

Application Number: DM/2020/00703

Proposal: Construction of a three-bedroom house

Address: Pwllmeyric House, Pwllmeyric, Chepstow

Applicant: Mr A Roberts

Plans: Floor Plans - Proposed 560-A100 - , Elevations - Proposed 560-A101 - D, Location Plan 560-A102 - , Block Plan 560-A103 - , Floor Plans - Proposed 560-A100 - D, Elevations - Proposed 560-A101 - D, Location Plan 560-A102 - D, Block Plan 560-A103 - D, Design and Access Statement - , Other Pre-application Advice - , Other Footpath Schedule

RECOMMENDATION: APPROVE

Case Officer: Ms Kate Young

Date Valid: 01.07.2020

This application is presented to Planning Committee as there is an unresolved objection from the Highway Authority

1.0 APPLICATION DETAILS

1.1 Site Description

Pwllmeyric House is a substantial residential property that fronts onto the A48. There is a vehicular access to the side which it shares with four other properties. To the back of the dwelling is a large courtyard, a modern dwelling and a garden area. The garden area is separated from the main dwelling by the large parking courtyard. The site slopes down slightly from the courtyard and is laid to grass. There is a coniferous hedge along the western and northern boundaries. In 2008 outline planning permission was granted for a detached dwelling on this site and this was followed three years later by a reserved matters approval. The site is located within the Pwllmeyric Development Boundary. There is a public footpath running to the rear of the site.

1.2 Value Added

Detailed advice was given at the pre-application stage.

1.3 Proposal Description

This full planning application seeks the erection of a detached 3 - 4 bedroom dormer bungalow on the footprint of the previously approved dwelling. The existing vehicular access would be used and 3no. off-road parking spaces would be provided. The main part of the dwelling would measure approximately 14 metres by 9 metres and would be 7.2 metres to the ridge. There would be two dormer windows on the front elevation and some roof lights to the rear. The dwelling would be finished in render, ivory in colour and would have Cambrian grey fibre slates on the roof. There would be a porch to the front of the dwelling and this would be clad in Welsh slate. The hedgerow to the west and north of the site would be retained. The proposed dwelling is smaller than the house previously approved on this plot.

2.0 RELEVANT PLANNING HISTORY (if any)

| Reference Number | Description | Decision | Decision Date |
|-------------------------|--------------------|-----------------|----------------------|
|-------------------------|--------------------|-----------------|----------------------|

| | | | |
|---------------|--|----------|------------|
| DM/2019/01608 | 20% Crown lift to one Horse Chestnut in front of house. | Approved | 23.10.2019 |
| DM/2010/00612 | Reserved matters - proposed detached dwelling to rear of Pwllmeyric House | Approved | 03/02/2011 |
| DC/2007/01254 | Outline - proposed detached dwelling within the garden of Pwllmeyric House | Approved | 11.02.2008 |

3.0 LOCAL DEVELOPMENT PLAN POLICIES

Strategic Policies

S1 LDP The Spatial Distribution of New Housing Provision
 S4 LDP Affordable Housing Provision
 S12 LDP Efficient Resource Use and Flood Risk
 S13 LDP Landscape, Green Infrastructure and the Natural Environment
 S16 LDP Transport
 S17 LDP Place Making and Design

Development Management Policies

H2 LDP Residential Development in Main Villages
 SD4 LDP Sustainable Drainage
 EP1 LDP Amenity and Environmental Protection
 MV1 LDP Proposed Developments and Highway Considerations
 MV3 LDP Public Rights of Way

Supplementary Planning Guidance

Affordable Housing SPG July 2019:
<https://www.monmouthshire.gov.uk/app/uploads/2019/09/Final-Adopted-SPG-July-2019.pdf>

Infill Development SPG November 2019:
<https://www.monmouthshire.gov.uk/app/uploads/2020/02/Appendix-2-Infill-Development-SPG-Latest-Version-for-Final-Adoption-2020-Dave-adjustments-00000002.pdf>

Monmouthshire Parking Standards (January 2013)
<http://www.monmouthshire.gov.uk/app/uploads/2015/07/Mon-CC-Parking-Standards-SPG-Jan-2013.pdf>

4.0 NATIONAL PLANNING POLICY

Planning Policy Wales (PPW) Edition 10

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 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.

The planning system should create sustainable places which are attractive, sociable, accessible, active, secure, welcoming, healthy and friendly. Development proposals should create the conditions to bring people together, making them want to live, work and play in areas with a sense of place and well being, creating prosperity for all.

5.0 REPRESENTATIONS

5.1 Consultation Replies

Mathern Community Council:

Comment - confirmation that highways have carried out the necessary survey on the access for this new dwelling.

MCC Highway Authority:

Objects. The site has been the subject of a number of previous applications and the highway authority providing comments and observations on DC/2010/00612 whereby the highway authority indicated that they could not support the application due to the lack of supporting details and the access being unsuitable.

The existing means of access is not considered suitable to accommodate the additional traffic generated by the proposal. The existing access already serves five properties of varying sizes and traffic generation and servicing requirements are already considered to be excessive and below current standards.

Although the application indicates that appropriate levels of parking can be provided, the existing access has limited vehicle and pedestrian visibility onto the A48, and the drive is not considered wide enough to enable vehicles to access and egress in safe manner and any increase in vehicle movements will only increase the likelihood of conflict and inappropriate vehicle manoeuvres that are considered detrimental to the safety of users of the access and the A48.

Therefore, in the absence of any improvements to the means of access and the shared private drive the highway authority object to the proposal on highway safety grounds and cannot support the application. It should also be noted that current Welsh Government guidance recommends that a shared private drive serving more than five properties will be required to be constructed to adoptable standards; the existing arrangement and the proposal is not capable of being improved to meet the required standards.

MCC Public Rights of Way - No objection.

Attention should be drawn to Public Footpath 42 in the community of Mathern which runs through the site of the proposed development and would be obstructed by it. We are already in receipt of a path order application to divert the path to accommodate the proposed development and so we do not object to the proposed development.

Sustainable Drainage Approving Body:

The proposed scheme will require a sustainable drainage system designed in accordance with the attached Welsh Government Standards for sustainable drainage. The scheme will require approval by the SuDS Approving Body (SAB) prior to any construction work commencing.

Dwr Cymru - Welsh Water - No objection; requests that foul and surface water be drained separately.

5.2 Neighbour Notification

None Received

Please note all representations can be read in full on the Council's website:

<https://planningonline.monmouthshire.gov.uk/online-applications/?lang=EN>

6.0 EVALUATION

6.1 Principle of Development

6.1.1 PPW 10 recognises that sufficient housing must be provided in an area to meet housing need. This plot is located within the Pwllmeyric Development Boundary within which LDP policies S1 and H2 apply and presume in favour of new residential development subject to detailed planning considerations. This includes that there should be no unacceptable adverse impact on the village

form, character and surrounding landscape. Therefore the principle of new residential development in this location is acceptable in policy terms subject to detailed considerations. The site already benefits from planning permission for a new dwelling on this plot granted in outline in 2008 and details confirmed by a reserved matters application approved in 2011. The previous application considered the site suitable for a new dwelling. While this permission has since expired, the principle of development is still considered to be policy compliant. There have been limited changes to policy since the approval. The main change in circumstance since the previous approval has been that the Local Development Plan was adopted in 2014. The previous application was considered against Policy H3 of the Monmouthshire Unitary Development Plan, which also identified the site being within the development boundary of Pwllmeyric. Thus, there has been no material change in circumstances since the previous approval to warrant a change of recommendation; the site is still considered to be suitable as per the previous assessment.

6.1.2 Since the previous approval further guidance on infill development has been produced by the Authority and so this application needs to be considered against the Infill Development Supplementary Planning Guidance which was adopted in November 2019. The SPG says that infill sites are normally regarded as small gaps between existing residential properties, usually with a street frontage. In this case there is no street frontage but the proposal does represent a small gap in a residential area within the development boundary. The size of the infill proposal should reflect the prevailing character of the adjacent properties in terms of scale, mass and rhythm of the street scene. In this case, there is no discernible rhythm but the proposal is not visually prominent within the street scene and the plot size is similar to that of the surrounding plots. The proposal would reflect the prevailing character of the area. The SPG advises that the proposal must respect the scale, form and massing of existing development in the area. There is an expectation that the massing of the proposal should be in proportion to the main property and the existing neighbouring buildings, as appropriate. In this case the proposed new dwelling would reflect the character of some of the surrounding modern properties.

6.2 Sustainability

The LDP and PPW encourage sustainable development with less reliance on car based journeys. They also promote making the most efficient use of brownfield land. Pwllmeyric is on a bus route and is reasonably close to the town of Chepstow. This is considered to be a relatively sustainable location. The plot is currently residential curtilage so this is not a greenfield site. Therefore the proposal is considered to accord with a key objective of PPW10 providing residential accommodation in a sustainable location.

6.2.1 Good Design

The application proposes a dormer bungalow with a ridge height of 7.2 metres. The proposed dwelling would be of a simple contemporary style with two dormer windows to the front and roof lights to the rear. There would be a porch to the front. The proposed dwelling would be finished in render, dark grey window and door frames and dark grey fibre cement roof tiles. There is a wide mix of building styles in this area of Pwllmeyric with some tradition houses and some modern infill. The design of the proposed dwelling is similar in style to the adjacent modern dwelling that was recently constructed in the grounds of Pwllmeyric House. The design of the proposed dwelling is respectful of the prevailing character of the area and would contribute towards a sense of place. The proposal therefore accords with the objectives of Policy DES1 of the LDP.

6.2.2 Place Making

PPW 10 says that good design is fundamental to creating sustainable places where people want to live work and socialise. The special character of an area should be central to its design. In this case the layout, form scale and visual appearance of the development does engage with its surroundings. The proposed new dwelling will not be visually prominent when viewed from outside the site and is considered to be complementary to the existing buildings. The new dwelling will face into a communal parking area which is shared by other properties. This will contribute towards creating a sense of space, and will ensure that the amount of development and its intensity is compatible with development in the adjacent area. The proposed dormer bungalow is smaller than the previously

approved scheme which proposed a substantial four-bedroom two storey dwelling. The design, massing and scale of the proposed dwelling reflects the character of the adjacent modern dwelling. The design of the dwellings will contribute to a sense of place thus complying with one of the key objectives of PPW10.

6.2.3 Green Infrastructure

Policy GI1 of the LDP states that development proposals will be expected to maintain, protect and enhance the diverse green infrastructure network within the County. This is a single plot in a residential area. The land is currently residential curtilage laid to grass. There is little scope or need for significant amounts of Green Infrastructure on the plot. The mature hedge along the northern and western boundaries will be retained. There is sufficient land around the property to accommodate the required soakaways.

6.2.4 Biodiversity

There is ecological enhancement proposed to be provided on the site in the form of bat boxes, bat tiles in the roof and hedgehog hole plates in the fence (to increase foraging opportunities). These features are identified on an amended plan. A condition is recommended to secure the implementation of these proposals.

6.3 Impact on Amenity

6.3.1 Part 7.1 of the SPG on Infill Development looks at Privacy and Amenity. The key considerations relating to privacy and amenity for small scale infill residential development are:

- a) Whether the plot would have adequate privacy to habitable rooms and private garden space
- b) Whether a new house(s) on the plot would affect the privacy of neighbours
- c) Whether a new house(s) on the plot would affect the host dwelling

6.3.2 In this case the plot is of sufficient size to accommodate the new dwelling with adequate amenity space and parking provision for both the proposed and the existing dwelling. The orientation of the dwellings on the plot means that habitable rooms could be provided with adequate privacy. There are four dwellings in close proximity to the plot. The principal windows of the new dwelling are at the front and these face towards the rear elevation of Pwllmeyric House. Pwllmeyric House stands at a higher level than the proposed dwelling. There is approximately 25 metres between the rear elevation of Pwllmeyric House (which does not contain principal windows) and the front elevation of the proposed new dwelling. Given the distance between the two properties, adequate privacy will be attained. Meyric Cottage is immediately to the south of the plot and contains some habitable windows on the rear elevation but these overlook the proposed parking area. There will be no line of sight between the proposed new dwelling and Meyric Cottage. Springfield is a modern dwelling set at 90 degrees to the plot. It is the garden of Springfield that will be subdivided to accommodate the new dwelling. Springfield is set at a slightly higher ground level and because of the orientation of the two dwellings there will be no direct overlooking or loss of privacy. Hill Farm is to the north of the plot surrounded by mature trees and at least 30 metres from the rear elevation of the proposed dwelling. The new dwelling has only roof lights on the rear elevation, at first floor level. The new dwelling would maintain adequate amenity space for the existing which will not suffer from a significant loss of privacy.

6.3.3 Part 7.4 of the SPG considers distance between dwellings. The Council's normal privacy standard for new development is that there should be a minimum of 21m between directly facing elevations containing main habitable room windows. The proposal accords with this. To avoid over-dominant development and overshadowing of neighbouring properties, there should be at least 15m between principal elevations with main habitable windows and gable walls of neighbouring dwellings; again the proposal accords to those standards. This will ensure adequate amenity is provided for future occupiers as well as the existing residents. The proposal would therefore accord with the advice given in the SPG with regards to residential amenity and the layout of the proposed development accords with the objectives of policies DES1 and EP1 in terms of respecting the amenity of the occupiers of existing neighbouring residential properties.

6.4 Highways

6.4.1 Sustainable Transport Hierarchy

PPW10 refers to the Sustainable Transport Hierarchy where walking and cycling are the highest priority with public transport second and private motor vehicles being the least desirable. In this case the site is located in the residential area of Pwllmeyric which is on a bus route to Chepstow that is less than two miles away. The site is relatively sustainable, but occupiers of the proposed dwelling are likely to be reliant on car based journeys to access most services.

6.4.2 Access / Highway Safety

There is a private access off the A48 which serves Hill Cottage, Hill Farm, Pwllmeyric House Meyric Cottage and Springfield. It is proposed that the new dwelling will share this access, and thus there would be a total of six properties sharing the access. The highway authority object to the proposal on the basis that;

- the existing access serves five properties and is considered to be below current recommended standards;
- the existing access has limited vehicle and pedestrian visibility onto the A48;
- the drive is not considered wide enough to enable vehicles to access and egress in safe manner, and
- the increase in traffic generated by granting the current application would be detrimental to the safety of users of the access and the A48 as any increase in vehicle movements will increase the likelihood of conflict and inappropriate vehicle manoeuvres.

Planning officers recognise that the access into the site is narrow and that Welsh Government guidance recommends that a shared private drive serving more than five properties will normally be expected to be constructed to adoptable standards. Given the limited width of the access there is no room on the site to widen the access to bring it up to the required standards. The highway authority objected to the previous application for reserved matters in 2011 and the planning officer, at that time, recognised that the access onto the public highway was below current standards. However it was considered at the time that "the proposed additional use of the existing access was acceptable". At that time consideration was also given to the proximity of the access to the nearby junction. Whilst planning officers recognise that the existing access that serves five properties is narrow and not ideal in terms of highway safety, one additional dwelling will not significantly exacerbate the situation. There has been no material change in circumstance with regards to the access and traffic flows since the previous approval in 2011 to warrant a change of recommendation.

6.4.3 Parking

The adopted Monmouthshire Parking standards require one off street parking space per bedroom up to a maximum of three spaces; this relates to the existing and the proposed dwelling. In this case the site plan indicated that three parking spaces can be provided within the site while still retaining three spaces for each of Pwllmeyric House and Springfield. The appropriate levels of parking can be provided

6.5 Affordable Housing

6.5.1 LDP Policy S4 requires affordable housing contributions to be made in relation to developments which result in the net gain in residential dwellings. Where the net gain in dwellings is below the threshold for affordable units to be provided on site, which is three or more units in Pwllmeyric, then a financial contribution is considered appropriate. The financial contribution is based on floor area and the calculation contained in Appendix 3 of the Affordable Housing Supplementary Planning Guidance (July 2019). The amount of affordable housing proposed will be based on a viability assessment. In this case the contribution would be £11,136.00. The applicant has been made aware of this and has agreed to enter into a Section 106 agreement.

6.6 Flooding

The site is not in a designated flood zone identified in the DAM maps of TAN 15.

6.7 Drainage

6.7.1 Foul Drainage

The foul drainage is proposed to discharge into the main sewer and would connect in the garden of Springfield which is in the applicant's ownership.

6.7.2 Surface Water Drainage

It is proposed that surface water will run to a soakaway. The proposed scheme will require a sustainable drainage system designed in accordance with the Welsh Government Standards for sustainable drainage. The scheme will require approval by the SuDS Approving Body (SAB) prior to any construction work commencing. The applicant has been made aware of this.

6.8 Response to the Representations of Third Parties and/or Community/Town Council

6.8.1 The community council have requested that MCC Highways carry out necessary surveys. The highway authority were consulted on this application and objected to the proposal on the basis of the information provided. It is not considered that a survey will change the objections from the Highway Officer. The planning officer response to this has been addressed in detail in the main body of the report.

6.9 Well-Being of Future Generations (Wales) Act 2015

6.9.1 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.

6.10 Conclusion

6.10.1 The site is located within the development boundary of the settlement and therefore the principle of a new dwelling in this location is acceptable as it accords with policies S1 and H2 of the LDP. The design of the dwelling is appropriate in this context and ensures that the residential amenity of the existing and the proposed dwellings is maintained and protected. The proposal accords with policies DES1 and EP1 as well as the provision of the SPG on Infill Development. The access into the site is narrow and this dwelling would result in six dwellings being accessed off a private drive. Although this is not ideal, it is not considered that this is sufficient justification to refuse the application, especially given that permission was granted for a dwelling on this plot in 2011, and there has been no significant material change in circumstances since then. In all other respects the proposal accords with the advice given in PPW10 and the relevant policies in the LDP and it is therefore recommended for approval.

7.0 RECOMMENDATION: APPROVE

Subject to a 106 Legal Agreement requiring the following:

A financial contribution for affordable housing of £11,136.00

If the S106 Agreement is not signed within 6 months of the Planning Committee's resolution then delegated powers be granted to officers to refuse the application.

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. The ecological enhancements shown on drawing no. 560-A112 Rev A shall be carried out prior to the dwelling, hereby approved, being brought into use.

REASON: To ensure net benefit for biodiversity is secured and to accord with LDP Policy NE1.

INFORMATIVES

1 The proposed scheme will require a sustainable drainage system designed in accordance with the attached Welsh Government Standards for sustainable drainage. The scheme will require approval by the SuDS Approving Body (SAB) prior to any construction work commencing. Details and application forms can be found at:

<https://www.monmouthshire.gov.uk/sustainable-drainage-approvingbody-sab>