

Application No	W/35041
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Application Type	Outline
Proposal & Location	AFFORDABLE DWELLING AT LAND ADJACENT, TALIARIS, MAESYCRUGIAU, PENCADER, SA39 9DH

Applicant(s)	JOANNE PRICE, 10 FOREST LANE TERRACE, LLANGYBI, LAMPETER, SA48 8LZ
Agent	CARTREF DESIGNS LIMITED - DARYL THOMAS, CARTREF, TY MAWR, LLANYBYDDER, SA40 9RB
Case Officer	David Roberts
Ward	Llanfihangel-ar-arth
Date of validation	01/02/2017

CONSULTATIONS

Head of Highways and Transport – No observations.

Head of Public Protection - Has expressed concerns about the suitability of the locality for a residential dwelling due to the proximity to the large sawmill business, which it is understood has recently had a large extension granted. Have requested that a Noise Impact Assessment be provided.

Land Drainage - Requested that a condition be included that the Surface Water Drainage scheme for the development needs to be agreed and signed off by the Land Drainage Section.

Llanllwni Community Council - No comments received.

Local Member - County Councillor Linda Davies Evans supports the application as the applicant meets the local needs eligibility criteria and has requested that if the application cannot be supported, the application should be determined by the Planning Committee.

Dwr Cymru/Welsh Water – No comments.

Natural Resources Wales - No adverse comments.

Neighbours/Public – Site Notices were erected in the vicinity of the application site and no objections to the proposal were received.

RELEVANT PLANNING HISTORY

There is no relevant site history on the application site.

APPRAISAL

THE SITE

The site is located in countryside to the north-west of the settlement of Llanllwni on the edge of the Teifi valley. The site is accessed from the A485 Carmarthen to Lampeter Road via a county road that leads in the direction of Maesycrugiau.

The application site is a plot approximately 41 metres x 31 metres and sits within a field enclosure to the east of Taliaris, a small holding which is situated approximately 50 metres west of the application site. Immediately to the south of the application site there is a large sawmill complex, (Teifi Timber Products Ltd, Llanllwni Saw Mills). Access to the site is from an existing private road that leads to Taliaris and the rear of the sawmill complex.

THE PROPOSAL

The application seeks outline planning permission for an affordable dwelling with all matters reserved for future consideration for the daughter of the residents at Taliaris. The site is approximately 41 metres wide x 31 metres in depth on a relatively level area of pasture land, the proposed dwelling is to be accessed via a new driveway off the private road. An indicative layout has been provided showing the access and parking arrangements and the location of a dwelling with a footprint measuring 8-14 metres in width and 13-18 metres in length and an indicative height to ridge level of between 5-9 metres. As the plan is indicative only, it is sufficient to demonstrate that the application site is large enough to accommodate a dwelling.

The application is made under the affordability/local need eligibility criteria. A planning application supporting statement has been submitted with details of the applicant's circumstances and a local needs case in support of the application. It is conveyed that:-

- The applicant has lived in the local area all her life.
- The applicant needs to live closer to provide care and support for her elderly parents who she visits on a daily basis and also helps with the upkeep of Taliaris.
- The applicant is currently living in temporary rented accommodation.
- The proposal accords with the general criteria of the relevant LDP Affordable housing policies in that the application site is located within a small cluster of dwellings.
- There are no building plots/properties available close to her parents within the applicant's financial means.

PLANNING POLICY

In the context of the current development control policy framework, the site lies in open countryside outside the defined settlement limits for any town or village. The supporting statement with the proposal make reference to Policy AH3 of the Local Development Plan;

the application falls to be considered against the following policies as contained in the LDP and Planning Policy Guidance Wales Edition No 9 :-

Policy AH3 Affordable Housing – Minor Settlement in the Open Countryside

Proposals in the open countryside for affordable housing for a single dwelling will be permitted within settlements, hamlets and groups of dwellings without Development Limits where it is to meet a genuine identified local need (as defined within the Glossary of Terms) and provided that:

- (a) It represents sensitive infill development of a small gap within an otherwise continuous built up frontage; or, a minor extension which does not result in ribbon development or perpetuate existing ribbon development;
- (b) It is of a scale and size appropriate to, and in keeping with (and not detrimental to) the character (including landscape and townscape) of the area;
- (c) The benefits of the initial affordability will be retained for all subsequent occupants;
- (d) It is of a size, scale and design compatible with an affordable dwelling and is available to those on low or moderate incomes.

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)).

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.

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.

9.3.1 New housing developments should be well integrated with and connected to the existing pattern of settlements. The expansion of towns and villages should avoid creating ribbon development, coalescence of settlements or a fragmented development pattern. Where housing development is on a significant scale, or where a new settlement or urban village is proposed, it should be integrated with existing or new industrial, commercial and retail development and with community facilities.

9.3.2 Sensitive infilling of small gaps within small groups of houses, or minor extensions to groups, in particular for affordable housing to meet local need, may be acceptable, though much will depend upon the character of the surroundings and the number of such groups in the area. Significant incremental expansion of housing in rural settlements and small towns should be avoided where this is likely to result in unacceptable expansion of travel demand to urban centres and where travel needs are unlikely to be well served by public transport. Residential development in the vicinity of existing industrial uses should be restricted if the presence of houses is likely to lead residents to try to curtail the industrial use.

9.3.3 Insensitive infilling, or the cumulative effects of development or redevelopment, including conversion and adaptation, should not be allowed to damage an area's character or amenity. This includes any such impact on neighbouring dwellings, such as serious loss of privacy or overshadowing.

CONCLUSION

The three key issues in this instance are whether this local needs dwelling proposal complies with national planning policies and Local Development Plan Affordable Housing Policies for the area, the impact of the proposed dwelling on the open countryside / landscape character of the locality, and the potential impact of the proposed dwelling on the existing adjoining employment usage.

With regard to the first key issue, does the proposal comply with the Authority's LDP policies in relation to the provision of affordable housing in the open countryside, it is considered that the application site does not meet the requirements of policy AH3 of the Local Development Plan as the site does not adjoin or form part of a hamlet or group of dwellings. The site would to a certain extent be screened by the neighbouring sawmill complex, however the nearest residential property is Taliaris which is situated 50 metres west of the application

site. The aforementioned policy does not allow for sporadic residential dwellings in the open countryside. National planning guidance also states that new houses in the countryside, away from existing settlements recognised in development plans or from other areas allocated for development, must be strictly controlled.

In relation to the second key issue of the impact of the proposed dwelling on the open countryside and the landscape character of the area, although the proposed dwelling would be screened from the south by the existing sawmill complex, the proposed development would encroach into an agricultural field which at present is free from any form of built development, the field is clearly visible from the county road and provides an attractive landscape buffer between the sawmill and the county road. Consequently the proposed dwelling would appear as an isolated and piecemeal domestic structure in stark contrast to its strongly rural context and would therefore conflict with the Council's landscape protection objectives and its policies relating to the countryside including LDP Policy GP1 which amongst other things seeks conformity with the character and appearance of the site and area and to protect the landscape character of the county.

In considering the third issue of the potential impact of the proposed dwelling on the existing adjoining employment use, it is considered that the existing employment usage would have a significant impact on the amenity of the occupiers of the proposed dwelling due to the significant levels of noise generated by the sawmill and may lead occupiers to try and curtail its industrial operations, The Head of Public Protection has also raised concerns in regard to noise and has requested that a Noise Impact Assessment be provided. In July 2014 when the sawmill was granted planning permission for a new access and an extension to the existing sawmill structure and an extension to the storage yard, a number of the local residents made representations expressing concern in regard to noise pollution and disturbance generated by the complex, so noise is already an concern for existing residents living in close proximity to the sawmill.

To avoid adjoining uses attempting to curtail the operational processes of the sawmill it is considered that new residential development in the immediate vicinity of this employment site should be strictly controlled. If Committee are minded to approve the application, a Noise Impact Assessment will be requested from the applicant for assessment prior to the release of the planning permission.

In light of the above it is considered that the application should be refused as the proposal does not met the requirements of Policy AH3 of the Local Development Plan and is also contrary to local development plan policy and national planning policy guidance which seeks to protect the landscape character of the County and also to restrict new dwellings in the vicinity of existing adjoining employment usages where future occupiers may to try to curtail its industrial use.

RECOMMENDATION – REFUSAL

REASONS

- 1 The proposal is contrary to Policy AH3 “Affordable Housing - Minor Settlement in the Open Countryside” of the Carmarthenshire Local Development Plan which states:

Policy AH3 Affordable Housing – Minor Settlement in the Open Countryside

Proposals in the open countryside for affordable housing for a single dwelling

will be permitted within settlements, hamlets and groups of dwellings without Development Limits where it is to meet a genuine identified local need (as defined within the Glossary of Terms) and provided that:

- a. It represents sensitive infill development of a small gap within an otherwise continuous built up frontage; or, a minor extension which does not result in ribbon development or perpetuate existing ribbon development;**
- b. It is of a scale and size appropriate to, and in keeping with (and not detrimental to) the character (including landscape and townscape) of the area;**
- c. The benefits of the initial affordability will be retained for all subsequent occupants;**
- d. It is of a size, scale and design compatible with an affordable dwelling and is available to those on low or moderate incomes.**

In that the application site does not represent a sensitive form of infill development or a minor extension to a group of dwellings and if approved it would result in an inappropriate form of residential development in the open countryside. The proposal would extend the built development into an open field and appear as an incursion into the surrounding countryside to the detriment of the rural character of the area. The proposal would create a fragmented pattern of development.

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

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 proposal does not conform with or enhance the character of the area in terms of siting. As such it would result in an inappropriate form of residential development in the open countryside. The proposal would extend the built development into an open field and appear as an incursion into the surrounding countryside to the detriment of the rural character of the area. The proposal would create a fragmented pattern of development.

- 3 The proposal is contrary to Policy SP1 "Sustainable Places and Spaces" of the Carmarthenshire Local Development Plan, which states:

Policy 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 it would result in an inappropriate form of residential development in the open countryside. The proposal would extend the built development into an open field and appear as an incursion into the surrounding countryside to the detriment of the rural character of the area. The proposal would create a fragmented pattern of development.

4 The proposal is contrary to Planning Policy Wales (Edition 9) Paragraphs 9.3.1 - 9.3.3, which state:

9.3.1 New housing developments should be well integrated with and connected to the existing pattern of settlements. The expansion of towns and villages should avoid creating ribbon development, coalescence of settlements or a fragmented development pattern. Where housing development is on a significant scale, or where a new settlement or urban village is proposed, it should be integrated with existing or new industrial, commercial and retail development and with community facilities.

9.3.2 Sensitive infilling of small gaps within small groups of houses, or minor extensions to groups, in particular for affordable housing to meet local need, may be acceptable, though much will depend upon the character of the surroundings and the number of such groups in the area. Significant incremental expansion of housing in rural settlements and small towns should be avoided where this is likely to result in unacceptable expansion of travel demand to urban centres and where travel needs are unlikely to be well served by public transport. Residential development in the vicinity of existing industrial uses should

be restricted if the presence of houses is likely to lead residents to try to curtail the industrial use.

9.3.3 Insensitive infilling, or the cumulative effects of development or redevelopment, including conversion and adaptation, should not be allowed to damage an area's character or amenity. This includes any such impact on neighbouring dwellings, such as serious loss of privacy or overshadowing.

In that the proposal amounts to new residential development outside defined settlement limits. It is not considered to be sensitive infilling or an appropriate minor extension to a group of dwellings. The proposal would create a fragmented pattern of development. The proposal would extend the built development into an open field and appear as an incursion into the surrounding countryside to the detriment of the rural character of the area. The proposed dwelling would be in close proximity to an existing industrial use which generates significant levels of noise that could lead future occupiers to try to curtail the industrial use.