

**Application Number:** DM/2018/01635

**Proposal:** Full planning application for the development of four affordable dwellings and associated works

**Address:** Land At Llantillio Crossenny

**Applicant:** Monmouthshire Housing Association

**Plans:** Site Plan 5718/p/01a - , Site Plan 5718/p/05a - , Floor Plans - Proposed 5718/0p/20c - , Floor Plans - Proposed 5718/p/21d - , Elevations - Proposed 5718/p/67c - , Elevations - Proposed 5718/p/66d - , All Drawings/Plans 5718/p/70d - , Other 180828 llc aia nb - , Other 180828 llc tcp nb - , All Proposed Plans 5718\_P\_10P\_Proposed\_Site\_Plan - ,

**RECOMMENDATION: Approve**

Case Officer: Ms Kate Bingham  
Date Valid: 11.10.2018

**1.0 APPLICATION DETAILS**

1.0 This is a full application for four affordable dwellings in Llantillio Crossenny. The site is to be considered as an Affordable Housing Rural Exception under Policy H7 of the Local Development Plan (LDP).

1.1 The site is broadly rectangular in shape, measuring 0.16ha, and made up of arable land. The site is bound to the east by the Vicarage associated with the local church and to the south and west by arable land. The northern boundary is an unnamed road which links onto the B4233 to the west. The site is within the Llantillio Crossenny Conservation Area.

1.2 Four dwellings and associated works are proposed. These will be a mix of three two-bedroom dwellings and one three-bedroom dwelling. The dwellings are sited facing the road to the north of the site. In front of the dwellings would be the parking areas, which includes the bin store area. Gardens to the rear of the dwellings will be located away from the road for added privacy. The edge of the plots will be bounded by 1800mm high close boarded timber fence followed by a 4-6m planting buffer and 1.2m stock proof fence.

1.3 The proposed dwellings are formed by two blocks of semi-detached houses. The dwellings will be to two storeys in height with pitched roofs.

**2.0 RELEVANT PLANNING HISTORY (if any)**

Reference Number	Description	Decision	Decision Date
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None.

**3.0 LOCAL DEVELOPMENT PLAN POLICIES**

**Strategic Policies**

S1 LDP Spatial Distribution of New Housing Provision  
S13 LDP Landscape, Green Infrastructure and the Natural Environment  
S16 LDP Transport

## **Development Management Policies**

DES1 LDP General Design Considerations  
EP1 LDP Amenity and Environmental Protection  
NE1 LDP Nature Conservation and Development  
H3 LDP Residential Development in Minor Villages  
H7 LDP Affordable Housing Rural Exceptions

### **4.0 REPRESENTATIONS**

#### **4.1 Consultation Replies**

**Llantilio Crossenny Community Council** - No objections. Members would prefer to see the houses located further from the Vicarage.

**MCC Housing Officer** - Housing and Communities fully support this rural exception site for affordable housing. We have worked with the RHE, the Church in Wales and Monmouthshire Housing to bring this site forward. There is a high need for affordable housing in all rural areas of Monmouthshire and there are 43 households on our housing register with a local connection to Llantilio United.

**MCC Highways** - No objection in principle. However, note the following:

- \* No on site provision for visitors has been provided. The highway authority consider this requirement is essential and its absence will only encourage inappropriate parking on the adjacent highway and verge, such parking will cause an obstruction and damage the highway verge. It is recommended that each access and parking forecourt have the benefit of an additional parking space to accommodate visitors.
- \* The drawing makes reference to a layby, the highway authority do not endorse or promote the construction of a layby at this location.
- \* It is noted that the applicant proposes a central bin store, the applicant should be advised that Monmouthshire CC do not operate bin collection and refuse is collected from the kerbside/road edge.
- \* The proposed shared drives are onto a classified road subject to the national speed limit, however, due to the width, general alignment and local environmental constraints vehicle speeds are expected to be well below the maximum permitted speed and the number of vehicles will be minimal therefore visibility splays of 2.4m x 45m are deemed acceptable. However visibility splays are required in both directions, the drawing only indicates visibility splays to the right, details of visibility splays to the left are required to be indicated.
- \* The indicated 4 metre wide shared drives are acceptable.
- \* 45 degree ease of access splays are preferred to junction radii
- \* Inadequate turning provision for both domestic and service vehicles within the curtilage of each shared forecourt has been provided, vehicle particularly service vehicles will be unable to access and egress the forecourts in a forward gear

The proposed shared private drives will be required to traverse the highway verge and the applicants attention is drawn to the note at the foot of this response and:  
Drop kerbs shall be provided at the edge of the carriageway and back of highway verge.  
The ease of access splays shall be kerbed to prevent vehicle over run of the highway verge  
The access drives shall be constructed in hard, preferably bituminous material where they traverse the public highway.

**MCC Biodiversity** - No objection subject to conditions.

- \* MCC Tree Officer – Initially objected:  
Loss of Tree No. 1 an Ash tree.

There seems to be little justification for the removal of the whole of hedge.

No scheme of landscaping to mitigate losses.

NB. Tree no.1 now proposed to be retained, section of hedge not required to be removed for access retained and landscaping scheme with new planting proposed.

MCC Heritage - No objections. The plot is within Llantilio Crossenny Conservation Area, and within the setting of Llantilio Court registered park and garden Grade II. Several listed buildings are within the radius of the proposed site. It is considered that the proposal will not harm the above heritage designations. The development of the village is accounted in the (Conservation Area) appraisal, the ad hoc pattern of development indicates such an addition to the village would not have a detrimental impact on the character of the conservation area. On consideration of the proposed design, it is noted comments made at pre-application advice stage have been carried out.

#### 4.2 Neighbour Notification

One representation received. Object on the following grounds:

1. Note the minor adjustments to the PEA that add acknowledgement to ecological constraints that were not picked up initially. There seems to be a reluctance on behalf of the applicant to commit to the necessary Phase II ecological surveys that should be required to properly assess the site. I hope that because this is a public sector application that the standards that would be required of any private developer are not to be side-stepped. No doubt the County Ecologist will advise accordingly.

2. When I extended 2 Trothy Way my intention to smooth render the extension was rejected because of the conflict with the heritage features in the village. It therefore seems inconsistent of your heritage team to be finding no conflict with the addition of 4 new properties.

### **5.0 EVALUATION**

#### 5.1 Principle of the proposed development

5.1.1 Policy H7 of the Local Development Plan (LDP) gives favourable consideration to the siting of small affordable housing sites in rural areas adjoining the Rural Secondary Settlements, Main Villages and Minor Villages identified in Policy S1 that would not otherwise be released for residential development provided that all the following criteria are met:

- a) The scheme would meet a genuine local need (evidenced by a properly conducted survey or by reference to alternative housing need data) which could not otherwise be met in the locality (housing needs sub-area);
- b) Where a registered social landlord is not involved, there are clear and adequate arrangements to ensure that the benefits of affordable housing will be secured for initial and subsequent occupiers;
- c) The proposal would have no significant adverse impact on village form and character and surrounding landscape or create additional traffic or access problems.

5.1.2 In this case it is accepted that criteria (a) and (b) will be met. The proposed development is being brought forward by Monmouthshire Housing Association who are a Registered Social Landlord and there are 43 households on the Monmouthshire County Council housing register with a local connection to Llantilio United who are in need of housing.

5.1.3 The requirements of criterion (c) are evaluated below in Section 5.2.

#### 5.2 Design and Impact on the Conservation Area

5.2.1. The Llantilio Crossenny Conservation Area Appraisal (which is adopted Supplementary Planning Guidance) describes the village as a rural, dispersed settlement dominated by its landmark church. The Conservation Area comprises a handful of roadside cottages interspersed with grander historic houses and 20th century infill.

5.2.2 The four proposed residential units have been designed to appear as two larger detached dwellings as this is considered to be more in keeping with the settlement pattern in this part of the village. Buildings in the area of the application site are generally of a modest scale; two-storey detached houses but also occasional larger houses orientated facing the roadside, either directly on the road or set back in generous grounds.

5.2.3 Materials are varied; most historic buildings are coursed local sandstone rubble, the estate cottages with ashlar dressings and Hostry House rendered and painted white with natural slate or stone slate roofs. The Vicarage is distinctive for its use of red brick in an otherwise stone dominated settlement except for the more modern houses on Trothy Way. These houses are constructed of mixed stock buff brick with concrete tiled roofs and uPVC windows and as such are completely out of character with the rest of the Conservation Area. Therefore brick would not have been a suitable material for the proposed new dwellings at this location. However, later 20th century introductions are all of a similar style, with stone-faced facades and rendered gables, decorative barge-boards and casement windows.

5.2.4 The materials for the proposed new dwellings are cream through-rendered walls and fibre-cement roof tiles and reconstituted slate headers and cills. No details of the window materials have been provided. As the site is within a conservation area, traditional materials will be required so natural slate roofs and timber/aluminium windows would be the norm. Details of the materials and samples have been conditioned. Features such as the pitched roofs; rendered walling; and multi-panelled windows are considered to be in keeping with the local vernacular.

### 5.3 Ecology, GI and Landscaping

5.3.1 There is a portion of intact species rich hedge at the northern boundary to the site, and further to discussion with the applicant the majority of the hedgerow is now to be retained. The requirement for gated access to the overhead line will result in the loss of a 6m section of hedgerow at the development site. As part of discussions with the Council's Biodiversity and Tree Officers, the landscaping scheme has been amended. The amended plan details the retention of the hedgerow and provides planting details for new native hedgerow and native shrub planting around the western and southern perimeter of the site, which will compensate for the habitat loss. Works will need to be carried out under an agreed construction environmental management plan and the long term management should be secured via conditions.

5.3.2 Further to the revised submission, communication with the site ecologist and a site visit it is accepted that the development site area itself is semi improved grassland. The revised landscape proposal includes pollinator friendly plant mixes to be used around the perimeter of the site. This will enhance the strategic green infrastructure planting described above.

5.3.3 White Castle Brook is approximately 100m to the south of the development site, the brook is a tributary of the River Trothy which is designated as a Site of Importance for Nature Conservation (SINC). The river is designated primarily for its migratory (anadromous species) and resident populations of fish including brown trout, bullhead, salmon and White clawed crayfish (S6 Invertebrates) - including into tributaries. Supporting reasons for designation include probable breeding Otter, plus areas for foraging, laying up and territorial use (S1) Mammals). In addition sections of the River Trothy supports breeding dipper (S2 Birds).

5.3.4 The development works have the potential to adversely affect the water quality of White Castle Brook and in turn the River Trothy SINC. In order to safeguard the watercourses an appropriate construction environmental management plan in line with the guidance Works and maintenance in or near water: GPP 5 January 2017 will need to be secured by condition. In addition to the construction based impacts, it will be necessary to secure an appropriate sensitive lighting plan to ensure the brook corridor is not illuminated.

5.3.5 Otter: No evidence of holts or natal dens were found during the field survey but it is accepted that the watercourse is likely to be used by commuting otters. As such the measures to protect the watercourse detailed above will be imperative to ensure adequate protection for Otter, furthermore

the CEMP will need to include safeguards for this species and other mammals that may use the site.

5.3.6 Dormice: The ecological appraisal provides that there will be loss of potential habitat for dormice and reduced connectivity as a result of the proposals. Considering the extent of hedgerow to be lost and location of the hedgerow, with its termination point just within the site boundary and the presence of continued connectivity to the west, the potential impact is reduced. It is considered that impacts can be mitigated subject to the planting of hedgerow to form a new boundary to the west and south. Sensitive lighting of this green corridor will need to be secured through provision of a lighting plan. The removal of the 6m section shall be under a construction environmental management plan which should be secured by condition.

5.3.7 Reptiles: There is some potential for reptiles to use parts of the site, hedgerow margins, and potentially the grassland, should current management cease. Given the scale of development, the extent of hedgerow loss and availability of more favourable habitat connected to the site it is accepted that no further survey work is required. The revised landscape proposals offer compensatory habitat for reptiles and potential impacts during construction will need to be safeguarded through condition.

5.3.8 Nesting Birds: There is potential for impacts during construction, which will need to be addressed in the construction method statement. We would expect to see provision for nesting birds incorporated into the scheme. Given the findings of the assessment provision for House Sparrow, and Swallows is appropriate and should be secured on plan.

5.3.9 Great Crested Newt: It is considered that the site is sufficiently disconnected from the nearest ponds and records, a precautionary approach to construction would be acceptable, this should be secured via a condition.

5.3.10 The green infrastructure (GI) for the development has incorporated a green buffer zone to the south and west boundaries of the development. This buffer zone allows an area of green space for grass areas, and planting to reinforce the boundaries. The GI will be managed by Monmouthshire Housing Association. This is welcomed as planting within private gardens can often be removed by individuals and therefore the overall GI is eroded over time.

5.3.11 Provided that the conditions requested by the Biodiversity Officer are applied, then it is considered that the proposed development will not harm nature conservation and will comply with LDP Policy NE1.

## 5.4 Highway Safety

5.4.1 The application is for the construction of four affordable dwellings and associated works with access directly off the local classified unnumbered highway, R43 subject to the national speed limit. The principle of providing access from the public highway in this location is considered to be acceptable to the Highway Authority and the introduction of four additional properties and the associated vehicle trip generation is not deemed detrimental to highway safety or capacity. Although the location is not deemed to be sustainable in terms of local public transport, the local need for affordable housing in the village outweighs this.

5.4.2 Car parking will comply with the Authority's standards of one space per bedroom per property up to a maximum of three per dwelling. Therefore, each two-bedroom dwelling is provided with two spaces, and the three bedroom unit has three spaces. Visitor parking has been provided in the form of a layby adjacent to the highway and although this type of arrangement is not endorsed by the Highway Authority, in the context of the age and layout of the settlement, and the lightly trafficked roads, this arrangement is considered to be preferable to more formal hardstandings for parking in this case.

5.4.3 The vehicles will be able to manoeuvre within the parking areas and leave in a forward gear. The proposed shared drives are onto a classified road subject to the national speed limit, however, due to the width, general alignment and local environmental constraints, vehicle speeds are

expected to be well below the maximum permitted speed and the number of vehicles will be minimal therefore visibility splays of 2.4m x 45m are deemed acceptable.

5.4.4 Although it is noted that the Council operates a system whereby refuse is collected from the kerbside, a central bin store is proposed which will be screened by tree planting. Tenants will be made aware that bins have to be taken to the kerbside for collection but the location of the bin store, hidden from wider view, rather than adjacent to the highway is considered to be acceptable in this location.

5.4.5 The Highway Authority are concerned that service vehicles will not be able to turn around and exit the site in a forward gear. However, they also acknowledge that due to the width, general alignment and local environmental constraints, vehicle speeds on the lane are expected to be well below the maximum permitted speed and the number of vehicles will be minimal. On this basis it is considered that vehicles occasionally having to reverse out of the shared driveways will not seriously affect highway safety and the benefit of the soft landscaping proposed to the visual appearance, historic environment and wildlife outweighs the need for larger turning areas.

5.4.5 On balance therefore it is considered that the application accords with LDP Policies S16 and MV1.

## 5.5 Residential Amenity

5.5.1 The nearest neighbouring dwelling to the application site is the house known as The Vicarage. The main garden belonging to The Vicarage is located to the east of the dwelling and so is away from the application site, divided by the property's approximately 18m wide parking area. The closest proposed dwelling to The Vicarage will be Plot 1. This unit has been designed with no windows on the eastern elevation that faces the private parking area and side elevation of The Vicarage. The rear window on the first floor of the proposed gable of plot 1 will be sited 11m from the boundary with The Vicarage with only oblique views towards this property. On this basis it is considered that there will be no loss of local residential amenity as a result of the proposed development and the application therefore complies with LDP Policy EP1.

## 5.6 Response to Community Council/Neighbour Objections

5.6.1 Whilst the Community Council did not raise an objection to the proposed development, they noted that Members would prefer to see the proposed new dwellings further away from The Vicarage. In order to accommodate this and enable the retention of a group of trees on the boundary, Plots 1 and 2 have been shifted to the west resulting in an additional 2 to 3m gap between the side elevation of Plot 1 and the boundary with The Vicarage.

5.6.2 The occupier of no.2 Trothy Way noted that when applying for his application for an extension, the use of smooth render was rejected by officers because of the conflict with the heritage features in the village and the use of render now proposed and accepted in this application seems inconsistent. As covered in Section 5.2.3 above, materials in the local area are varied; most historic buildings are coursed local sandstone rubble, the estate cottages with ashlar dressings and Hostry House rendered and painted white with natural slate or stone slate roofs. The Vicarage is distinctive for its use of red brick in an otherwise stone dominated settlement except for the more modern houses on Trothy Way. These houses are constructed of mixed stock buff brick with concrete tiled roofs and uPVC windows and as such are completely out of character with the rest of the Conservation Area. Therefore render would not have been in keeping with those dwellings, but is a much more suitable material for the new dwellings proposed on this application site.

## 5.7 Well-Being of Future Generations (Wales) Act 2015

5.8.1 The duty to improve the economic, social, environmental and cultural well-being of Wales has been considered, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). In reaching this recommendation, the ways of working set out at section 5 of the WBFG Act have been taken into

account and it is considered that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

## **6.0 RECOMMENDATION: APPROVE**

### Conditions:

1 This development shall be begun within 5 years from the date of this permission.

REASON: To comply with Section 91 of the Town and Country Planning Act 1990.

2 The development shall be carried out in accordance with the list of approved plans set out in the table below.

REASON: To ensure the development is carried out in accordance with the approved drawings, for the avoidance of doubt.

3 No development shall take place (including demolition, ground works, vegetation clearance) until a construction environmental management plan (CEMP: Biodiversity) has been submitted to and approved in writing by the local planning authority. The CEMP (Biodiversity) shall include the following.

- a) Risk assessment of potentially damaging construction activities.
- b) Identification of "biodiversity protection zones".
- c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts during construction (may be provided as a set of method statements).
- d) The location and timing of sensitive works to avoid harm to biodiversity features.
- e) The times during construction when specialist ecologists need to be present on site to oversee works.
- f) Responsible persons and lines of communication.
- g) The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person.
- h) Use of protective fences, exclusion barriers and warning signs.

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

NOTE See BS 42020:2013, Clause 10, for a comprehensive list of issues and activities that may be considered and included within a CEMP.

REASON: Safeguarding of protected and priority species during construction works LDP policy

4 Samples of the proposed external finishes shall be agreed with the Local Planning Authority in writing before works commence and the development shall be carried out in accordance with those agreed finishes which shall remain in situ in perpetuity unless otherwise approved in writing by the Local Planning Authority. The samples shall be presented on site for the agreement of the Local Planning Authority and those approved shall be retained on site for the duration of the construction works.

REASON: To ensure a satisfactory form of development takes place and to ensure compliance with LDP Policy DES1.

5 Prior to occupation, a "lighting design strategy for biodiversity" shall be submitted to and approved in writing by the local planning authority. The strategy shall:

- a) identify those areas/features on site that are particularly sensitive for bats, otter and dormice] and that are likely to cause disturbance in or around their breeding sites and resting places or along important routes used to access key areas of their territory, for example, for foraging;
- b) and b) show how and where external lighting will be installed (through the provision of appropriate lighting contour plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory

or having access to their breeding sites and resting places. All external lighting shall be installed in accordance with the specifications and locations set out in the strategy, and these shall be maintained thereafter in accordance with the strategy. Under no circumstances should any other external lighting be installed without prior consent from the local planning authority.

REASON: To safeguard foraging and commuting routes in accordance with Environment (Wales) Act 2016 and Conservation of Habitats and Species Regulations 2010.

6 Mitigation for bats and birds shall be provided in line with the measures described in Section 6 Required Actions of the submitted report "Preliminary Ecological Appraisal at Land at Llantilio Crossenny dated February 2019 produced by Acer Ecology"

REASON: To safeguard species protected under the Conservation of Habitats and Species Regulations 2010 (as amended) and the Wildlife and Countryside Act 1981 (as amended).

7 Soft Landscaping shall be provided and maintained in perpetuity in accordance with the submitted plan "Detailed Soft Landscape Plan, Drawing reference: edp5480\_d001a dated 5th February 2019 produced by EDP"

REASON: To safeguard all Green Infrastructure Assets at the site in accordance with LDP policies, DES1, S13, GI1, NE1, EP1 and SD4.

7 The development shall not begin until a scheme for the provision of affordable housing as part of the development has been submitted to and approved in writing by the local planning authority. The affordable housing shall be provided in accordance with the approved scheme and shall meet the definition of affordable housing in Annex B of TAN 2 or any future guidance that replaces it. The scheme shall include:

- i) the arrangements to ensure that such provision is affordable for both first and subsequent occupiers of the affordable housing; and
- ii) the occupancy criteria to be used for determining the identity of occupiers of the affordable housing and the means by which such occupancy criteria shall be enforced.

REASON: To comply with Policies S4 and H7 of the Local Development Plan.

## **INFORMATIVES**

1 Due to the minor nature of the proposed development (including any demolition) and the location of the proposed development, it is considered that the proposals did not need to be screened under the Environmental Impact Assessment Regulations.

2 The Naming & Numbering of streets and properties in Monmouthshire is controlled by Monmouthshire County Council under the Public Health Act 1925 - Sections 17 to 19, the purpose of which is to ensure that any new or converted properties are allocated names or numbers logically and in a consistent manner. To register a new or converted property please view Monmouthshire Street Naming and Numbering Policy and complete the application form which can be viewed on the Street Naming & Numbering page at [www.monmouthshire.gov.uk](http://www.monmouthshire.gov.uk) This facilitates a registered address with the Royal Mail and effective service delivery from both Public and Private Sector bodies and in particular ensures that Emergency Services are able to locate any address to which they may be summoned. It cannot be guaranteed that the name you specify in the planning application documents for the address of the site will be the name that would be formally agreed by the Council's Street Naming and Numbering Officer because it could conflict with the name of a property within the locality of the site that is already in use.

3 It should be brought to the attention of the applicant that in the event of a new or altered vehicular access being formed, the requirements of Section 184 of the Highways Act 1980 must be acknowledged and satisfied. In this respect the applicant shall apply for permission pursuant to



Section 184 of the Highways Act 1980 prior to commencement of access works via MCC Highways.