

Application Ref: NP/19/0665/FUL

Case Officer Kate Attrill
Applicant Mr & Mrs J & C Evans
Agent Mr A Vaughan-Harries, Hayston Development & Planning
Proposal Change of use of Linked Granny Annexe to Holiday Let
Site Location Red Houses, The Rhos, Haverfordwest, Pembrokeshire, SA62 4AN
Grid Ref 99751465
Date Valid 11-Dec-2019 **Target Date** 10-Jun-2020

This application was originally brought to Committee due to the Officer's recommendation differing to that of the Community Council.

A cooling-off period was invoked following the vote at the 29th January 2020 Development Management Committee as approval of the application would be contrary to the adopted Local Development Plan

The application was placed on the agenda for the committee meeting of 18th March 2020, which was cancelled due to Covid19.

Since that time, the Inspector's final report on LDP2 has been received from Welsh Government and is now a material consideration. However LDP 1 remains the current adopted Local Development Plan until such time LDP2 is formally adopted.

The report has been amended to reflect updates and further information received since 18th March 2020.

Consultee Response

Uzmaston, Boulston & Slebech C C: Supporting - At their 19th September 2019 meeting, and subsequent after resubmission, Uzmaston Boulston Slebech Community Council agreed to support this application. This support is in regard to economic grounds, benefits to the community and recognition that The Rhos is a centre for tourist destination. Members noted that:

This particular application is fully accessible for people with disabilities, which is in short supply locally and throughout Pembrokeshire. It also offers a more realistic yet sustainable alternative to the urban-centred and nonsensical 'Sustainability Policy' which focuses almost wholly on bus travel as the primary sustainability solution as there is immediate access to cycle routes such as the Wizo trail which passes the property as well as the 'on demand' bus services and Dial a Ride for people with disabilities. In regard to 'Policy 13' the Community Council feel accommodation must be offered in the area to enhance the local area and support the existing tourist attractions such as Picton Castle, Slebech Park the Eastern Cleddau RSPB sanctuary Special Area of Conservation, Millin Chapel and Picton Ferry (both of which are connected to the important Welsh language poet Waldo Williams). The green lanes and off-road cycle route that is being improved between Narberth and Haverfordwest as part of the County Council's green travel proposals also passes immediately through the village and this property.

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The Rhos has the following historic assets, and nationally important historic designations that form the historic environment, including: scheduled ancient monuments, listed buildings, registered historic parks, gardens and landscapes within the immediate locality meaning that The Rhos village and surrounds are a tourist destination in themselves and as such this holiday accommodation supports the existing tourism enterprises that are within the locality and therefore the local rural economy:

Listed Buildings: 19409 Millin Cross Calvinistic Methodist Chapel (grade II) 19411 Walled Garden at Picton Castle (grade II) 19412 Gates, Piers and Railings at North Entrance Lodges to Picton Castle (grade II) 19413 1, The Rhos (grade II) 19414 Cresborough (grade II) 19415 Picton Home Farm (grade II) 19416 Zion Baptist Chapel (grade II) 19417 Gates of Baptist Chapel (grade II) 19420 Remains of Grotto in Garden of Picton Castle (grade II) 19421 Raised Terrace at East Entrance to Picton Castle (grade II) 19423 Bridge at Kennel Wood (grade II) 19424 2, The Rhos (grade II) 19425 3, The Rhos (grade II) 19426 4, The Rhos (grade II) 17839 North Wing and Entrance Yard of Picton Castle (grade II) 6043 Picton Castle (grade I) 6099 Stables and Coach-house at Picton Castle (grade II) 6100 North Entrance Lodges to Picton Castle (grade II) Blackpool Bridge Grade: II*, Old church of St John the Baptist Grade: II, Slebech Park (grade II*)

Scheduled Ancient Monuments: PE277 Picton Castle Mound PE279 Hanton Round Barrows Registered Historic Parks and Gardens: PGW (Dy) 42(PEM) Picton Castle (grade II*) PGW (Dy) 43(PEM), Burial mounds on island east of church (Pe 276), Remains of old church of St John the Baptist (Pe 275),

Registered Historic Landscapes: HLW (D) 3 Milford Haven Waterway

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PCC - Transportation & Environment: Conditional Consent

Public Response

The Town and Country Planning (Development Management Procedure) (Wales) Order 2012 requires that proposed developments are advertised by way of either neighbour letters or a site notice. A site notice was erected on the 19th December 2019 and displayed until 9th January 2020.

No third party objections have been received in regard to the application, but a number of letters of support have been received.

Policies considered

Please note that these policies can be viewed on the Policies page Pembrokeshire Coast National Park website -

<http://www.pembrokeshirecoast.org.uk/default.asp?PID=549>

LDP Policy 01 - National Park Purposes and Duty

LDP Policy 07 - Countryside

LDP Policy 08 - Special Qualities

LDP Policy 09 - Light Pollution

LDP Policy 11 - Protection of Biodiversity

LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 37 - Self-Catering Development

LDP Policy 52 - Sustainable Transport

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LDP Policy 53 - Impacts on traffic

PPW10

SPG20 - Accessibility

TAN 13 - Tourism

TAN 23 - Economic Development

LDP2 Inspectors report

The Inspectors Report on the soundness of LDP2 was received by this Authority on the 13th May 2020. The requirements are that the Plan should be adopted within 8 weeks of its receipt due to the persisting exceptional circumstances relating to the Covid-19 restrictions limiting public access to documents, the Plan will be reported to a future National Park Authority meeting for Adoption.

In the interim the Inspector's report has been made available on the National Park Authority website to help provide a context for Development Management Committees and applications determined through the delegated powers process.

The findings in the Inspector's Report are binding on the Authority and although not yet formally adopted by the Authority, the policies in LDP2 now become a material consideration of significant weight

Constraints

Biodiversity Issue

Historic Landscape

Safeguarding Zone

Recreation Character Areas

Affordable Housing Submarkets

Officer's Appraisal

Site and Context

The application site is situated along the northern side of the C3061 between The Rhos and Haveacare Bridge Junction. Red Houses is a detached single storey dwelling sited on the northern flank of the main road, and within a large, well-landscaped garden plot. The application site is surrounded by mature woodland, and there are mature trees and planting within the site.

The existing cottage sits to the east of the garden plot, with the prevailing ground levels sloping down from the main road. The dwelling is orientated with the south gable offset to the main road, and whilst there are views of the dwelling via the driveway and road close to the site, the house is screened by existing woodland in longer ranging views.

Relevant Planning History

NP/12/0606 – Alterations and extensions including new granny annexe and garage. Withdrawn, as the protected species survey was incomplete.

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NP/13/0309/FUL – Alterations and extensions including granny annexe. Approved 4 October 2013

NP/15/0491/NMA – Provision of small wooden framed window into wet room. Approved 21 September 2015

NP/19/0246/FUL - Change of use of granny annexe to holiday let – Refused 10th July 2019

NP/19/0483/S73 Variation of condition to change granny flat to holiday let – Cancelled as incorrect form of application

Description of Proposal

Planning permission is sought for the change of use of an annexe to a holiday let. The existing annexe is interlinked to the main property and was previously used as accommodation by the applicant's mother.

Key Issues

The application raises the following planning matters:

- Policy and Principle of Development
- Amenity and Privacy
- Access and Parking

Policy:

An extension to the property known as Red House for use as a granny annexe was permitted under NP/13/0309/FUL in October 2013. Conditions were attached to the permission to ensure that it remained ancillary to the residential use of the main dwelling and that it should not be used for any commercial use. Routine monitoring on holiday letting properties shows that the annexe has been advertised for letting since 2018.

The site is outside of any of the Centres designated in the Local Development Plan 1 and is therefore in the countryside. Policy 7 of the adopted Local Development Plan 1 allows for appropriate buildings in the countryside to be converted to a range of uses, including holiday letting. When considering such proposals, accessibility to Centres is an important consideration.

The Authority's Supplementary Planning Guidance on Accessibility sets out the requirements for assessing site accessibility. In this instance the site is located over a kilometre from any Centre and there is no public transport in the area. The Supplementary Planning Guidance lists exceptions where, in line with Technical Advice Note 6, development proposals intended to meet local needs are permissible in locations only accessible by private car – these are affordable housing, farm diversification proposals and rural enterprise dwellings. The approach also allows for consideration of visitor attractions with a demonstrated need to be in a particular location and conversion of buildings that have historic or architectural merit.

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This proposal does not comply with any of these requirements and is therefore contrary to Policy 7 of the adopted Local Development Plan 1 and to national planning policy which seeks to reduce reliance on the private car and ensuring that development is located where it can be easily accessed by sustainable modes of travel and without the need for a car.

When allowing a building to be used for holiday letting purposes, technically what is being allowed is a new dwelling, albeit with its use controlled by condition to ensure it is only used for holiday accommodation purposes. This application raises the question of the long-term use of annexes previously allowed for ancillary accommodation, given that it was converted to holiday accommodation without the benefit of planning permission and against national and local adopted planning policy. Approval would set a worrying precedent of suitability of conversion to new dwellings, contrary to policy.

The policy objection to this proposal is the key consideration in this application. It would create development in a location dependent on car travel and which does not fulfil the criteria for being accessible nor an exception to the need to be accessible, as set out in the Authority's Supplementary Planning Guidance.

LDP2

The Inspector's Report on the soundness of Local Development Plan 2 was received by this Authority on the 13th May 2020. The requirements are that the Plan should be adopted within 8 weeks of its receipt due to the persisting exceptional circumstances relating to the Covid-19 restrictions, the Plan will be reported to a future National Park Authority meeting for consideration and Adoption. In the interim the Plan has been made available on the National Park Authority website to help provide a context for Development Management Committees and applications determined through the delegated powers process.

The findings in the Inspector's Report are binding on the Authority and although not yet formally adopted by the Authority, the policies in LDP2 now become a significant material consideration and alter the policy context for this application.

In LDP2, there is no reference within Policy 7 to the Accessibility SPG, and the requirement for conversion to be considered 'accessible' has dropped away. Given that this was the sole reason for refusal, and this follows Nation Planning Policy, this is considered to be a sufficiently significant material consideration, to warrant a changed recommendation on this aspect

Criterion d) of Policy 7 of the Local Development Plan 2 Deposit Plan, as amended by Matters Arising Change 15 (MAC15) allows for the conversion of appropriate buildings in the countryside to a range of uses, with market housing being given priority in residential conversions. The policy requires off-site affordable housing contributions to be sought on market dwellings.

Criterion d) of Policy 7 of Local Development Plan 1 also refers to the prioritisation of the delivery of affordable housing.

Policy 41 'Self-Catering Development of Local development Plan 2 Deposit Plan, as amended by Matters Arising Changes relates to self-catering developments and

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allows such proposals in the countryside through the conversion of buildings but only where the building is shown to be inappropriate for market or affordable housing provision. This justification has not been provided for this application. This policy is also included in the adopted Local Development Plan 1 'Policy 37 Self-Catering Development.

Amenity and Privacy

Policy 30 of the Local Development Plan 2 states that development will not be permitted where it has an unacceptable impact on amenity.

The site is located in an isolated location and it is not expected that the activity associated with a holiday let would have any detrimental effect on neighbouring amenity as it would remain in the control of the applicants (assuming the ownership was controlled through a legal agreement).

The necessity for a S106 Agreement to ensure the two buildings are tied together in perpetuity would need to be considered to protect the amenity of the occupiers of the dwelling attached) which have a single shared vehicular access.

This issue was discussed at length in the January 29th Development Management Committee and should this application be approved, delegated permission would be sought subject to the submission of a legal agreement to tie the two dwellings together.

Access and Parking:

Highways comments were not received on this current application, but on the previously refused application (NP/19/0246) their comments were as follows: 'there is no objection to the development in principle subject to the following conditions being imposed:

- 1 The access shall be left open unimpeded by gates or any other barrier.
- 2 Details shall be submitted of how the gravel driveway surfacing shall be laid within 5 metres of the edge of the carriageway of the County Road to include how this material will be controlled from entering the Highway.
- 3 The parking and turning area shown on the submitted drawings shall be completed before the development is brought into use and thereafter shall be retained for no purpose other than parking and turning'.

Conclusion

When first considered by the Authority, this application was considered contrary to our adopted Local Development Plan 1, Policy 7 criterion d) with regard to the issue of accessibility to the Centres, and that the precedent of allowing this proposal would be detrimental to the sustainability of the National Park.

Local Development Plan 2 as recommended in the Inspector's Report is also a significant material consideration when determining planning applications. The need to consider the accessibility of this proposed holiday let to Centres is not included in Policy 7d) as recommended by the Inspector.

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A key objective in both Local Development Plan 1 and Local Development Plan 2 continues to be providing for affordable housing.

Conversion of buildings in the countryside to holiday let is permitted only where it can be shown that the building is not appropriate for market or affordable housing provision which will prioritise the delivery of affordable housing either on-site (Local Development Plan 1) or by financial contributions for off-site provision (Local Development Plan 1 and 2). In this case a financial contribution would be expected.

Recommendation

Request Delegated Powers to approve the application subject to the submission of a legal agreement within 3 months to tie the ownership of the two dwellings and to provide for an affordable housing contribution, and subject to the following conditions:

1. The development is hereby approved under Section 73A of the Town and Country Planning Act 1990 (as amended) which allows for retrospective consent.
2. The development shall be occupied as holiday accommodation only and shall not be occupied as a person's sole or main place of residence. An up to date register shall be kept at the holiday accommodation hereby permitted and be made available for inspection by the local planning authority upon request. The register shall contain details of the names of all of the occupiers of the accommodation, their main home addresses and their date of arrival and departure from the accommodation. **Reason:** In order to ensure that the accommodation is occupied solely for holiday letting purposes only and not for any other residential purpose. Policy: Local Development Plan – Policy 37 (Self Catering Development).
3. The access shall be left open unimpeded by gates or any other barrier and retained as such in perpetuity. **Reason:** In accord with Policy 53 of the Pembrokeshire Coast National Park Local Development Plan and in the interests of highway safety.
4. Within 3 months of the date of this decision, details shall be submitted to and approved in writing by the local planning authority of how the gravel driveway surfacing shall be laid within 5 metres of the edge of the carriageway of the County Road to include how this material will be controlled from entering the Highway. The scheme shall be implemented as approved and retained thereafter. **Reason:** In accord with Policy 53 of the Pembrokeshire Coast National Park Local Development Plan and in the interests of highway safety
5. The parking and turning area shown on the submitted drawings shall be completed within the 3 months following the approval hereby granted and thereafter shall be retained for no purpose other than parking and turning. **Reason:** In accord with Policy 53 of the Pembrokeshire Coast National

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Park Local Development Plan and in the interests of highway safety.

6. Within 3 months of the grant of planning permission, a scheme for appropriate Biodiversity Enhancement shall be submitted to and approved by the Planning Authority. Such scheme as is approved shall be implemented prior to the occupation of the use hereby approved.

Reason: To comply with the Wildlife & Countryside Act 1981 (as amended), the Conservation of Habitats and Species Regulations 2017 and the Environment (Wales) Act 2016 and Policy 11 of the Pembrokeshire Coast National Park Local Development Plan.

The attic void of the whole property is to be made available for Brown Longeared bats

Natural slate roof covering

Blue / black interlocking ridge tiles.
New conservation type rooflights set into roof.

Modified ridge tiles for Pipistrelle bat access, (15-20mm high, 20-50mm wide)

New water butts

Solar / PV panels

Bat mitigation measures to be added.

New external lights to be Tamite Hurricane (1x16W2D) ref HUR163, black, incuded eyelid hood. Lights positioned as shown 1m above ground levels. Lights to minimise light spill up onto soffits/eaves.

New water butts

New conservation type rooflights set into roof.

Blue / black interlocking ridge tiles.

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FRONT ELEVATION

Ridge height not to exceed existing ridge

New conservation type rooflight

Solar / PV panels

Galvanized profiled Zinc sheet roofing

Horizontal treated timber boarding

NEW GRANNY ANNEXE

NEW EXTENSION

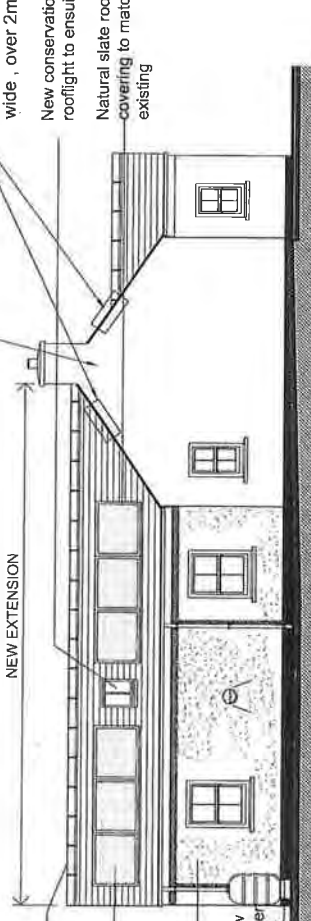
Access points for Brown Longeared bats (15-20mm high, 20-50mm wide, over 2m above ground level.

New conservation rooflight to ensuite

Natural slate roof covering to match existing

Note:
No lighting on this aspect.

NP 19 6 6 5



SIDE ELEVATION

Dimensions for bat roost area to be approx 2m high, 5m wide and 5m long (see roof plan for approx extent / shape) Note no trusses in this area , to allow for bat flight.

Void area also to have a number of roost crevices 15-20mm high , 20-50mm wide.

Ridge height to match existing wing

Solar / PV roof panels

Painted smooth sand/cmt render to match existing

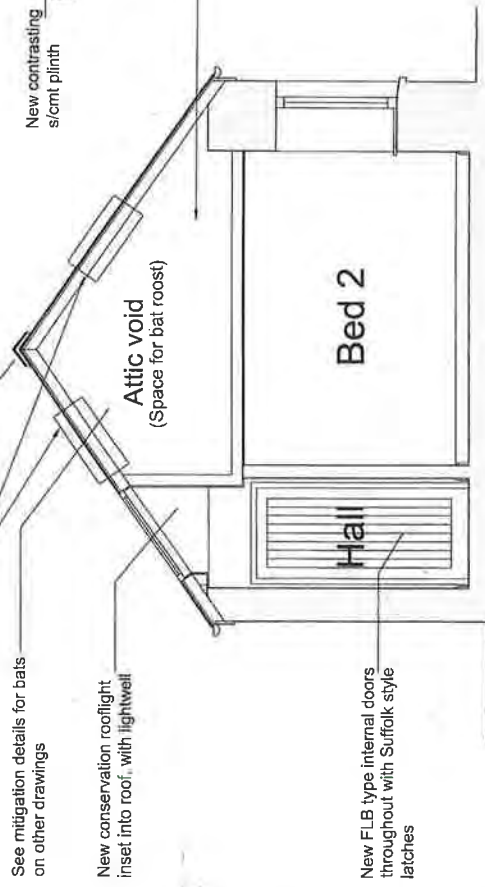
New water butt

New contrasting s/cmt plinth

Timber painted sash windows

New stable front door vertical boarded / diamond glazed vision panel

Low level landscaping



SECTION AA

See mitigation details for bats on other drawings

New conservation rooflight inset into roof, with lightwell

New FLB type internal doors throughout with Suffolk style latches

JAN 14 F	EXTERNAL LIGHTS AMENDED
SEP 13 E	BAT ECOLOGISTS REQUIREMENTS ADDED
AUG 13 D	EXTERNAL LIGHT OMITTED FROM SIDE ELEVATION TO BAT ECOLOGISTS REQUIREMENTS
AUG 13 C	BAT ECOLOGISTS REQUIREMENTS ADDED
JUN 13 B	CLIENT ADDITIONS & BAT MITIGATION ADDED
NOV 12 A	CLIENT ADDITIONS & BAT MITIGATION ADDED
DATE	REVISED
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PROPOSED ELEVATIONS / SECTION

PROPOSED EXTENSION / ALTERATIONS TO RED HOUSES, THE RHOS, PEMBROKE SHIRE

Client MR & MRS J. EVANS

Pembroke Design

Drawn	PNW
Date	OCT 2012
Checked by	006
Draw No	837
Scale	1:50 / 100 A3
Original Size	
Project	PROPOSED EXTENSION / ALTERATIONS TO RED HOUSES, THE RHOS, PEMBROKE SHIRE
Client	MR & MRS J. EVANS
Architect	Pembroke Design
Address	11, THE RHOS, PEMBROKE SHIRE, PEMBROKE, Pembrokeshire, SA20 8JG
Project No	837
Scale	1:50 / 100
Drawn	PNW
Date	OCT 2012
Checked by	006

Pembrokeshire Coastal Council
National Park Authority

31 DEC 2019

Paic Cenedlaethol
for Pwr Cymru

Proposed elevations/section

Modified ridge tiles for
Pipistrelle bat access,
(15-20mm high,
20-50mm wide)

New extended lead rolled
flat roof with central rooflight
New s/steel flue from new
log burner painted matt
black

New conservatory
rooflight set into roof

Gaps to be maintained
below 2rc. ridges of
main roof for bat access
blue / black interlocking
ridge tiles.

Outline of existing
extension shown dotted
Access points for Brown Longeared
bats (15-20mm high, 20-50mm
wide, over 2m above ground level.
Painted smooth
sand/bmt render
to match existing

Future greenhouse
dotted
New timber painted french
doors & side screens

New full height
glazed french
doors

S/steel flue from new log
burner in Living room
painted matt black

Natural slate roof
covering

New water
butt

New contrasting
s/cmt plinth

Black upvc
rainwater goods

Galvanized profiled
Zinc sheet roofing

Horizontal treated
timber boarding

NEW GRANNY ANNEXE

REAR ELEVATION

Ridge height not to
exceed existing ridge
of main cottage

NEW GRANNY ANNEXE

New timber Stable door
with cat flap

New external lights to be Tamilite Hurricane
(1x18W2D) ref HUR163, black, included
eyelid hood. Lights positioned as shown 1m
above ground levels. Lights to minimise light
spill up onto soffits/leaves.

New timber glazed door &
screen leading to Dining

NEW GRANNY ANNEXE

New extended lead rolled
flat roof with central rooflight
New s/steel flue from new
log burner painted matt
black

New conservatory
rooflight set into roof

Outline of existing
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painted matt black

Natural slate roof
covering

NEW GRANNY ANNEXE

SIDE ELEVATION

Galvanized profiled
Zinc sheet roofing

NEW GRANNY ANNEXE

New timber glazed door &
screen leading to Dining

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screen leading to Dining

NEW GRANNY ANNEXE

WP 19.6.65

JAN 14 E
SEP 13 D
AUG 13 C
JUN 13 B
NOV 12 A
DATE R

EXTERNAL LIGHTS AWIGNED
BAT ECOLOGISTS REQUIREMENTS ADDED
BAT ECOLOGISTS REQUIREMENTS ADDED
CLIENT ADDITIONS & BAT MITIGATION ADDED
CLIENT ADDITIONS & BAT MITIGATION ADDED
REVISIONS NOTES
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PROPOSED ELEVATIONS / SECTION

PROPOSED EXTENSION /
ALTERATIONS TO RED HOUSES,
THE RHOS, PEMBROKESHIRE

MR & MRS J. EVANS

PEMBROKE DESIGN

L I M I T E D

AWARDING BODY
National Planning Accreditation
11 DEC 2013
Awarded Part 1
Atford Park

Original Size
A3

Checked by
PNW

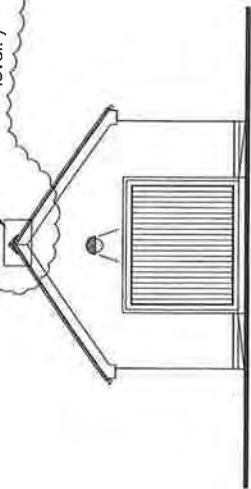
Date
OCT 2012

Drawn
PNW

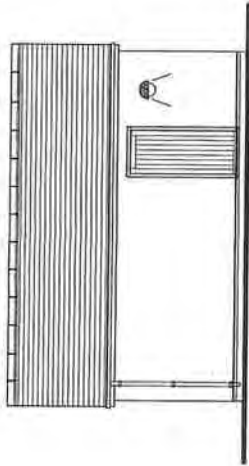
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REVISIONS TRACKING

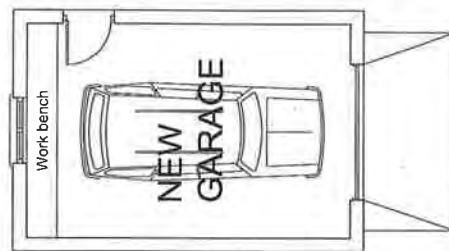
Locations of modified ridge tile access points for Pipistrelle bats. (15-20mm high, 20-50mm wide at approx 4m above ground level.)



FRONT ELEVATION

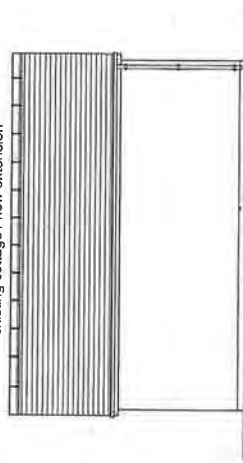


SIDE ELEVATION

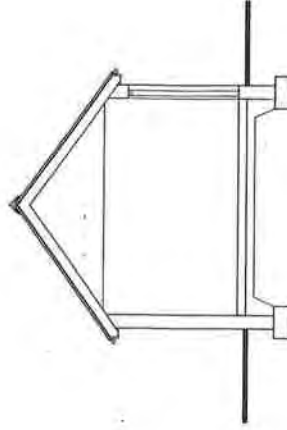


PLAN

Note - All finishes to match existing cottage / new extension

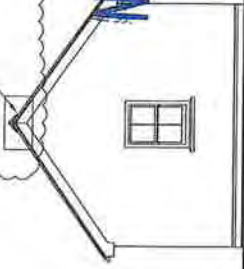


SIDE ELEVATION



SECTION

Locations of modified ridge tile access points for Pipistrelle bats. (15-20mm high, 20-50mm wide at approx 4m above ground level.)



REAR ELEVATION

NP 19 6 6 5

BAT ECOLOGISTS REQUIREMENTS ADDED
AUG 13 E
CLIENT ADDITIONS & BAT MITIGATION ADDED
JUN 13 B
CLIENT ADDITIONS ADDED
NOV 12 A
REVISIONS NOTES
DATE
R
© Pembroke Design Ltd 2012
Draw

PROPOSED SINGLE GARAGE DETAIL

Project
PROPOSED EXTENSION / ALTERATIONS TO RED HOUSES, THE RHOS, PEMBROKESHIRE
Client
MR & MRS J. EVANS



PEMBROKE DESIGN		L I M I T E D	
Designed	Scale	Original Size	Job No
GJS / PNW	1:100	A3	837
Drawn	Date	Checked by	Draw No
PNW	10CT 2012		008

Proposed Single garage