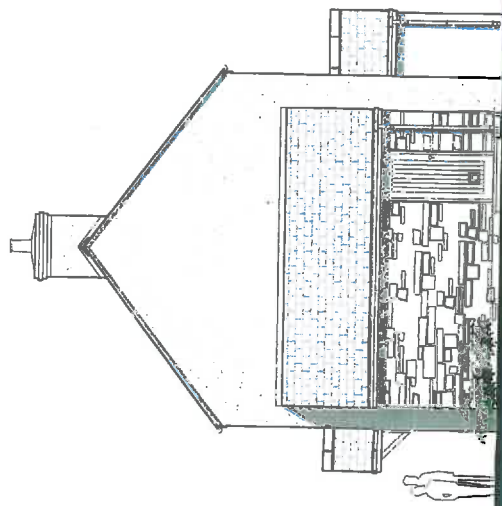
North Elevation

**FINISHES SCHEDULE**

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East Elevation



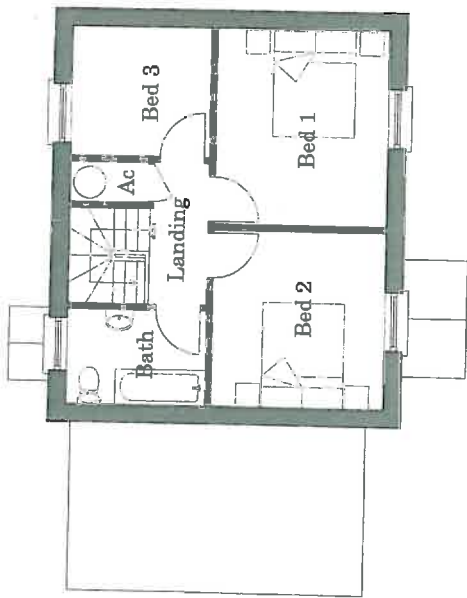
West Elevation



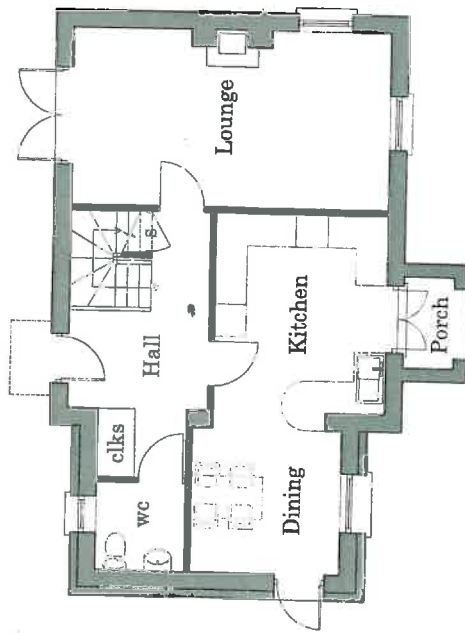
**PLOT 3**

Revision	Description	Date
PROPOSED ELEVATIONS - PLOT 3		
Client:	Mr & Mrs. J & S. Edwards	
Project / Title:	Proposed New Dwelling to Land adjacent to Rosemont, Broadway, Pembrokehire	
Scale:	Drawn:	Date:
1:100	Mar 2013	009

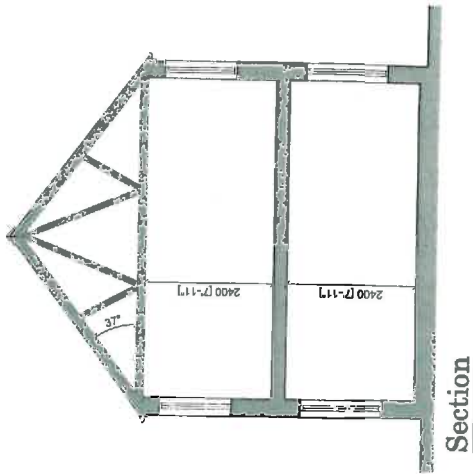




First Floor Layout



Ground Floor Layout



Section

**FINISHES SCHEDULE**

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NP 13 2 37



# PLOT 3

Revision	By	Checked	Date
Client: PROPOSED FLOOR LAYOUTS - PLOT 3 Designer: Mr & Mrs. J & S. Edwards Proposed New Dwelling to Land adjacent to Rosemont, Broadway, Pembrokeshire			
Scale: 1:100	Date: Mar-2013	Sheet No: 006	Total No: