

Document Pack



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County Hall, Carmarthen. SA31 1JP

TUESDAY, 20 NOVEMBER 2018

TO: ALL MEMBERS OF THE PLANNING COMMITTEE

I HEREBY SUMMON YOU TO ATTEND A MEETING OF THE **PLANNING COMMITTEE** WHICH WILL BE HELD IN THE **CHAMBER, - COUNTY HALL, CARMARTHEN. SA31 1JP. AT 12.00 PM ON TUESDAY, 27TH NOVEMBER, 2018** FOR THE TRANSACTION OF THE BUSINESS OUTLINED ON THE ATTACHED AGENDA

Mark James CBE

CHIEF EXECUTIVE



PLEASE RECYCLE

Democratic Officer:	Kevin Thomas
Telephone (direct line):	01267 224027
E-Mail:	kjthomas@carmarthenshire.gov.uk
Ref:	AD016-001

PLANNING COMMITTEE

20 MEMBERS

PLAID CYMRU GROUP - 10 MEMBERS

- | | | |
|-----|--------------------------------------|--|
| 1. | Councillor Mansel Charles | Member of Llanegwad Community Council |
| 2. | Councillor Tyssul Evans | Member of Llangyndeyrn Community Council |
| 3. | Councillor Jeanette Gilasbey | Member of Kidwelly Town Council |
| 4. | Councillor Ken Howell | |
| 5. | Councillor Carys Jones | |
| 6. | Councillor Alun Lenny (Chair) | Member of Carmarthen Town Council |
| 7. | Councillor Jean Lewis | |
| 8. | Councillor Dorian Phillips | |
| 9. | Councillor Gareth Thomas | |
| 10. | Councillor Eirwyn Williams | |

LABOUR GROUP - 6 MEMBERS

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| 1. | Councillor Penny Edwards | |
| 2. | Councillor John James | Member of Pembrey & Burry Port Community Council |
| 3. | Councillor Dot Jones | Member of Llannon Community Council |
| 4. | Councillor Ken Lloyd | Member of Carmarthen Town Council |
| 5. | Councillor Kevin Madge | Member of Cwmamman Town Council |
| 6. | Councillor John Prosser | |

INDEPENDENT GROUP - 4 MEMBERS

- | | | |
|----|--|--------------------------------------|
| 1. | Councillor Sue Allen | Member of Whitland Town Council |
| 2. | Councillor Ieuan Davies | |
| 3. | Councillor Joseph Davies | |
| 4. | Councillor Irfon Jones (Vice-Chair) | Member of Bronwydd Community Council |

NO SUBSTITUTES ARE ALLOWED AT MEETINGS OF THIS COMMITTEE

Local Members invited to the meeting:

Agenda item 3 – Councillor G John

AGENDA

1. APOLOGIES FOR ABSENCE
2. DECLARATIONS OF PERSONAL INTERESTS
3. W/37575 - TWO STOREY EXTENSION TO REAR OF DWELLING AT 13 PLAS PENWERN, JOHNSTOWN, CARMARTHEN, SA31 3PN 5 - 10
4. W/37263 - CONSTRUCTION OF ONE DWELLING AT PLOT 4, DREFACH ROAD, PLASYDDERWEN, MEIDRIM, CARMARTHENSHIRE 11 - 18
5. W/35898 - CONSTRUCTION OF COMMERCIAL GARAGE/WORKSHOP FOR SARNAU MOTORS AT FIELD ADJ. HAFOD BAKERY, LLYSONNEN ROAD, BANCYFELIN, CARMARTHEN 19 - 28
6. W/37484 - CONSTRUCTION OF ONE DWELLING FOR OWNERS AND OPERATORS OF ADJ GOLF COURSE; TOGETHER WITH CONSTRUCTION OF GOLF COURSE STORE FOR GOLF COURSE MAINTENANCE MACHINERY AT DERLLYS COURT GOLF CLUB, LLYSONNEN ROAD, BANCYFELIN, CARMARTHEN, SA33 5DT 29 - 36

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Application No	W/37575
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Application Type	Full Planning
Proposal & Location	TWO STOREY EXTENSION TO REAR OF DWELLING AT 13 PLAS PENWERN, JOHNSTOWN, CARMARTHEN, SA31 3PN

Applicant(s)	MR DAVID FURLONG, 13 PLAS PENWERN, JOHNSTOWN, CARMARTHEN, SA31 3PN
Agent	,
Case Officer	Paul Roberts
Ward	Carmarthen South
Date of validation	24/07/2018

CONSULTATIONS

Carmarthen Town Council – Have raised no objection to the application

Local Members – County Councillor G John has requested that the Planning Committee undertake a site visit given that the application property backs onto the properties of Llansteffan Road and Heol y Drindod and it will be difficult for the Committee to assess the potential impact upon existing properties without viewing the property. Councillor John also refers to the concerns raised by neighbours regarding the likely impact of the two storey extension.

County Councillor A Lenny is a member of the Planning Committee and has made no prior comment on the application.

Welsh Water – Have raised no adverse comments in respect of the proposal.

Neighbours/Public – The neighbouring dwellings within the vicinity of the application property have been consulted on the application. In response, a number of letters of objection have been received from neighbouring residents which raise the following issues of concerns:

- Errors in the plans submitted.
- Concerns regarding the height of the extension and the impact in terms of loss of light.
- Loss of privacy to neighbouring properties from the large window and door openings in the extension as well as the velux windows in the roof space.

- Lack of privacy for the occupiers of the new extension given the first floor window and door openings.
- The extension and large window and door openings are out of keeping with the appearance of existing properties in the estate.
- Restriction and loss of existing views.

RELEVANT PLANNING HISTORY

The following previous applications have been received on the application site:-

D4/22750	Erection of houses garages and associated roads and sewers. Full planning permission	24 September 1992
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APPRAISAL

THE SITE

The application site consists of the curtilage of a detached two storey house located in the Plas Penwern estate in Johnstown, Carmarthen. The house is of a traditional pitched roof design having a front parking area and modest sized rear garden that is enclosed with timber fencing. The property is bounded by the curtilages of neighbouring residential properties with a neighbouring dwelling of the Plas Penwern estate located to the west and the residential properties that front onto Llansteffan Road to the east. The properties of the neighbouring Heol Drindod estate are located to the south (rear) of the site. The surrounding Plas Penwern estate is characterised by detached two storey houses and associated garaging facilities.

THE PROPOSAL

The application seeks full planning permission for the construction of a two storey extension to the rear of the existing house. It is to project from the western half of the rear elevation of the house having a depth and width of 3.9 and 4.6 metres respectively. The extension will provide additional kitchen/diner accommodation on the ground floor and a new master bedroom on the first floor. It is to have a pitched roof and a mix of facing brick and rendered elevations to match those of the host dwelling.

The rear elevation of the extension is to have a number of small window openings at ground and first floor level. The original proposal submitted with the application also included large glazed window and door openings in the eastern side elevation of the extension at both ground and first floor level with the latter having a juliet style balcony feature. However, concerns raised by officers regarding the impact of the first floor openings upon the privacy of neighbouring properties by way of the direct overlooking of private garden areas has resulted in the first floor door opening and juliet balcony feature being removed from the side elevation. Two first floor windows are retained in this side elevation, however, they are shown to be glazed in obscure glass.

The application has been accompanied by a bat survey report which found no evidence of bats in the application property.

PLANNING POLICY

In the context of the current development control policy framework the following policies of the Carmarthenshire Local Development Plan (LDP) are of relevance to the proposal.

Policy GP1 is a general policy which seeks, amongst others, to promote sustainability and high quality design and to ensure that new development conforms with and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing, elevation treatment and detailing. The policy also requires that development proposals should not have a significant impact on the amenity of adjacent land uses and properties.

Policy GP6 permits extensions to existing residential dwellings subject to them being subordinate and compatible to the size, type and character of the existing development, not resulting in the overdevelopment of the site, or leading to reduced and inadequate areas of parking, utility, vehicle turning, amenity or garden space. The external appearance of extensions should also complement the existing development and proposals should not adversely affect the local environment and amenities of neighbouring developments.

THIRD PARTY REPRESENTATIONS

Letters of objection have been received from the residents of a number of neighbouring properties which raise a number of issues of concern.

The occupier of the neighbouring property of Plas Penwern has highlighted errors in the plans while also raising concern regarding the height of the extension and the likely loss of light to an existing habitable room. As to the first issue, the orientation of the elevations of the extension were incorrectly annotated in the original drawings, however, this has subsequently been corrected with the submission of amended drawings. With regard to the issue of loss of light, although the extension will be of the same height as the existing dwelling, its modest depth of 3.9 metres combined with a separating distance of some 6 metres to the windows at the rear of the respondent's house will safeguard against any unacceptable impact. Moreover, it is of note that the respondent's detached garage will be located between the house and the new extension.

The concerns raised by the residents of the properties of Llansteffan Road to the east of the site regarding the impact upon the privacy of their properties have been addressed in that the first floor door opening and Juliet balcony feature in the eastern side elevation of the extension have now been removed from the application. The two remaining first floor windows in this elevation will be glazed in obscure glass and a suitable planning condition securing the retention of this glazing will be imposed on any permission granted. The condition will also require that any part of the two first floor windows located less than 1.7 metres above the floor of the bedroom that they will serve shall be of a non-opening design thereby preventing any overlooking of the respondents' properties.

Concerns raised by one of the respondents that the velux windows proposed in the roof space of the extension will also erode their current privacy levels are misjudged in that the lowest point of these windows will be set at a height of 3 metres above the floor level of the new first floor bedroom thereby preventing any outlook towards neighbouring properties.

One of the respondents living on Llansteffan Road has raised concerns regarding the impact of the proposal in terms of loss of light, however, a separating distance of some 19

metres between the extension and the dwelling in question will prevent any unacceptable impact in this regard.

A resident of the Heol y Drindod estate to the rear of the application property has also raised concerns regarding the privacy impact upon their property while suggesting that they would have a direct outlook towards the new first floor bedroom in the extension. However, a separating distance of 40 metres between the extension and the rear elevation of the respondent's property combined with the size of the first floor rear windows of the extension will ensure there will be no harmful impact upon the occupiers of both properties.

Turning to concerns regarding the design of the extension, its modest scale and pitched roof design ensures it is subordinate and compatible to the size, design and character of the host dwelling and will not be incongruous with the character and appearance of the surrounding residential area. Furthermore, although the extension will be visible from the rear of a number of surrounding properties, it will be well separated from the facing windows and garden areas of these properties and not harmfully reduce or impact upon the outlook of their occupiers.

CONCLUSION

On balance, and after careful examination of the site and its surrounding environs, together with the representations received to date, the scale and design of the proposed extension are considered to be acceptable and in keeping with the character and appearance of the existing property and surrounding residential area. Furthermore, the local amenities of surrounding occupiers will not be adversely affected by the development.

The proposal is therefore considered to be in accord with the design and amenity objectives of Policies GP1 and GP6 of the adopted Local Development Plan and put forward with a favourable recommendation.

RECOMMENDATION – APPROVAL

CONDITIONS

- 1 The development hereby approved shall be commenced before the expiration of five years from the date of this permission.
- 2 The works hereby granted consent shall be carried out strictly in accordance with the details shown on the existing and proposed floor, elevation, site and location plan drawing referenced (P/01A) received on 19 September 2018.
- 3 The development hereby approved shall be undertaken in strict accordance with the recommendations contained in the advice section of the bat survey report prepared by Environment Systems dated 5 July 2018 and received on 13 July 2018.
- 4 Prior to the use of the extension hereby approved, the two first floor windows in the eastern side elevation of the extension, as shown on the existing and proposed floor, elevation, site and location plan drawing referenced (P/01A) received on 19

September 2018, shall be fitted with obscured glazing and any part of the windows that are less than 1.7m above the floor of the room in which they are installed shall be non-opening. The windows shall be permanently retained in that condition thereafter.

REASONS

- 1 Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.
- 2 In the interest of clarity as to the extent of the permission.
- 3 In order to ensure that there is no detriment to the maintenance of the favourable conservation status of Bat species.
- 4 To protect the privacy and amenity of adjacent occupiers.

REASONS FOR DECISION

The decision to grant planning permission has been taken in accordance with Section 38 of the Planning and Compulsory Purchase Act 2004, which requires that, in determining a planning application the determination must be in accordance with the Development Plan unless material considerations indicate otherwise.

- It is considered that the proposal complies with Policy GP1 of the Carmarthenshire Local Development Plan in that it is appropriate in terms of scale and design, and will not cause unacceptable loss of amenity to neighbouring uses.
- It is considered that the proposed development complies with Policy GP6 of the Carmarthenshire Local Development Plan in that it is appropriate in terms of scale and design, sufficient amenity/garden space remains, and it will not adversely affect the amenities of the occupiers of the neighbouring properties.

NOTE(S)

- 1 Please note that this consent is specific to the plans and particulars approved as part of the application. Any departure from the approved plans will constitute unauthorised development and may be liable to enforcement action. You (or any subsequent developer) should advise the Council of any actual or proposed variations from the approved plans immediately so that you can be advised how to best resolve the matter.

In addition, any Conditions which the Council has imposed on this consent will be listed above and should be read carefully. It is your (or any subsequent developers') responsibility to ensure that the terms of all Conditions are met in full at the appropriate time (as outlined in the specific condition).

The commencement of development without firstly meeting in full the terms of any Conditions which require the submission of details prior to the commencement of development will constitute unauthorised development. This will necessitate the submission of a further application to retain the unauthorised development and may render you liable to formal enforcement action.

Failure on the part of the developer to observe the requirements of any other Conditions could result in the Council pursuing formal enforcement action in the form of a Breach of Condition Notice.

- 2 Comments and guidance received from consultees relating to this application, including any other permissions or consents required, is available on the Authority's website (www.carmarthenshire.gov.uk).
- 3 This application has been determined within the scope of the delegated authority granted to the Head of Planning by the Meeting of Carmarthenshire County Council on 12 October 2011 (Minute No 7 refers).

Application No	W/37263
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Application Type	Outline
Proposal & Location	CONSTRUCTION OF ONE DWELLING AT PLOT 4, DREFACH ROAD, PLASYDDERWEN, MEIDRIM, CARMARTHENSHIRE

Applicant(s)	MR LEE BREMNER, 25 RHODFA MORGAN DRIVE, LLANGUNNOR, CARMARTHEN, SA31 2NT
Agent	HAROLD METCALFE PARTNERSHIP, 32 SPILMAN STREET, CARMARTHEN, CARMS, SA31 1LQ
Case Officer	Stephen Thomas
Ward	Trelech
Date of validation	17/05/2018

CONSULTATIONS

Head of Transport - Recommendation that any permission that the Local Planning Authority may grant will be subject to the imposition of two conditions on the specification of the parking facilities and footway provision.

Meidrim Community Council – No observations received to date.

Local Member – County Councillor Mrs J Lewis as a member of the Planning Committee has not made any prior comments on this application.

Neighbours/Public - The application has been publicised by the sending of eight letters of notification to the occupiers of neighbouring properties. Five letters of representation have been received objecting to/ concerned with the proposed development on the following grounds:-

- The planning application only specifies a 'dwelling' which is hiding the fact that the plan is for a house. The plots are only supposed to have bungalows on them. Object to a house;
- The heights given for the eaves and ridge in relation to the submitted plan area equate to a construction of a house i.e. 6m eaves 8.5m ridge. If it was for a bungalow the eaves height would be approximately 2.4 metres;
- The original development for this site i.e. Plots 1 to 4 were restricted to bungalows;
- The previous approved plan for plot 4 was for a bungalow;
- The details on the application are vague, providing very little information;

- Since the approval of the bungalow there have been applications for a house, all having been refused or withdrawn;
- This plot has no access since the road to it is closed for health and safety reasons. The road is also un-adopted and should only serve 7 dwellings, whereas there are already 9 dwellings served by this closed access road.

RELEVANT PLANNING HISTORY

The following relevant planning applications have previously been submitted on the application site:-

W/30709	Two dwellings Withdrawn	24 April 2018
W/18446	Access road to proposed plots and proposed plot layouts Reserved Matters granted	3 June 2008
W/17565	Construction of house Full planning permission	24 April 2008
W/16074	Access road to proposed plots and proposed plot layouts Reserved Matters refused	4 January 2008
D4/8641	Erection of bungalow Approval of details	17 June 1981
D4/7646	Siting of residential development Outline planning permission	5 February 1981

APPRAISAL

This planning permission is dependent upon the developer, prior to the commencement of development, entering into a Section 106 Agreement with Carmarthenshire County Council, in respect of the payment of a contribution towards Affordable Dwelling provision.

THE SITE

The application site is located in the eastern periphery of Meidrim village with access off a minor road leading from the centre of Meidrim to Glandwr. The access to the site is via a steep estate road with pavements, which is currently used for nine residential properties in this small housing estate. The application site measures approximately 23 metres in width, with the maximum length of the southern boundary at 37 metres and the length of the northern boundary at 42 metres. Due to the rising slope from north to south, the immediate area is characterised by properties being cut into the land or which use the existing form of the land to shape split level style dwellings. The most recent dwellings constructed beyond the application site have been constructed on land that has a more level profile than the application site.

THE PROPOSAL

The application as submitted seeks outline planning permission for a development of a single dwelling on the application site. Details have been provided and detailed approval is sought for the access to the development, with all further detailed matters on external appearance, layout, scale and landscaping being reserved for future consideration. An indicative layouts has been submitted as part of the application for illustrative purposes only, as well as scale parameters of the proposed dwelling as:

Length – 18 – 20 metres

Width – 9 – 10.5 metres

Height to eaves – 5.5 – 5.9 metres

Height to ridge – 7.5 – 8.5 metres

The application is accompanied by a signed Unilateral Undertaking in respect of the payment of a financial contribution towards affordable dwelling provision and an appropriate Certificate of Title.

PLANNING POLICY

In terms of the application's policy context, reference is made to the following existing development plan policies:-

Carmarthenshire Local Development Plan (CDLP)

The application site is located within the development limits of Meidrim as delineated by Inset map CL11 as well as the site forming part of a larger allocation for residential development within the Plan. The allocated number of swellings in the Plan is for 12 Units.

Policy H1 ensures the provision of an adequate supply of land and this is an allocated site within the Local Development Plan (CL11).

Policy GP1 is a general policy that promotes sustainability and high quality design, and seeks to ensure that development conforms with and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing, elevation treatment and detailing.

THIRD PARTY REPRESENTATIONS

The application has attracted letters of objection/concern and the main material considerations are summarised as follows:-

Scale Parameters

The application that has been submitted and is for consideration in this report is an outline application. The representations received indicate that the details submitted with the application are rather vague and providing very little information. The application form as submitted has reserved detailed matters of external appearance, layout, scale and landscaping for future consideration should outline planning permission be granted. According to regulations, applications for outline planning permission require:

- Where layout is a reserved matter, the application must state the approximate location of buildings, routes and open spaces included in the development proposed.
- Where scale is a reserved matter, the application must state the upper and lower limit for the height, width and length of each building included in the development proposed.
- Where access is a reserved matter, the application must state the area where access points to the development proposed will be situated.

In terms of layout, the application has been accompanied with a block plan to a scale of 1:500 showing the location of the proposed building and access route to it.

In terms of access, this has not been reserved for future consideration, and is for consideration in this application and a proposed access has been identified on the submitted 1:500 scale block plan.

Since scale is a matter that has been reserved for future consideration, the application has been submitted with scale parameters of a length of 18 to 20 metres, a width of 9 to 10.5 metres, a height to eaves of 5.5 to 5.9 metres and a ridge height of 7.5 to 8.5 metres.

In the determination of applications for outline planning permission, it is the principle of planning permission that is being considered whereby detailed matters are usually considered in a future detailed submission that would need to conform to any conditions that are imposed on the outline planning permission. Since sufficient information has been submitted with the application it is considered that the application can be determined accordingly.

House -v- Bungalow

The representations make reference to the fact that the original proposal for this part of the estate was for bungalows and that if the proposal is for a house that it is not acceptable as previous applications for houses have been refused or withdrawn. The objectors indicate that the scale parameters given in the application would suggest that the proposed dwelling is for a house rather than a bungalow.

The planning history for this site shows a number of applications with the latest planning application submitted under application number W/30709 for two dwellings. That application was withdrawn. However, an earlier application for full planning permission for this site was submitted under application number W/17565 for the construction of a house. This application was granted full planning permission on 24th April 2008. The approved plans for that application have been examined and show a split level dwelling that has two floors and have height measurements of between 3.9 metres and 5 metres to eaves and between 7.5 metres and 8.5 metres to ridge. The overall ridge height measurements are identical to those included in the parameters for the current application, whilst the eaves measurements are lower than those included within the parameters. Since the overall height of the building compares well with a dwelling already granted on this site it is considered that the effect of a building as proposed will not have a greater impact and should be granted, especially when the overall design of the dwelling will be considered in a further submission.

Drainage

This is a matter that has been raised by the objectors in so far as there is concern that the proposed development will change the natural drainage of the site which may result in affecting neighbouring properties. The application was supported by a drainage report that indicated that the site was not suitable for a sustainable drainage scheme, therefore it has to be drained to the nearest watercourse, but will need to be attained and discharge at no greater than Greenfield runoff. No further detail can be submitted until the reserved matters stage, if outline planning permission is granted.

Access Road Closure and Unadopted

One representation raises this issue as an objection in that the estate road is apparently closed due for health and safety reasons. The objector does not go into any details as to the reasons for this, and furthermore, it appears that there is no physical barriers to prevent access to the proposed site. The existing occupiers of the other eight dwellings on this estate are able to physically access their properties via the estate road and there does not appear to be any planning reasons that the current proposed dwelling can be accessed in the same way. The Authority is aware that there has been an alleged dispute on this site between various parties, however, that is a matter that the Council cannot become involved. Furthermore, when determining a planning application the Council as Local Planning Authority cannot consider the fact that the estate road is un-adopted as that is determined by other legislation.

CONCLUSION

Clearly the site is within the recognised settlement limits of Meidrim and forms part of a housing allocation as defined in the adopted Carmarthenshire Local Development Plan. The scale parameters of the proposed dwelling is considered reasonable especially when looking at previous decisions on this plot, and therefore is acceptable within the context of the provisions of Policy GP1 of the Carmarthenshire Local Development Plan.

Therefore, whilst there are some local concerns regarding the proposals, it is considered as compatible and meets the main policy criteria from the adopted Carmarthenshire Local Development Plan. It generally provides a sustainable residential opportunity for Meidrim. As such the application is put forward with a recommendation for outline approval subject to the imposition of the following appropriate conditions.

RECOMMENDATION – APPROVAL

CONDITIONS

- 1 The permission now granted is outline permission only, within the meaning of the Town and Country Planning (General Development Procedure) Order 1995.
- 2 Application for approval of reserved matters must be made to the Local Planning Authority before the expiration of three years from the date of this permission, and the development must be commenced not later than whichever is the later of the following:-

- (a) the expiration of five years from the date of this outline planning permission.
 - (b) the expiration of two years from the date of approval of the last of the reserved matters to be approved.
- 3 The permission now granted relates to the land defined by the 1:1250 & 1:500 scale Location and Block Plan, drawing number C/4399/1, received on 26th April 2018.
 - 4 Development shall not commence until detailed plans of the layout, appearance, scale and landscaping have been submitted, and received the written approval of the Local Planning Authority.
 - 5 No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of landscaping for the entire site which shall include details of the retention of existing trees and hedgerows, a full survey of all existing trees and hedgerows on the land, together with measures for their protection to BS5837 standard during the course of the development, and thereafter shall be retained in perpetuity.
 - 6 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding season following the commencement of the development and any trees or plants which within a period of 5 years from the commencement of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variations and thereafter shall be retained in perpetuity.
 - 7 Prior to the commencement of development the written approval of the Local Planning Authority shall be obtained for a scheme of parking within the curtilage of the site, and this shall be dedicated to serve the proposal. The approved scheme is to be fully implemented prior to any part of the development being brought into use, and thereafter shall be retained, unobstructed, in perpetuity.
 - 8 Prior to the commencement of any part of the development herewith approved, a 1.8 metre wide footway shall be provided along the entire site frontage with the Estate Road. This work shall be completed to the written approval of the Local Planning Authority and to the specification of the Local Highway Authority.
 - 9 The reserved matters to be the subject of approval under condition no. 4 above shall include full details of the existing and proposed levels of the whole site, including cross-sections through the site.
 - 10 The reserved matters to be the subject of approval under condition no. 4 above shall include the design, height and materials of construction of all boundary and forecourt wall and fences. Thereafter the development shall be carried out in accordance with the approved details.

REASONS

- 1+2 Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

- 3 In the interest of clarity as to the extent of the permission.
- 4-6 In the interest of visual amenities.
- 7+8 In the interests of highway safety.
- 9 In the interest of clarity as to the relationship of the development to the site.
- 10 In the interest of visual amenity.

REASONS FOR GRANTING PLANNING PERMISSION

The decision to grant planning permission has been taken in accordance with Section 38 of the Planning and Compulsory Purchase Act 2004, which requires that, in determining a planning application the determination must be in accordance with the Development Plan unless material considerations indicate otherwise.

- The proposal complies with Policies H1 and GP1 of the adopted Carmarthenshire Local Development Plan (CLDP) (adopted December 2014) in that the application site is located within the defined development limits for Meidrim and is within an area that is allocated for residential development. The scale parameters suggest a building that will be compatible with the surrounding development.

NOTES

- 1 The applicant is advised that this planning permission is subject to the applicant/developer first entering into a Section 106 Agreement/Unilateral Undertaking for the provision of a financial contribution towards affordable housing.
- 2 Please note that this consent is specific to the plans and particulars approved as part of the application. Any departure from the approved plans will constitute unauthorised development and may be liable to enforcement action. You (or any subsequent developer) should advise the Council of any actual or proposed variations from the approved plans immediately so that you can be advised how to best resolve the matter.

In addition, any Conditions which the Council has imposed on this consent will be listed above and should be read carefully. It is your (or any subsequent developers') responsibility to ensure that the terms of all Conditions are met in full at the appropriate time (as outlined in the specific condition).

The commencement of development without firstly meeting in full the terms of any Conditions which require the submission of details prior to the commencement of development will constitute unauthorised development. This will necessitate the submission of a further application to retain the unauthorised development and may render you liable to formal enforcement action.

Failure on the part of the developer to observe the requirements of any other Conditions could result in the Council pursuing formal enforcement action in the form of a Breach of Condition Notice

- 3 Comments and guidance received from consultees relating to this application, including any other permissions or consents required, is available on the Authority's website (www.carmarthenshire.gov.uk).
- 4 The developer's attention is particularly drawn to the advice given in the County's Head of Highways and Transport's response in relation to surface water disposal, adoption and parking standards.

Application No	W/35898
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Application Type	Full Planning
Proposal & Location	CONSTRUCTION OF COMMERCIAL GARAGE/WORKSHOP FOR SARNAU MOTORS AT FIELD ADJ HAFOD BAKERY, LLYSONNEN ROAD, BANCYFELIN, CARMARTHEN

Applicant(s)	MRS MAIR JONES, LLYS Y COED, LLYSONNEN ROAD, BANCYFELIN, CARMARTHEN, SA33 5DZ
Agent	HAROLD METCALFE PARTNERSHIP - CERI EVANS, 32 SPILMAN ST, CARMARTHEN, SA31 1LQ
Case Officer	Helen Rice
Ward	Cynwyl Elfed
Date of validation	27/07/2017

CONSULTATIONS

Head of Transport – recommends that the planning permission be refused on grounds that:

- It appears impracticable to construct an access within the curtilage of the site which would provide sufficient visibility for vehicles emerging onto the county road
- The proposed access is located on a section of highway where forward visibility is substandard.
- The proposed development would lead to increased pedestrian movements along a section of road with no pedestrian facilities.
- The proposed development is contrary to Carmarthenshire Local Development Plan Policy TR3 (a, b and e).

**** Note: HoT has verbally indicated that the recently received amended plans are now acceptable – written confirmation/conditions awaited – final report to be updated accordingly ****

Head of Public Protection, Social Care and Housing – No objections subject to the imposition of conditions relating to noise levels and the monitoring of noise levels from the site.

Merthyr and Newchurch Community Council – No comments received.

Local Member – Cllr. I Jones has requested that the application be called in for consideration by the Planning Committee on grounds that this form of development is invaluable for rural areas.

Neighbours/Public – The application was publicised by way of a site notice with no representations having been received in response.

RELEVANT PLANNING HISTORY

W/35389 Construction of garage / workshop
 for Sarnau Motors (commerical business)
 Withdrawn

18 July 2017

APPRAISAL

THE SITE

The application site is located off the Llysonnen Road (C2081) which links the settlement of Bancyfelin to the east with the A40 junction to the west. This section of the Llysonnen Road runs parallel with the A40 dual carriageway which is located a field's width to the south of the application site. The site is immediately east of the Hafod Bakery building and forms part of a wider agricultural field. The site is therefore currently laid to grass with a strong hedgerow frontage onto the C2081. The application site land level is elevated in comparison to the road and the neighbouring site at Hafod Bakery, with hedgerow and mature trees forming the boundary of the site with the adjoining Hafod Bakery site. The wider field is currently accessed via an agricultural field gate approximately 100m to the east of the application site.

THE PROPOSAL

The proposal seeks planning permission for the erection of a new garage/workshop building, parking area and creation of a new access onto the C2081. The new garage workshop building would have an eaves height of 6m with a ridge height of 7.5m, and measure 14m in length and 10.2m in width, along with an adjacent covered car wash area. The building would accommodate three service bays, a kitchen and WC on the ground floor with a small mezzanine area above providing space for an office. The building would be finished in plastic coated profile metal sheets in either green or grey, with roller shutter doors providing access to the service bays, the only window would serve the WC on the ground floor. The elevation fronting the road would be the rear of the building, with the service bay area fronting the proposed car parking area and remaining agricultural field beyond. The plans indicates the provision of 7 parking spaces. The new access will necessitate the removal of a section of hedgerow with the required visibility splays necessitating the translocation of the part of the hedgerow behind the splay.

The applicant has provided a statement in support of the application which states that the intended business for the new building, Sarnau Motors is currently operated by a sole trader having been established in 2006. The current business is a mobile repair service that is stated to be at full capacity with repairs undertaken 6 days a week with an average waiting list of 2 weeks. The business wishes to develop a permanent base with the chosen location being on land within the ownership of the applicant's family and is stated

as being at the heart of the main existing customer base, with 85% of Sarnau Motor's customer base located within a 5 mile radius of Bancyfelin. The statement specifies that a search for suitable premises within the St Clears/Bancyfelin/Carmarthen areas since 2014 has not identified any suitable premises for the business. The submitted application indicates that the proposal would result in the creation of an additional 1 full time job and would be open weekdays between 8am to 6pm and Saturdays 8am to 1pm.

PLANNING POLICY

This application has been considered against relevant policies of the Carmarthenshire Local Development Plan (Adopted December 2014) ("the LDP") and other relevant Welsh Government Guidance. The application site is not located within a designated settlement and is therefore classed as countryside in the LDP. The relevant policies are:-

Policy SP1 Sustainable Places and Spaces stipulates that proposals for development will be supported where they reflect sustainable development and design principles by concentrating developments within defined settlements, making efficient use of previously developed land, ensuring developments positively integrate with the community and reflect local character and distinctiveness whilst creating safe, attractive and accessible environments that promote active transport infrastructure

Policy SP3 Sustainable Distribution Settlement Framework seeks to concentrate development in sustainable locations within existing defined settlements such as identified growth areas, service centres, local service centres and other defined sustainable communities.

Policy EMP2 New Employment Proposals clarifies that new developments for employment purposes will be permitted within, adjacent or directly related to defined settlements subject to meet with specific criteria. In particular, the policy requires applicants to undertake a sequential search to identify whether there is any existing or allocated employment land available for the use, followed by an assessment of any suitable land or building within an existing settlement, then adjacent to such settlement and finally on areas directly related to a recognised settlement. This sequential approach must be addressed before allowing new employment development with the overall objective being to seek to maximise the use of existing/allocated land within settlements in the interests of sustainability. Provided that this sequential approach is duly addressed the proposal must also be of an appropriate scale and from that would not be detrimental to the character and appearances of the area and is compatible with its location and with neighbouring uses.

Policy GP1 Sustainability and High Quality Design is a general policy which promotes sustainability and high quality design, and seeks to ensure that development conforms with and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing, elevation treatment and detailing.

Policy TR3 Highways in Developments – Design Considerations relates to the highway design and layout considerations of developments and states that proposals which do not generate unacceptable levels of traffic on the surrounding road network, and would not be detrimental to highway safety or cause significant harm to the amenity of residents will be permitted.

Policy EQ5 Corridors, Networks and Features of Distinctiveness seeks to ensure that

existing ecological networks, including wildlife corridor networks are retained and appropriately managed.

Other Welsh Government Guidance of relevance include:

Planning Policy Wales (9th Edition) November 2016 which recognises the need for new employment opportunities within rural locations, but specifies that such developments would generally be located within or adjacent to defined settlement boundaries, preferably where public transport provision is established. However, PPW also recognise that some industries may have specific land requirements which cannot be accommodated within settlements. PPW advise that the absence of allocated employment sites should not prevent authorities from accommodating appropriate small-scale rural enterprises in or adjoining small rural settlements. The expansion of existing businesses located in the open countryside should be supported provided there are no unacceptable impacts on local amenity (paragraph 7.3.2).

The above advice is further echoed in Technical Advice Note 6 (TAN 6) – Planning for Sustainable Rural Communities (2010) which specifies that new development should be located within or adjacent to settlements. Similarly, Technical Advice Note 23 (TAN) 23: Economic Development (2014) places a requirement on authorities to apply the sequential approach when considering applications for new employment developments. This approach echoes the central object of the planning system to steer development to the most appropriate sustainable locations. TAN23 calls for authorities to assess the benefits of the development at the application site against those of meeting demand in a sequentially preferable location. It specifies that development on land not allocated in the development plan should only be permitted in exceptional circumstances and must be fully justified.

CONSIDERATION OF THE PROPOSAL

The key considerations relating to this case have been determined as whether the principle of the development is considered acceptable in light of the national and local planning policy background, the impact of the development on the character and appearance of the area and highway safety impacts.

Principle of Development

The application site is located within the countryside approximately 2km (1.2miles) north east of Bancyfelin and 5km (3miles) west of Carmarthen, and adjacent to an existing commercial business known as Hafod Bakery. The site is not considered to be adjacent to an existing settlement, and by reason of its distance from both Bancyfelin and Carmarthen is not considered to be directly related to these settlements and is therefore located within the countryside.

Policy EM2 echoes advice set out in National policy and specifies the need to undertake a sequential approach to site selection when assessing applications for new employment developments. In particular the policy requires a sequential search to identify that there is no allocation or existing employment sites available for the development. This should then be followed by an assessment of suitable land or buildings within development limits, then adjacent to them and finally directly related to a settlement. The policy does not go on to enable consideration of locations within the countryside, distant from any defined

settlements. As such, in principle, the development is contrary to Policy EM2 of the Local Development Plan.

The submitted information indicates that searches have been undertaken for existing commercial sites within existing settlements (Carmarthen/Bancyfelin/St Clears) in 2014 and that no suitable sites were found. The information submitted to support this claim includes lists of properties for rent, all of which have been discounted. Whilst a number of the properties would be unsuitable in that a number are offices within existing towns, other industrial units have been discounted on various grounds including, that planning permission would be required for the change of use into a B2 use, the units are too large and the internal layout was not suitable. The only detail provided with the application relates to one search undertaken in December 2014. No information about more recent searches has been provided.

No information has been provided to confirm whether or not sites allocated for employment purposes in the LDP were reviewed. In particular, there are specific land allocations for employment purposes in both St Clears (allocation T2/5/E2) and in Carmarthen, at Cillefwr Industrial Estate (allocation GA1/E1) that would be suitable for a B2 use. However, no such information as to whether these areas were looked into has been provided. As such, only existing sites have been reviewed with no information to confirm whether other sites within settlements or land directly related to settlements having been assessed. It appears therefore that once the existing sites identified in 2014 were discounted, the applicant considered that this was sufficient to justify a countryside location. It also appears that the principal reason for locating the building in this location is that it is on land within the ownership of the applicant. This approach does not reflect the sequential approach guidance set by both National and Local policy and as such, it is considered that insufficient justification has been provided to demonstrate that the application site is the most suitable location for the development.

The overall aim of the policy is to try and direct development to the most sustainable location. This location is distant from any settlement and therefore everyone using the business, especially given its nature, would have to specifically travel by vehicle to the destination. There are no bus stops in the vicinity. Whereas if the business were located in a location within an existing settlement, the journey could be made as part of a wider journey (i.e. dropping the car off and then proceeding to home/work/shopping on foot/public transport) and thus would not generally result in a significant increase in traffic movements. Whilst the applicant has confirmed that many of its clients currently pass the site on a daily basis, there is no facility for them to subsequently proceed with their journeys whilst their vehicles are being repaired. In all therefore, this site is not considered to represent a sustainable location for the development, especially having regard to the nature of the use.

Evidently, the proposal would result in the creation of an additional 1 full time job in the area, which is a material consideration to balance against the above policy objection. TAN23 requires local planning authorities to assess the economic benefit associated with determining planning applications for economic development. Where a planning authority is considering an application that could cause harm to social and environmental objectives, which this case does, the TAN proposes an approach where three questions that should be asked.

- Are there alternative sites for the proposal?
- How many direct jobs will result from the proposal?

- And would such a development make a special contribution to policy objectives?

Having regard to the above questions, it is considered that insufficient information has been provided to fully demonstrate that there is no alternative site for the proposal. There are allocated employment land areas within both St Clears and Cillefwr Industrial Estate with land available subject to obtaining planning permission. The nature of the intended use would be an acceptable form of development within these areas and in particular offer a more sustainable site location than the current site.

The proposal would, according to the application form, result in an additional 1 full time post to make a total of 2 full time jobs. Whilst an addition of a single job is welcomed, it is considered that the amount generated is not considered of such a degree to amount to a material consideration that would overcome the policy objection set out above.

Whilst it is noted that the local Councillor has stated the need to generate employment growth in rural areas, it is not considered that positioning this type of development in this location would make a particular special contribution towards policy objectives.

In summary therefore, it is not considered that sufficient information has been submitted to demonstrate that there is no other suitable alternative location for the development proposed to satisfy the sequential approach to site selection. The overall objective of the sequential site selection process is to seek to concentrate developments in the most sustainable locations. The application site, is located within the countryside, and whilst on a relatively busy road, does not have any pedestrian access or public transport linkages and thus is classed as unsustainable. Whilst the proposal would generate 1 additional full time job, it is not considered that this alone is sufficient to overcome the policy objection.

Impact upon character and appearance of the area

The application site includes part of an existing agricultural field that lies adjacent to the Hafod Bakery site. The proposal would necessitate the creation of an access that would result in puncturing the existing strong hedgerow along the field's boundary with the adjacent highway as well as translocation of part of the hedgerow behind the required visibility splays and erection of the building and car parking area behind. Whilst the form of the development would appear similar to other agricultural buildings which are synonymous within the countryside, it would not be viewed within the context of an existing agricultural enterprise and would rather appear as an incongruous industrial unit in the countryside.

Highway safety

The Highway Authority has confirmed that they would object to the development on grounds of insufficient visibility both in terms of access and forward visibility, lack of pedestrian linkages and the unsustainable location. In terms of access visibility, the applicant has since confirmed that they have control over the length of the splay required in a westerly direction and it appears that the required splay could be achieved subject to hedgerow translocation. However, this does not overcome the concerns raised from a forward visibility perspective in that it remains to be the case that there is insufficient visible distance for vehicles using the road to stop should a vehicle come out of the access. This is exacerbated by the geometry and topography of the road. This in itself would create a danger to users of the highway detriment to highway safety and thus does not comply with the requirements of policy TR3 of the LDP.

**** Note: HoT has verbally indicated that the recently received amended plans are now acceptable – written confirmation/conditions awaited – final report to be updated accordingly ****

CONCLUSION

After careful consideration of the scheme as submitted it is considered that insufficient information has been submitted to demonstrate that the necessary sequential approach to site selection has been exhausted to the extent that this site is the only available site for the proposed development. The development would result in the creation of a new business use in an unsustainable countryside location with no public transport or pedestrian linkages contrary to both national and local planning policies. It is not considered that the creation of 1 additional job presents a sufficient material consideration that would outweigh the clear policy objection to the development. Furthermore, the proposal does not demonstrate sufficient visibility for users of the road to the detriment of highway safety. The application is therefore recommended for refusal on the following grounds.

RECOMMENDATION – REFUSAL

REASONS

- 1 The proposal is contrary to SP1 Sustainable Places and Spaces of the Carmarthenshire Local Development Plan :-

SP1 Sustainable Places and Spaces

Proposals for development will be supported where they reflect sustainable development and design principles by:

- a. Distributing development to sustainable locations in accordance with the settlement framework, supporting the roles and functions of the identified settlements;
- b. Promoting, where appropriate, the efficient use of land including previously developed sites;
- c. Integrating with the local community, taking account of character and amenity as well as cultural and linguistic considerations;
- d. Respecting, reflecting and, wherever possible, enhancing local character and distinctiveness;
- e. Creating safe, attractive and accessible environments which contribute to people's health and wellbeing and adhere to urban design best practice;
- f. Promoting active transport infrastructure and safe and convenient sustainable access particularly through walking and cycling;
- g. Utilising sustainable construction methods where feasible;
- h. Improving social and economic wellbeing;
- i. Protect and enhance the area's biodiversity value and where appropriate, seek to integrate nature conservation into new development.

In that:

The proposal does not distribute development to a suitable location and is contrary to the settlement framework. The application has failed to demonstrate there is a justifiable need for the development in this location or that it could not be located in a more sustainable and suitable location. The site is located outside of, and is not directly related to the development limits of a recognised settlement.

- 2 The proposal is contrary to Policy GP1 Sustainability and High Quality Design of the Carmarthenshire Local Development Plan:-

Policy GP1 Sustainability and High Quality Design

Development proposals will be permitted where they accord with the following:

- a. It conforms with and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing, elevation treatment, and detailing;
- b. It incorporates existing landscape or other features, takes account of site contours and changes in levels and prominent skylines or ridges;
- c. Utilises materials appropriate to the area within which it is located;
- d. It would not have a significant impact on the amenity of adjacent land uses, properties, residents or the community;
- e. Includes an integrated mixture of uses appropriate to the scale of the development;
- f. It retains, and where appropriate incorporates important local features (including buildings, amenity areas, spaces, trees, woodlands and hedgerows) and ensures the use of good quality hard and soft landscaping and embraces opportunities to enhance biodiversity and ecological connectivity;
- g. It achieves and creates attractive, safe places and public spaces, which ensures security through the 'designing-out-crime' principles of Secured by Design (including providing natural surveillance, visibility, well-lit environments and areas of public movement);
- h. An appropriate access exists or can be provided which does not give rise to any parking or highway safety concerns on the site or within the locality;
- i. It protects and enhances the landscape, townscape, historic and cultural heritage of the County and there are no adverse effects on the setting or integrity of the historic environment;
- j. It ensures or provides for, the satisfactory generation, treatment and disposal of both surface and foul water;
- k. It has regard to the generation, treatment and disposal of waste.
- l. It has regard for the safe, effective and efficient use of the transportation network;
- m. It provides an integrated network which promotes the interests of pedestrians, cyclists and public transport which ensures ease of access for all;
- n. It includes, where applicable, provision for the appropriate management and eradication of invasive species.

Proposals will also be considered in light of the policies and provisions of this Plan and National Policy (PPW: Edition 7 and TAN12: Design (2014)).

In that:

The application has failed to demonstrate that there is a justifiable need for the proposal in the location indicated or that it could not be located in a more sustainable and suitable location. The development would result in the addition of an incongruous industrial style building in the countryside that would not conform with or enhance the character of the area and fails to protect or enhance the landscape

- 3 The proposal is contrary to Policy EMP2 New Employment Proposals of the Carmarthenshire Local Development Plan:-

Policy EMP2 New Employment Proposals

Proposals for employment developments which are within, adjacent or directly related to the Development Limits of all defined settlements (Policy SP3) will be permitted provided that:

- a. A sequential search has been undertaken identifying that there is no allocation or existing employment site available that can reasonably accommodate the use, followed by there being no suitable land or building (for conversion or re-use) available within the Development Limits, then adjacent to limits, and finally on a site directly related to a recognised settlement;
- b. The development proposals are of an appropriate scale and form, and are not detrimental to the respective character and appearance of the townscape/landscape;
- c. The development proposals are of an appropriate scale and form compatible with its location and with neighbouring uses.

In that:

The site is located outside of, and is not directly related to the development limits of a recognised settlement and is therefore within the countryside. The application has failed to demonstrate there is a justifiable need for the proposal in this location or that it could not be located in a more sustainable and suitable location. The sequential search undertaken is not considered adequate and has not provided sufficient justification for the proposed location. It has failed to show that the development could not be reasonably accommodated in other more suitable and sustainable locations. The development would result in the addition of an incongruous industrial style building in the countryside that would not conform with or enhance the character of the area and fails to protect or enhance the landscape.

- 4 The proposal would be in conflict with the advice set out in (paragraph 7.3.2) of Planning Policy Wales (Edition 9) November 2016 which states:

While some employment can be created in rural locations by the re-use of existing buildings, new development will be required in many areas. New development sites are likely to be small and, with the exception of farm diversification and agricultural development to which separate criteria apply, should generally be located within or adjacent to defined settlement boundaries, preferably where public transport provision is established. However, some industries may have specific land requirements which cannot be accommodated within settlements. The absence of allocated employment sites should not prevent authorities from accommodating appropriate small-scale rural enterprises in or adjoining small rural settlements. The

expansion of existing businesses located in the open countryside should be supported provided there are no unacceptable impacts on local amenity

In that:

The site is located outside of, and is not directly related to any development limits of a recognised settlement and is therefore in the countryside. The application has failed to demonstrate there is a justifiable need for the proposal in this location or that it could not be located in a more sustainable and suitable location. The sequential search is not considered adequate and has not provided sufficient justification. It is not considered that the development has specific land requirements to justify this location. The economic benefits of the proposal would not outweigh the policy objection to the development.

Application No	W/37484
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Application Type	Full Planning
Proposal & Location	CONSTRUCTION OF ONE DWELLING FOR OWNERS AND OPERATORS OF ADJ GOLF COURSE; TOGETHER WITH CONSTRUCTION OF GOLF COURSE STORE FOR GOLF COURSE MAINTENANCE MACHINERY AT DERLLYS COURT GOLF CLUB, LLYSONNEN ROAD, BANCYFELIN, CARMARTHEN, SA33 5DT

Applicant(s)	MR ROBERT WALTERS, DERLLYS COURT GOLF CLUB, LLYSONNEN ROAD, BANCYFELIN, CARMARTHEN, SA33 5DT
Agent	HAROLD METCALFE PARTNERSHIP - CERI EVANS, 32 SPILMAN ST, CARMARTHEN, SA31 1LQ
Case Officer	Stephen Thomas
Ward	Cynwyl Elfed
Date of validation	04/07/2018

CONSULTATIONS

Head of Highways and Transport – Recommendation that any planning permission that may be granted should include conditions on access specifications.

Newchurch & Merthyr Community Council – No observations received to date.

Local Member - County Councillor Irfon Jones has requested that the application be presented to the Planning Committee due to the personal circumstances of the family

Neighbours/ Public – The application has been publicized by the posting of a public notice at the highway access to the application site. No representations received to date.

RELEVANT PLANNING HISTORY

There is no relevant planning history on the application site.

APPRAISAL

THE SITE

The application site is located in the open countryside to the south east of the existing farm complex known as Derllys Court, located between Bancyfelin to the west and Carmarthen to the east. The site is in the western side of a field located between the farm complex and an existing 18 hole golf course on undulating land and is accessed via a no through unclassified road from the Meidrim road to the south and immediately to the north of the farm becomes a 'green lane' which continues on to Merthyr. The site is surrounded by farm land that is farmed by the occupiers of Derllys Court and the golf course that is operated by the applicant and his family. The highway runs along the site's whole western boundary.

The application site measures 59 metres in a north – south direction by 33 metres in an east – west direction.

THE PROPOSAL

The application seeks full planning permission for the construction of a single dwelling on the application site, together with a purpose built building for the purpose of storage and maintenance of machinery used on the maintenance of the golf course. The proposed dwelling is to have two floors with the first floor partially within the roof and is intended to have four bedrooms. The dwelling is intended to be finished in painted render to the walls under a natural slate roof. The dwelling is to have a 'T' shape with a two storey porch structure to the principal elevation, together with a dormer window either side at first floor level.

Furthermore, it is intended to construct a steel portal framed building for the use of storage and maintenance of machines used in the maintenance of the golf course. The building is to be clad in a box profile steel cladding to both the roof and the walls. The building will have a low pitched saddle roof with its ridge running west to east. The building is to be 8 metres west to east and 9 metres north to south. It is to have a large roller shutter door in the north western corner.

The proposed dwelling is to be located in the northern portion of the application site with the machinery shed in the southern portion, with the site access located between the two proposed structures.

PLANNING POLICY

The application site, as previously mentioned, is located in open countryside and therefore there is a general presumption against new dwellings in such locations, unless exceptional circumstances can be demonstrated. Such exceptional circumstances usually include providing accommodation for rural enterprise workers e.g. agriculture or forestry as well as those to meet genuine local needs at a location within hamlets or a group of dwellings.

There are no specific relevant policies within the adopted County Local Development Plan that deal with dwellings in open countryside locations, however, in order to allow discussions over the merits of this case the following policies of the Carmarthenshire Local Development Plan are considered relevant to the proposal as well as those other relevant Welsh Government Guidance.

Policy SP1 – Sustainable Places and Spaces stipulates that proposals for development will be supported where they reflect sustainable development and design principles by concentrating developments within defined settlements, making efficient use of previously

developed land, ensuring developments positively integrate with the community and reflect local character and distinctiveness whilst creating safe, attractive and accessible environments that promote active transport infrastructure.

Policy SP3 – Sustainable Distribution Settlement Framework seeks to concentrate development in sustainable locations within existing defined settlements such as identified growth areas, service centres, local service centres and other defined sustainable communities.

Policy GP1 – Sustainability and High Quality Design is a general policy that promotes sustainability and high quality design, and seeks to ensure that development conforms with and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing, elevation treatment and detailing.

Other Welsh Government Guidance of relevance include:

Planning Policy Wales (9th Edition) November 2016 (PPW) Technical Advice Note 6 (TAN 6) – Planning for Sustainable Rural Communities (2010)
Technical Advice Note 12 (TAN 12: Design (2014)

APPRAISAL

The key considerations of relevance to this case are whether the proposal complies with the requirements of Planning Policy Wales (PPW) (9th edition) and Technical Advice Note 6: Planning for Sustainable Rural Communities (TAN6), in terms of dwellings in open countryside, outside the defined development limits of any recognized settlements and its impact upon the character and appearance of the area.

In terms of PPW new houses in the countryside, away from existing settlements or from areas allocated for development must be strictly controlled in order to safeguard the character and appearance of the countryside, to reduce the need to travel by car and to economise on the provision of services. Specifically paragraph 9.2.22 states:

“In planning for housing in rural areas it is important to recognize that development in the countryside should embody sustainability principles, benefitting the rural economy and local communities while maintaining and enhancing the environment. There should be a choice of housing, recognizing the housing needs of all, including those in need of affordable or special needs provision. In order to safeguard the character and appearance of the countryside, to reduce the need to travel by car and to economise on the provision of services, new houses in the countryside, away from existing settlements recognized in development plans or from other areas allocated for development, must be strictly controlled.....”

Furthermore, paragraph 9.3.6 of PPW also discusses that new housing in the open countryside should be strictly controlled and under what exceptional circumstances rural dwellings may be considered. It states:

“New House building and other new development in the open countryside, away from established settlements, should be strictly controlled. The fact that a single house on a particular site would be obtrusive is not, by itself, a good argument in favour of permission; such permissions could be granted too often, to the overall detriment of the character of an area. Isolated new houses in the open countryside require special justification, for

example where they are essential to enable rural enterprise workers to live at or close to their place of work in the absence of nearby accommodation. All applications for new rural enterprise dwellings should be carefully examined to ensure that there is a genuine need. It will be important to establish whether the rural enterprise is operating as a business and will continue to operate for a reasonable length of time. New rural enterprise dwellings should be located within or adjoining the existing farm/business complex or access....”

TAN6 further reinforces these principles where it states in paragraph 4.3.1:

“One of the few circumstances in which new isolated residential development in the open countryside may be justified is when accommodation is required to enable rural enterprise workers to live at, or close to, their place of work. Whether this is essential in any particular case will depend on the needs of the rural enterprise concerned and not on the personal preference or circumstances of any individuals involved. Applications for planning permission for new rural enterprise dwellings should be carefully assessed by the planning authority to ensure that a departure from the usual policy of restricting development in the open countryside can be fully justified by reference to robust supporting evidence.”

The application site is located in an open countryside location, well outside the defined development limits of any recognized settlement. Therefore, the policy is to strictly control the construction of new dwellings in such a location, unless there are exceptional circumstances, well supported by robust evidence that stands up to scrutiny. In this case the only justification given is that the proposed dwelling is required by the applicant and his family to enable them to continue to run the adjacent golf course. The applicant and his family currently reside with his elderly and frail mother in Derllys Court farmhouse. Due to the proximity of the current farmhouse to the golf course and its club house it is considered that there is no justification for a further dwelling on the application site. Furthermore, the applicant states within the statement of justification that the golf course has successfully grown to have a membership well over 400 and six people are employed at the golf course at present and that an operating base to store and maintain machinery and a place to live is essential to carry on the business. Golf machinery needs to be stored on site and for security and administrative reasons the family need to live adjacent, on land which adjoins the golf course.

The remaining part of the justification are personal reasons that relate to a time after the elderly mother, in that the applicant and his brother will be forced to sell the farm and that this will result in the applicant and his family without a house nor the use of the farm outbuildings. Currently, the applicant and his family still reside within the farmhouse, therefore, under current circumstances there is no justification for the additional dwelling on the holding.

An alternative scenario may be available for the applicant, which is not mentioned in the justification, in that the conversion of outbuildings at Derllys Court farm complex could be considered under Policy H5 of the Carmarthenshire Local Development Plan. Although this option has not been considered in the submitted justification it is something that has been raised in previous advice given by the Planning Service. This option would also require justification and supporting information, but may be considered more favourably, depending on the nature of the buildings and the works proposed to them. The applicant at that time indicated a preference to keep those buildings as part of Derllys Court, however, in planning no weight can be given to personal preference to justify development, as set out in Welsh Government guidance.

Finally, the other alternative is the golf club house, which it is understood has two units of accommodation, which may be considered for residential purposes following the submission of an alternative application for planning permission, supported by robust evidence. However, this has also not been considered in the justification submitted with the current application. Again, this issue was raised in the previous advice given earlier, but the applicant stated that the preference was for a new dwelling.

For the above considered reasons the proposed dwelling should not be supported and the recommendation is that the application be refused.

Turning to the proposed storage/maintenance building similar planning policy guidance applies due to its location in open countryside. The applicant has indicated that there is the need for machinery to maintain the golf course and that there is a need for alternative arrangements in the event of Derllys Court farm being sold. As in the case with the proposed dwelling there is no current justification for an alternative building as the status quo allows for the use of a building on the farm complex and therefore the proposal falls foul of planning policy, particularly that of Policy EMP3 of the adopted LDP and PPW. If the dwelling is refused there will be no justification for the store and maintenance building to be constructed at the location proposed. It is therefore considered that this should not be supported and the application refused.

THIRD PARTY REPRESENTATIONS

In this case there are no issues of objection that have been raised by third parties in respect of the planning application.

CONCLUSION

Therefore, having carefully considered the application as submitted, the proposed dwelling, by reason of its remote location, fundamentally conflicts with the advice set out in PPW and insufficient justification has been provided to permit the dwelling as an exception to these policies. Furthermore, it is considered that the proposed storage and maintenance building conflicts with Policy EMP3 of the LDP due to its proposed location and insufficient justification. The proposal therefore also conflicts with the advice set out in PPW, which requires robust evidence in support of such a proposal.

It is not considered in this instance that material planning considerations outweigh these concerns and therefore it is recommended that the application be refused for the following reasons.

RECOMMENDATION – REFUSAL

REASONS

- 1 The proposal is contrary to paragraph 9.2.22 of Planning Policy Wales (Edition 9, November 2016) which states:-

9.2.22 In planning for housing in rural areas it is important to recognise that development in the countryside should embody sustainability principles,

benefiting the rural economy and local communities while maintaining and enhancing the environment. There should be a choice of housing, recognising the housing needs of all, including those in need of affordable or special needs provision. In order to safeguard the character and appearance of the countryside, to reduce the need to travel by car and to economise on the provision of services, new houses in the countryside, away from existing settlements recognised in development plans or from other areas allocated for development, must be strictly controlled. Many parts of the countryside have isolated groups of dwellings. Sensitive filling in of small gaps, or minor extensions to such groups, in particular for affordable housing to meet local need, may be acceptable, but much depends upon the character of the surroundings, the pattern of development in the area and the accessibility to main towns and villages.

In that the development site is located in open countryside where new house building should be strictly controlled. Insufficient justification has been provided to support the case for a dwelling in such a location. Therefore, the proposal would represent a sporadic unjustified form of development in the open countryside to the detriment of the character and appearance of the area.

- 2 The proposal is contrary to paragraphs 9.3.6 of Planning Policy Wales (9th edition, November 2016) which state:-

9.3.6 New house building and other new development in the open countryside, away from established settlements, should be strictly controlled. The fact that a single house on a particular site would be unobtrusive is not, by itself, a good argument in favour of permission; such permissions could be granted too often, to the overall detriment of the character of an area. Isolated new houses in the open countryside require special justification, for example where they are essential to enable rural enterprise workers to live at or close to their place of work in the absence of nearby accommodation. All applications for new rural enterprise dwellings¹⁹ should be carefully examined to ensure that there is a genuine need. It will be important to establish whether the rural enterprise is operating as a business and will continue to operate for a reasonable length of time. New rural enterprise dwellings should be located within or adjoining the existing farm/business complex or access. Local planning authorities should follow the guidance in TAN 6 with regard to the requirements for rural enterprise dwelling appraisals.

In that the development site is not located within a settlement and therefore in the open countryside where new house building should be strictly controlled. Insufficient justification has been provided to support the case for a dwelling in such a location. Therefore, the proposal would represent a sporadic unjustified form of development in the open countryside to the detriment of the character and appearance of the area.

- 3 The proposal is contrary to paragraph 4.3.1 of Planning Policy Wales Technical Advice Note 6: Planning for Sustainable Rural Communities, which states:

4.3.1 One of the few circumstances in which new isolated residential development in the open countryside may be justified is when accommodation is required to enable rural enterprise workers to live at, or

close to, their place of work. Whether this is essential in any particular case will depend on the needs of the rural enterprise concerned and not on the personal preference or circumstances of any of the individuals involved. Applications for planning permission for new rural enterprise dwellings should be carefully assessed by the planning authority to ensure that a departure from the usual policy of restricting development in the open countryside can be fully justified by reference to robust supporting evidence.

In that the development site is located in the open countryside where new house building is strictly controlled. Insufficient evidence has accompanied the application justify a dwelling in such a location. Therefore, the proposal represents a sporadic unjustified form of development in the open countryside to the detriment of the character and appearance of the area.

- 4 The proposal is contrary to Policy EMP3 of the Carmarthenshire Local Development Plan, which states:

Policy EMP3 Employment – Extensions and Intensification

Proposals for extensions and/or intensification of existing employment enterprises will be permitted provided that:

- a. The development proposals are not likely to cause environmental damage or prejudice other redevelopment proposals;
- b. The proposal does not extend and/or intensify a use or activity that might result in adverse amenity issues, or may not be compatible, with neighbouring uses;
- c. The development proposals are of an appropriate scale and form compatible with its location;

Proposals for the expansion of existing rural enterprises will be supported subject to the above provisions and the policies and proposals of this Plan.

In that the development site is located in the open countryside where generally new buildings are strictly controlled. It is considered that the proposed dwelling is unjustified in its proposed location, the proposed storage/maintenance building is unjustified in the same location. It will also represent a sporadic unjustified form of development in the open countryside to the detriment of the character and appearance of the area.

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