

REFERENCE: P/20/756/FUL

APPLICANT: Mr Colin Donovan
28 Penyrallt Avenue, Litchard, Bridgend CF31 1QG

LOCATION: 31 Fulmar Road, Porthcawl CF36 3PN

PROPOSAL: Remodelling of bungalow to provide first floor accommodation by demolishing existing garage, constructing two storey extensions to either side of the existing dwelling incorporating new integral garage and new roof structure to provide 3 en-suite bedrooms

RECEIVED: 6 October 2020

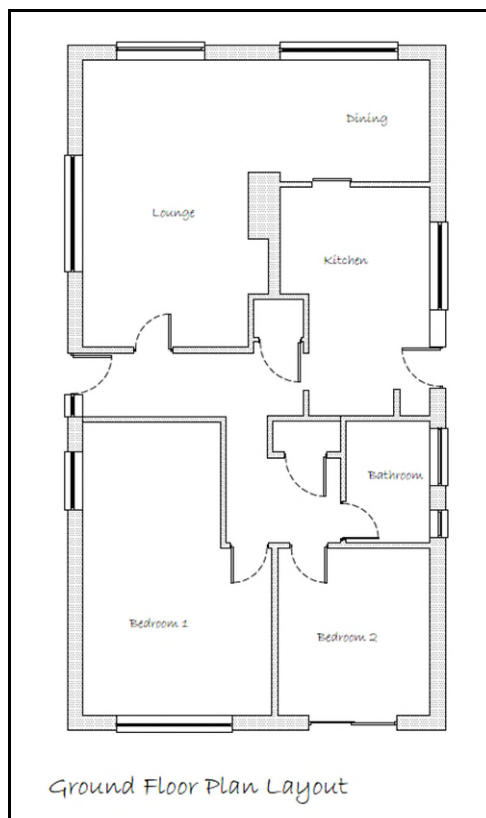
DESCRIPTION OF PROPOSED DEVELOPMENT

Full planning permission is sought for the remodelling of the dwelling known as 31 Fulmar Road, Porthcawl. This includes the demolition of the existing garage, the construction of a two-storey extension to either side of the existing dwelling and the raising of the roof to create a first floor habitable living space.

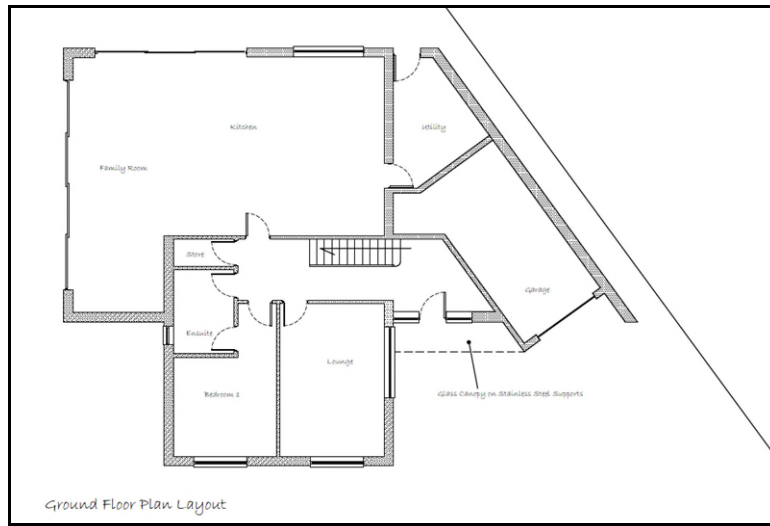
The side extension which will project from the eastern elevation of the existing dwelling will be triangular in shape and will measure 8 metres in maximum width, 9 metres in depth and 6.15 metres in maximum height.

The side extension, which will project from the western elevation of the existing dwelling, will measure 3.3 metres in width, 9 metres in depth and 6.15 metres in maximum height.

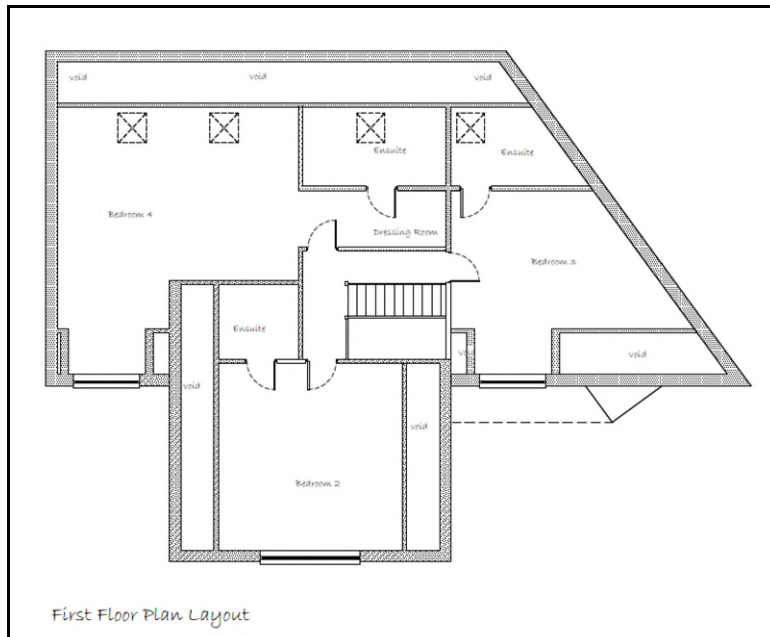
Together, the extensions will create a four bedroom dwelling which will comprise a hallway, lounge, bedroom with ensuite bathroom, kitchen/family room and utility room at ground floor level with an integral garage and three bedrooms at first floor level each with an ensuite bathroom, as shown below:



Existing Ground Floor Plan

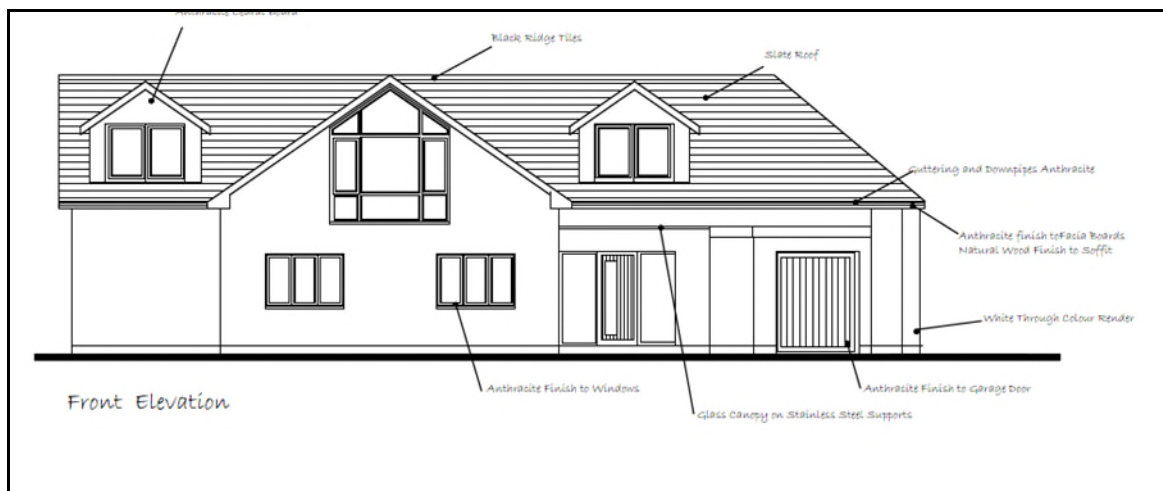


Proposed Ground Floor Plan



Proposed First Floor Plan

The existing roof of the dwelling will be raised by 1.3 metres to a maximum height of 6.15 metres in order to accommodate the first floor living space. It will comprise a pitched roof structure with gable ends and a large glazed panel positioned centrally to serve one of the proposed bedrooms at first floor level. Two front projecting dormer windows will be installed to serve the other two bedrooms at first floor level, as shown below:



Proposed Front Elevation (south west)

The dwelling will have white coloured render elevations with a slate roof and anthracite coloured windows and doors.

The proposal also includes provision for three off-street parking spaces within the residential plot.

SITE DESCRIPTION

The application site is located within the Main Settlement of Porthcawl as defined by Bridgend County Borough Council's Local Development Plan (2013). It comprises a rectangular-shaped residential plot positioned on the northern side of Fulmar Road which provides access to the dwelling, as shown below:



The dwelling is centrally positioned within the plot and faces south-west. It has roughcast render and clad elevations with a concrete tiled roof and it lies within an established residential area that is dominated by single storey detached bungalows finished in a mixture of brick and render elevations.

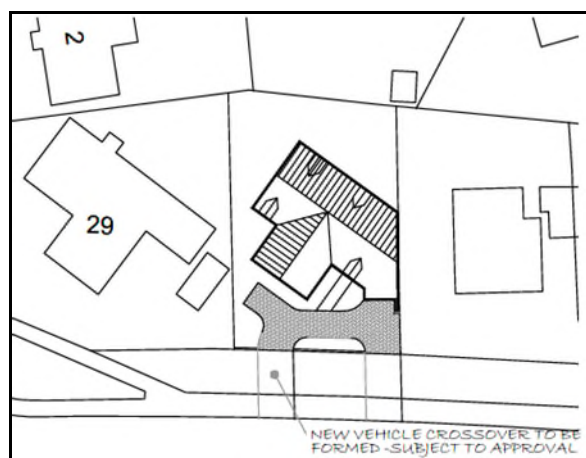
RELEVANT HISTORY

None relevant.

REPRESENTATIONS RECEIVED

This application has been advertised through direct notification to seven of the closest residential properties. The initial period for consultation expired on 26 November 2020.

When the application was submitted, the proposal comprised a scheme which was larger in floor space than what is currently under consideration, as shown below:



Initial Site Layout Proposed

One letter of support was received on 2 December 2020 from the occupiers of 6 Merlin Close, Porthcawl.

Three letters of objection were received from the occupiers of the neighbouring properties known as 29 Fulmar Road, 33 Fulmar Road and 2 Sandpiper Road generally objecting to the proposed development on the following reasons:

- The extension will be built up to the boundary with 33 Fulmar Road and to complete and maintain the proposed extension, access will need to be provided on the adjacent residential plot;
- The proposal would reduce the amount of light afforded to neighbouring properties;
- The proposed extension will overlook neighbouring properties and is less than 21 metres away from directly facing habitable room windows in neighbouring properties;
- The extensions and remodelling of the dwelling are out of keeping with the area;
- Disruption caused by ongoing construction works.

To alleviate the concerns of local residents, the scheme was amended in that the overall ridge height of the remodelled dwelling has been reduced and the side extension is set in from the boundary with the neighbouring property known as 33 Fulmar Road, Porthcawl.

Since receiving the amended plans, a second consultation was undertaken and all properties initially consulted received a second letter requesting further views on the proposed changes. Three responses were received from the occupiers of the properties who initially objected to the scheme. The amendments were noted and the reduction in size of the extension, which projects from the eastern elevation of the existing dwelling, and the setting in from the boundary with 33 Fulmar Road were welcomed. However, concerns were still raised which relate to the impact of the development on the streetscene and its impact on the privacy and amenity of neighbouring occupiers.

COMMENTS ON REPRESENTATIONS RECEIVED

Factors to be taken into account in making Planning decisions must be Planning matters that is, they must be relevant to the proposed development and use of land in the public interest. The matters raised in the objections received are addressed below:

- *Built up to the boundary with number 33 Fulmar Road*
The extension has been reduced in width and is now proposed to be set in from the boundary with 33 Fulmar Road by 1.35 metres. The objection raised is therefore considered to be addressed through the submission of amended plans.
- *The extension reduces the amount of light afforded to neighbouring properties*
The impact of the development on the amenities of neighbouring properties and occupiers is addressed in the Appraisal Section of the report.
- *Overlooking*
The impact of the development on the amenities of neighbouring properties and occupiers is addressed in the Appraisal Section of the report.
- *Disruption Caused by Construction Works*
In order to protect the amenities of local residents, it is considered reasonable in this instance to impose a Planning condition which limits the hours of operation to ensure that works are not undertaken between the hours of 18:00 and 08:00.

RESPONSE TO INITIAL CONSULTATION UNDERTAKEN

CONSULTEE

Cllr M Clarke
9 November 2020

COMMENTS

Concerns raised about accessing the neighbours land to complete works as the extension is proposed to be built up to the boundary.

Land Drainage
13 November 2020

No objection subject to the imposition of the recommended Planning conditions and informative notes.

Porthcawl Town Council
30 November 2020

The mass and scale of the proposed development is overbearing and not in keeping with the neighbouring properties. The gable wall shown on the boundary is not buildable or maintainable without permission from the neighbours to place foundation footings within their property.

Highways
8 December 2020

The Highways Authority does not support the proposal in its current form as the additional vehicular access is not acceptable from a highway and pedestrian safety perspective.

RESPONSE TO SECOND CONSULTATION UNDERTAKEN FOLLOWING RECEIPT OF AMENDED PLANS ON 14 DECEMBER 2020

CONSULTEE

Cllr M Clarke
24 December 2020

COMMENTS

The proposed increase in roof height is incongruous in the streetscene. The proposal would result in the loss of sunlight. If permitted, a condition should be imposed which requires the dwelling to be covered in plastic sheeting to prevent dust blowing into neighbouring properties and a limit should be placed on the construction hours in the interests of neighbour amenities.

Land Drainage
4 January 2021

No objection subject to the imposition of the recommended Planning conditions and informative notes.

Porthcawl Town Council
14 January 2021

Over-intensification of the site and the mass and scale of the extensions are out of keeping with other neighbouring properties.

Highways
7 January 2021

The secondary access has been removed which is welcomed however, the parking is now to the front of the dwelling rather than at 90 degrees to the footway. Therefore, a revised parking arrangement is required to be submitted.

RESPONSE TO THIRD CONSULTATION UNDERTAKEN FOLLOWING RECEIPT OF AMENDED PLANS ON 12 JANUARY 2021

CONSULTEE

Cllr M Clarke
2 February 2021

COMMENTS

The previous concerns raised are still relevant and should be considered.

Land Drainage
18 January 2021

No objection subject to the imposition of the recommended Planning conditions and informative notes.

Porthcawl Town Council
19 January 2021

No objections.

Highways
23 February 2021

No objection subject to the inclusion of the recommended planning conditions and informative notes.

RELEVANT POLICIES

The relevant policies and supplementary Planning guidance are highlighted below:

Policy PLA1	Settlement Hierarchy and Urban Management
Policy SP2	Design and Sustainable Place Making
Policy SP3	Strategic Transport Planning Principles
Policy PLA11	Parking Standards
Policy SP12	Housing

Supplementary Planning Guidance 02	Householder Development
Supplementary Planning Guidance 17	Parking Standards

In the determination of a Planning application, regard should also be given to the local requirements of National Planning Policy which are not duplicated in the Local Development Plan. The following Welsh Government Planning Policy is relevant to the determination of this planning application:

Future Wales – the National Plan 2040 (24th Feb. 2021)
Planning Policy Wales Edition 11
Planning Policy Wales TAN 12 Design

APPRAISAL

This application is referred to the Development Control Committee to consider the objections raised by the occupiers of neighbouring properties, Cllr. M Clarke and Porthcawl Town Council.

SITE LAYOUT & DESIGN

Policy SP2 of the Local Development Plan (2013) stipulates that all development should contribute to creating high quality, attractive, sustainable places which enhance the community in which they are located whilst having full regard to the natural, historic and built environment and design should be of the highest quality possible and should be appropriate in scale, size and prominence.

Initially, concerns were raised in respect of the increase in ridge height of the dwelling, which measured a total height of 6.95 metres. Amended plans were received on 12 January 2021 which illustrated the reduction in the overall height of the dwelling to 6.15 metres.

The existing property relates to a bungalow located within a row of similarly designed dwellings on the northern side of Fulmar Road. Objections to the scheme refer to the height of the dwelling and state that the dwelling will be out of keeping with the character of surrounding properties due to its overall height. To address the concerns raised, the applicant submitted a streetscene drawing, to compare the extended and remodelled dwelling to the surrounding dwellings:



Existing and Proposed Streetscene

Whilst it is acknowledged that the dwelling as proposed would exceed the ridge heights of the properties immediately adjoining the application site, it is considered that the difference would not be so significant that the dwelling would appear as a dominant feature within the streetscene. The proposed development is considered to be in keeping with the context of the site in relation to neighbouring properties and the streetscene in general.

In reviewing the surrounding area, it is noted that Planning permission was granted on 15 January 2020 at 2 Merlin Close for the remodelling of the dwelling which included the erection of a two storey addition with a maximum height of 6.6 metres (P/19/863/FUL refers). Planning permission was also granted on 14 August 2020 for the remodelling of the dwelling known as 6 Merlin Close which includes the erection of a two storey extension which measures 6.5 metres in height (P/20/344/FUL refers).

This demonstrates that there are properties within the immediate vicinity of the application site which will have a higher ridge line than that of the proposed dwelling once the remodelling has been completed.

In view of this, it is considered that the proposed increase in ridge height does not detract from the overall character or appearance of the area in which properties that have recently undergone modernisation and refurbishment have extended their ridgeline higher than the development currently under consideration.

In light of the fact that properties within the immediate vicinity of the application site have undergone modernisation works which have slightly altered the character and appearance of the area, it is considered that this proposal is not so detrimental to the visual amenities of the area to warrant a refusal on such grounds. Whilst the objections received are noted, it is considered in this instance that the extended height of the dwelling would not damage the visual amenities of the area to a harmful extent and it is therefore considered to be an acceptable form of development in this location.

Note 11 of Supplementary Planning Guidance Note 02 Householder Development (SPG02) states “the form, materials, and details of extensions and alterations should match or harmonise with those of the existing house”. The remodelled dwelling is proposed to have white coloured render elevations with a slate roof covering. Properties within the vicinity of the site which have recently undergone renovation works have white colour rendered elevations and as such the proposed finish of the dwelling is not out of keeping with other properties within the vicinity of the application site. The pallet of materials proposed does not detract from the character or appearance of the area and is therefore considered to be acceptable from a design perspective.

Given the above, the proposed development is considered acceptable as the scale, design and materials are in keeping with the character and appearance of the existing dwelling and are not considered to have an unacceptable impact on the existing street scene or surrounding area. The proposal is therefore considered to be compliant with Policies SP2(2) and SP2(3) of the Local Development Plan (2013) and the Council’s Supplementary Planning Guidance SPG02: Householder Development.

NEIGHBOUR AMENITY

Criterion (12) of Policy SP2 of the Local Development Plan (2013) seeks to ensure that the viability and amenity of neighbouring uses and their users/occupiers are not adversely affected by development proposals and, in addition, seeks to ensure that an appropriate level of amenity is afforded to future occupiers of a development.

Supplementary Planning Guidance Note 02 Householder Development (SPG02) relates to household development and Note 6 states that development “should respect the privacy of neighbouring houses”. The application site and its relationship to residential dwellings bordering the site is shown below:



Application Site OS Map

Whilst few gardens are entirely private, some features can cause unacceptable levels of over dominance and overlooking. The objections raised by the occupiers of 29 Fulmar Road, 33 Fulmar Road and 2 Sandpiper Road relate to privacy and generally refer to the lack of distance provided between the extended property and the existing properties resulting in a loss of privacy for neighbouring occupiers.

Paragraph 4.6.2 of SPG02 stipulates that the minimum distance between directly facing habitable room windows...should normally be 21 metres but reductions may be acceptable where a permanent screening can be provided between facing ground floor windows.

The two storey side extensions are orientated principally to face north-east and south-west. No first floor windows are proposed to be installed on the western elevation of the extension and, therefore, the development is considered to be designed appropriately to alleviate overlooking into the outdoor spaces of 29 Fulmar Road and 2 Sandpiper Road, Porthcawl. Whilst a set of windows will be installed at ground floor level, the existing boundary treatments between the properties are considered to protect the privacy of neighbouring occupiers and, therefore, the proposal is considered to be acceptable in this respect.

This is also true of the north easterly facing elevation, as the existing boundary treatments on the northern boundary of the application site will prevent overlooking from the ground floor windows serving the family room and kitchen into the property known as 10 Teal Close, Porthcawl.

No windows are proposed to be installed to the eastern elevation of the side extension at ground or first floor level and therefore the proposal is not considered to overlook neighbouring occupiers to the immediate east of the site at 33 Fulmar Road, Porthcawl.

Again, the existing boundary treatment along the eastern side of the application site will protect the privacy of occupiers.

There are four roof lights proposed to be installed on the rear north easterly facing roof slope. The windows will serve two of the ensuite bathrooms and bedroom four. Note 6 of SPG02 advises that the minimum distance between directly facing habitable room windows in adjacent properties should normally be 21 metres. In this instance, the distance currently provided between the dwelling and the property known as 10 Teal Close is 20 metres (see below):



OS Map Extract

In addition, paragraph 4.6.3 of SPG02 states that to reduce the loss of privacy, it is recommended that the minimum distance from the new habitable room window to the boundary should be 10.5 metres. The existing property lies 7.2 metres away from the northern boundary.

It is considered that the introduction of roof lights would not overlook the garden and property to the north to the extent which would warrant a refusal on such grounds. The OS Map Extract demonstrates that the property to the north, known as 10 Teal Close, is orientated principally to face east and west and as such any windows in the southern elevation of the property are secondary windows.

To ensure that the introduction of roof lights is not detrimental to the privacy and amenity of the occupiers of the property to the north, it is considered reasonable to impose a Planning condition which requires the roof lights to be relocated in the roof slope to prevent any form of direct overlooking when an occupier is stood within the roofspace. The roof lights should be positioned within the roof slope above the eye line of the occupiers to prevent overlooking.

It is considered that any form of overlooking can be prevented by repositioning the proposed roof lights. Whilst not strictly compliant with the guidance which states that a minimum distance of 21 metres should be provided, the guidance refers to the windows being directly facing and the orientation of these properties is such that they are not directly facing. As such, it is considered that the proposed development does not result in any unreasonable overlooking to the extent that would warrant a refusal on such grounds and is therefore acceptable in this regard.

Neighbouring occupiers also raised objections to the scheme on the grounds that it would overshadow neighbouring properties. Given the orientation of the dwelling and the route

of the sun, it is considered that the extensions proposed would not cause excessive overshadowing, mainly as they are not to the south of the existing dwellings. The development is considered to be acceptable from an amenity perspective and accords with advice contained within SPG02 and with criterion (12) of Policy SP2.

RESIDENTIAL AMENITY

Note 8 of SPG02 refers to amenity. It states at paragraph 5.1.1 that while an individual may accept a window box as sufficient garden space, the County Borough Council believes that, generally, there should be reasonable provision of private outdoor space for present and future occupiers.

Whilst the remodelling of the dwelling will result in a larger dwelling, it is considered that sufficient private amenity space is retained at the rear of the dwelling and the proposed development therefore complies with Note 8 of SPG02.

HIGHWAYS

Policy PLA11 of the Local Development Plan states that all development will be required to provide appropriate levels of parking which should be in accordance with the adopted parking standards.

Supplementary Planning Guidance Note 17: Parking Standards states that off-street car parking spaces should measure 4.8 metres in depth and 2.6 metres in width as a minimum. It also states at page 18 that 1 off-street car parking space per bedroom should be provided (up to a maximum requirement of 3 spaces).

The Highways Authority initially raised concerns as an additional vehicular access was proposed. There is a general presumption against further individual accesses to “principal” roads which could create additional vehicular hazards to the detriment of the safety and free flow of traffic. The introduction of an additional vehicular access point onto the classified road known as Fulmar Road was considered to be detrimental to highway safety and the increase in vehicles crossing the pedestrian footway could result in dangerous vehicle pedestrian conflicts.

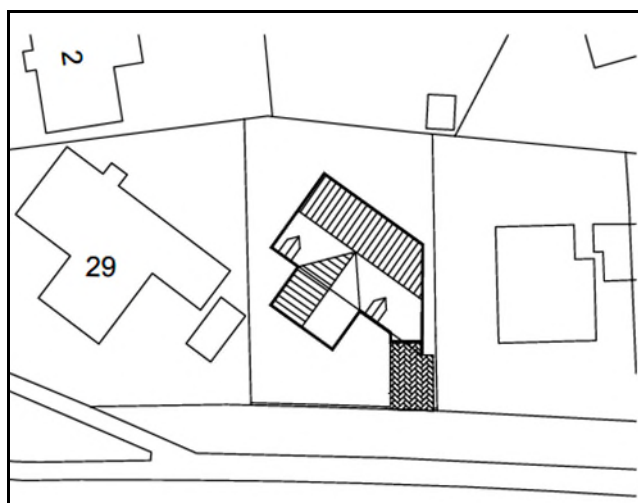
To overcome the initial concerns, amended plans were submitted which omitted the secondary access point and proposed off-street parking provision which was at the front of the dwelling rather than at 90 degrees to the footway, as shown below:



Site Layout (received on 14th December 2020)

Again, the Highways Authority raised concerns that the proposed parking arrangement would be difficult to manoeuvre in and out of and vehicles would not be able to perform a three point turn to assist in that manoeuvre.

To alleviate the concerns, the position of the integral garage has been set back and off-street parking has been provided at 90 degrees to the footway, as recommended by the Highway Authority.



Proposed Site Layout Plan

The Highway Authority considers that the amended arrangement ensures that the off-street parking is easy to use and does not present a tortuous angle of entry from the highway. Subject to the imposition of the recommended conditions, the proposal is considered to be acceptable from a highway safety perspective and sufficient off-street parking provision is provided in accord with guidance contained within SPG17 and Policy SP3 of the Local Development Plan (2013).

LAND DRAINAGE

Criterion (13) of Policy SP2 of the Local Development Plan (2013) states that developments should incorporate “appropriate arrangements for the disposal of foul sewage, waste and water”.

The Land Drainage Section has recommended the inclusion of Planning conditions and informative notes. Subject to the imposition of the recommendations, the proposed development is considered to comply with criterion (13) of Policy SP2 of the Local Development Plan (2013) and is acceptable from a land drainage perspective.

WELL-BEING OF FUTURE GENERATIONS (WALES) ACT 2015

The Well-being of Future Generations Act 2015 imposes a duty on public bodies to carry out sustainable development in accordance with sustainable development principles to act in a manner which seeks to ensure that the needs of the present are met without comprising the ability of future generations to meet their own needs (Section 5).

The well-being goals identified in the act are:

- A prosperous Wales
- A resilient Wales
- A healthier Wales
- A more equal Wales
- A Wales of cohesive communities
- A Wales of vibrant culture and thriving Welsh language
- A globally responsible Wales

The duty has been considered in the assessment of this application. It is considered that there would be no significant or unacceptable impacts upon the achievement of well-being goals/objectives as a result of the proposed development.

CONCLUSION

Having regard to the above and the revisions to the scheme together with the objections received, it is considered that, on balance, the scheme is acceptable in planning terms.

The proposed development is considered to be appropriate in terms of its size, scale and prominence in accord with Policy SP2 of the Local Development Plan (2013) and does not detract from the character or appearance of the wider residential area.

The development is acceptable in highway safety terms and, further to the submission of amended plans, does not result in unreasonable overlooking or overshadowing into the neighbouring properties.

The proposal therefore complies with Policy PLA11 of the Local Development Plan (2013), criterion (9) of Policy SP3 of the Local Development Plan (2013) and the guidance contained with SPG02 and SPG17. The application is therefore recommended for approval subject to the following Planning conditions.

RECOMMENDATION

(R02) That permission be GRANTED subject to the following condition(s):-

1. The development shall be carried out in accordance with drawing numbers 004 Rev B, 003 Rev B and 002 Rev B received on 12 January 2021.

Reason: To avoid doubt and confusion as to the nature and extent of the approved development.

2. Notwithstanding the plans hereby approved, the roof lights to be installed on the north easterly facing roof slope which serve 2 ensuite bathrooms and bedroom 4, as shown on drawing numbers 002 Rev B and 003 Rev B received on 12 January 2021, shall be relocated on the roof slope in accordance with a plan to be submitted to and approved in writing by the Local Planning Authority. The roof lights as agreed shall be fitted prior to the beneficial use of the remodelled dwelling hereby approved commencing and shall then be retained in perpetuity.

Reason: In the interests of privacy and residential amenities.

3. The driveway and parking area shall be completed in permanent materials in accordance with the approved layout prior to the development being brought into beneficial use and retained for the purpose of parking in perpetuity.

Reason: In the interests of highway safety.

4. No development shall commence on site until a scheme for the comprehensive and integrated drainage of the site, showing how foul, road and roof/yard water will be dealt with, including future maintenance requirements, has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented prior to beneficial use.

Reason: To ensure that effective drainage facilities are provided for the proposed development and that flood risk is not increased.

5. No development shall commence on site until a suitable infiltration test, sufficient to support the design parameters and suitability of any proposed infiltration system, has been submitted to and approved in writing by the Local Planning Authority. The approved

scheme shall be implemented prior to beneficial use.

Reason: To ensure that effective satisfactory management and disposal of surface water is provided for the proposed development.

6. Construction works shall not take place outside 08:00 hours to 18:00 hours Mondays to Fridays and 08:30 hours to 13:00 hours on Saturdays and not at any time on Sundays and Bank Holidays.

Reason: To maintain noise levels at a sustainable level in the interests of residential amenities.

7. * THE FOLLOWING ARE ADVISORY NOTES NOT CONDITIONS *

The proposed development is considered to be appropriate in terms of its size, scale and prominence in accord with Policy SP2 of the Local Development Plan (2013) and does not detract from the character or appearance of the wider residential area. The development is acceptable in highway safety terms and does not result in unreasonable overlooking or overshadowing into the neighbouring properties. The proposal is therefore compliant with Policy PLA11 of the Local Development Plan (2013), criterion (9) of Policy SP3 of the Local Development Plan (2013) and the guidance contained with SPG02.

To satisfy Condition 4, the applicant must:

- Provide a foul and surface water drainage;
- Provide an agreement in principle from DCWW for foul water and surface water (if required) disposal to the public sewer.
- Submit a sustainable drainage application form to the BCBC SAB (SAB@bridgend.gov.uk).

In order to satisfy Condition 5 the following supplementary information is required:

- Provide a surface water drainage layout including the location of a soakaway;
- Provide infiltration tests to confirm acceptability of any proposed infiltration system in accordance with BRE 365;
- Provide a plan showing locations of trial holes and at least 3 separate tests at each trial hole location;
- Provide information about the design calculations, storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent the pollution of the receiving groundwater and/or surface water system;
- Provide a timetable for its implementation; and
- Provide a management and maintenance plan, for the lifetime of the development and any other arrangements to secure the operation of the scheme throughout its lifetime.

From 7 January 2019, new developments over 100m² of construction area require sustainable drainage to manage on-site surface water. The surface water drainage systems must be designed and built in accordance with standards for sustainable drainage. These systems must be approved by the SuDS Approving Body (SAB) before construction work begins. The applicant shall submit a sustainable drainage application form to the Bridgend County Borough Council SAB. Further information in relation to the new legislation including the sustainable drainage application forms can be obtained from the following link: <https://www.bridgend.gov.uk/residents/recycling-waste-and-environment/environment/flooding/sustainable-drainage-systems/>

No surface water is allowed to discharge to the public highway.

No land drainage run-off will be permitted to discharge (either directly or indirectly) into the public sewerage system.

The developer should make every effort to ensure surface water from any permanent surface drains onto adjacent porous surfaces, thereby reducing the demand on the drainage system. Alternatively, the developer may wish to explore the use of permeable materials for the parking area although compacted chippings would not be considered acceptable as they are likely to be dragged onto the highway to the detriment of highway and pedestrian safety. As a result of the above, impermeable surfacing such as concrete or tarmacadam extending across the full width of the parking area should not be considered as a first option.

Janine Nightingale
CORPORATE DIRECTOR COMMUNITIES

Background Papers
None