

Application Ref: NP/21/0174/FUL

Case Officer	Kate Attrill		
Applicant	Dr T Hardman		
Agent	Mr Steffan Baker, Evans Banks Planning Ltd		
Proposal	Demolition of existing farmhouse and construction of replacement farmhouse		
Site Location	Porthclais, St. Davids, Haverfordwest, Pembrokeshire, SA62 6RR		
Grid Ref	SM74402427		
Date Valid	22-Mar-2021	Target Date	21-Jul-2021

The application is being presented to Committee as the Officer recommendation differs to that of the City Council and at the request of Cllr Reg Owens.

Consultee Response

Dyfed Archaeological Trust: Conditional Consent
Natural Resources Wales: No objection
PCC - Drainage Engineers: Observations
PCC - Transportation & Environment: No objection
PCNPA Tree and Landscape Officer: Conditional Consent
PCNPA Buildings Conservation Officer: Recommend Refusal

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. In this case, both site notice and neighbour letters were sent.

A number of representations have been received with regard to issues of highways, access and residential amenity which are considered further in the report below.

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>

LDP2 Policy 01 - National Park Purposes and Duty

LDP2 Policy 07 - Countryside

LDP2 Policy 08 - Special Qualities

LDP2 Policy 09 - Light Pollution

LDP2 Policy 10 - Sites and Species of European Importance

LDP2 Policy 11 - Nationally Protected Sites and Species

LDP2 Policy 14 - Conservation of the Pembrokeshire Coast National Park

LDP2 Policy 29 - Sustainable Design

LDP2 Policy 30 - Amenity

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LDP2 Policy 46 - Housing
LDP2 Policy 59 - Sustainable Transport
LDP2 Policy 60 - Impacts of Traffic
PPW11
SPG05 - Sustainable Design
SPG06 - Landscape
SPG13 - Archaeology
TAN 05 - Nature Conservation and Planning
TAN 12 - Design
TAN 24 - The Historic Environment

Constraints

Special Area of Conservation - within 500m
Special Protection Area - within 500m
LDP Mineral Safeguard
Historic Landscape
Safeguarding Zone
Rights of Way Inland - within 50m
Hazardous Zones
ROW Coast Path - within 10m
Nat Trust Covenants
Recreation Character Areas
Affordable Housing Submarkets
Seascape Character Areas
Landscape Character Area

Officer's Appraisal

Site and Context

Porthclais Farm is located in open countryside about 1 km south west of St David's and comprises a traditional farmhouse with a range of old and modern outbuildings together with an established caravan/tent site in the surrounding fields. The dwelling has been unsympathetically extended over the years and is in need of modernisation and repair.

Planning Permission for alteration and extension of the dwelling was approved in 2007, again in 2012, minor amendments to the extant consent were applied for in 2015 (NP/15/0612/NMA) and a variation of condition was granted in 2016 to allow for a further 5 years to implement that permission.

A further application to again extend the commencement period was withdrawn in 2020 when a new protected species report was required. The 2016 permission lapsed in May 2021 and is no longer extant.

Relevant Planning History

PA/20/0059 – Pre-application submission proposing a replacement dwelling – proposals not supported by officers

NP/20/0239/S73 - Variation of Condition no.1 of NP/12/0026 to allow extra 2 years for renovation- Withdrawn due to lack of up to date ecological survey

NP/16/0102/S73 - Variation of Condition no. 1 of NP/12/0026 to allow extra 5 years - Approved 10/05/2016

NP/15/0612/NMA - Proposed minor amendment to NP/12/0026 to amend chapel style window in north elevation and to demolish and replace part of the existing dwelling comprising walls and roof - Approved

NP/12/026 - Renovation and extension to existing farmhouse - Approved

NP/07/364 - Extensions to dwelling - Approved

NP/99/065/CLE - Use of Land as caravan and camping site – Approved

Description of Proposal

The application proposes the demolition of the existing 6-bedroom house, which is a stone dwelling which has been concrete rendered under a slated roof, and its replacement with a 4 bedroom dwelling with stone cladding.

Whilst the application forms suggests the dwelling will be clad in re-constituted stone, the design and access statement indicates natural stone.

The orientation of the dwelling is also being changed from running west-south-west to north-east to now running north-south.

Key Issues

The application raises the following planning matters:

- Policy and Principle of Development
- Siting, Design and Impact upon the Special Qualities of the National Park
- Access and Parking
- Landscaping
- Biodiversity
- Other Material Considerations

Policy:

Policy 1 of the Pembrokeshire Coast National Park Local Development Plan (LDP) sets out the National Park's purposes and duty, in order to ensure that development within the Park is compatible with these.

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The site lies within the open countryside as defined by the Pembrokeshire Coast National Park adopted Local Development Plan (LDP) and Policy 7 is the relevant strategic policy which allows for release of land depending:

'on the character of the surroundings, and the pattern of development in the area'.

Planning Policy Wales, at paragraph 6.3.6 states:

In National Parks, planning authorities should give great weight to the statutory purposes of National Parks, which are to conserve and enhance their natural beauty, wildlife and cultural heritage, and to promote opportunities for public understanding and enjoyment of their special qualities.

Siting, Design and Impact upon the Special Qualities of the National Park

Policy 8 of the Pembrokeshire Coast National Park Local Development Plan 2 (LDP2) is a strategy policy which refers to the special qualities of the National Park and lists priorities to ensure that these qualities will be protected and enhanced.

Policy 14 of the LDP2 seeks the conservation of the Pembrokeshire Coast National Park with criteria (a) and (b) resisting development that would cause significant visual intrusion and/or, that would be introducing or intensifying a use which is incompatible with its location. Criteria (c) and (d) resists development that would fail to harmonise with or enhance the landform and landscape character of the National Park and/or fails to incorporate important traditional features.

Policy 29 of LDP2 requires all development proposals to be well designed in terms of place and local distinctiveness (criterion (a)).

Given the existing dwelling's setting in the Historic Landscape (LCA 18, St David's Head, a Registered Landscape of Outstanding Historical Interest in Wales), the Authority's Built Conservation Officer was consulted and made the following comments:

'As previously, I remain of the view that the demolition of the existing farmhouse is not justified. It is very much part of the 'grain' of the historic landscape, the overall form typical of the C19 farmhouses of the St Davids Peninsula. The litany of alterations and relatively minor defects noted by the applicants in the covering letter and Design and Access Statement is fairly typical also. There seems to be no real reason why the existing house cannot be sympathetically upgraded/extended.

The proposed replacement dwelling is more akin to a suburban executive house rather than the local vernacular. The large boxy proportions and stone cladding pay no regard to the prevalent local style, the overall design and detail comprising neither good modern sustainable design or careful facsimile.

This proposal does not accord with Policy 1, 8(d), 14 (a,c,d,) and 29 (a).'

The officers have taken into account the Conservation Officer comments, and also the justification given for the demolition in the structural report, which is an economic justification and that element is considered further in the report below.

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The proposal neither conserves nor enhances the special qualities of the landscape of the National Park and thus cannot be supported.

Access and Parking:

The Highways Authority have been consulted in respect to any potential impact on traffic or highway safety. Their consultation response is copied below.

'The proposal is to demolish the existing 6-bed dwelling and replace with a 4-bed farmhouse. The property is located at the northern side of the property boundary, with the reposition of the new dwelling this will create a new parking and turning area for the property of 3 parking vehicles.

The property is accessed by a long private access, which is also used to access the farm and their caravan/camping business. The property has good visibility on to the highway. No changes to access planned. I have no objections on highways grounds to the plans as submitted'.

The proposed development is therefore considered to comply with Policies 59 & 60 of the Pembrokeshire Coast National Park Local Development Plan.

Landscaping:

The Authority's Tree and Landscape Officer has been consulted with regards to the proposals, and a condition requiring the submission of a landscaping scheme has been requested if the application were to be approved. Those further details required to be submitted for approval are: clarification of planting / landscaping proposals, a scale plan on proposed site layout showing precise site specific locations, schedules of plants (trees and hedges), plant species, plant supply sizes, proposed numbers of each proposed species, hedge planting density and method (e.g. double staggered), implementation programme / timescale / phasing of planting, management and replacement of failures details.

Biodiversity:

To comply with Planning Policy Wales (2021) and the Environment (Wales) Act 2016 planning authorities are expected to ensure every development positively contributes to biodiversity.

A protected species survey was submitted which demonstrated that there were no protected species using the site. Natural Resources Wales had no objection to the scheme as submitted.

The submitted ecological report suggested at 4.2, that bat boxes and a sparrow terrace be installed on the replacement dwelling, but these were not shown on the elevations supplied.

In order to enhance biodiversity, if the application was being recommended for approval, a condition would be required for a biodiversity scheme to be submitted within three months of the approval date.

Archaeology:

Dyfed Archaeology's consultation response reads:

'On behalf of your Authority we have checked this consultation against the Regional Historic Environment Record, a database that currently holds over 60,000 core and event records of archaeological and historic significance. The portion of these records relating to the Pembrokeshire Coast National Park has been adopted by resolution of your Authority for the purposes of the Town and Country Planning (General Permitted Development) Order 1995.

This search has revealed that the building in question is recorded as being present on the 1840 Parish tithe map for St. Davids. In addition the site is recorded as being that of the medieval settlement of Porthclais (PRN 12897).

In view of the above, it is therefore possible that buried archaeological features could extend into the application area where any ground works for the proposed development could reveal and destroy buried archaeological remains'.

A condition was suggested to be attached to any permission granted requiring a written scheme of investigation.

Other Material Considerations

A structural condition survey was submitted with the application, in justification of its demolition and replacement. This has identified that the concrete render (a later addition to the property) needs replacing or removing, and that this is of 'no structural significance'. The report also suggests that the roof may require replacing, but that damp has been caused by poor flashings around the chimney stacks which has allowed water ingress.

The planning statement details that the cost of refurbishment would also be subject to VAT, which would not be applicable to a re-build.

Whilst there is no LDP policy to require an assessment of embodied carbon, or the sustainability of the proposals, the replacement of a traditional vernacular building on a purely economic argument cannot be seen as sustainable development without significant justification.

There is likely a significant volume of natural stone underneath the concrete render, which could potentially be re-used in the new dwelling, but this has not been suggested within the application as an option.

Looking at the historic development of the property, it is clear that the original dwelling has been extended, but at the same height of the original, whereas good design practice now would seek to delineate the original from a modern addition by dropping the ridge height, or putting the new addition at a 90 degree angle to the original, so that the historic development is clear.

The principle in this case, of replacing an un-sympathetically extended dwelling with another of similar proportions is the key issue, and should the justification for its

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removal be supported, there would likely be a more appropriate design solution to its replacement.

As the proposal neither conserves nor enhances the special qualities of the landscape of the National Park, the development proposed cannot be supported.

Conclusion

Whilst the dwelling has been significantly over-extended in an unsympathetic manner in the past, there is an opportunity to replace the dwelling either with something of good quality contemporary design, or with a design which echoes the character of a traditional Pembrokeshire farmhouse. The design proposed here is not considered to either enhance or conserve the special qualities of the National Park and cannot therefore be supported as it is contrary to Policies 1, 8, 14 & 29. The justification for removal does not outweigh the policy conflict given the availability of more appropriate design solutions.

Recommendation

REFUSE, for the following reason(s):

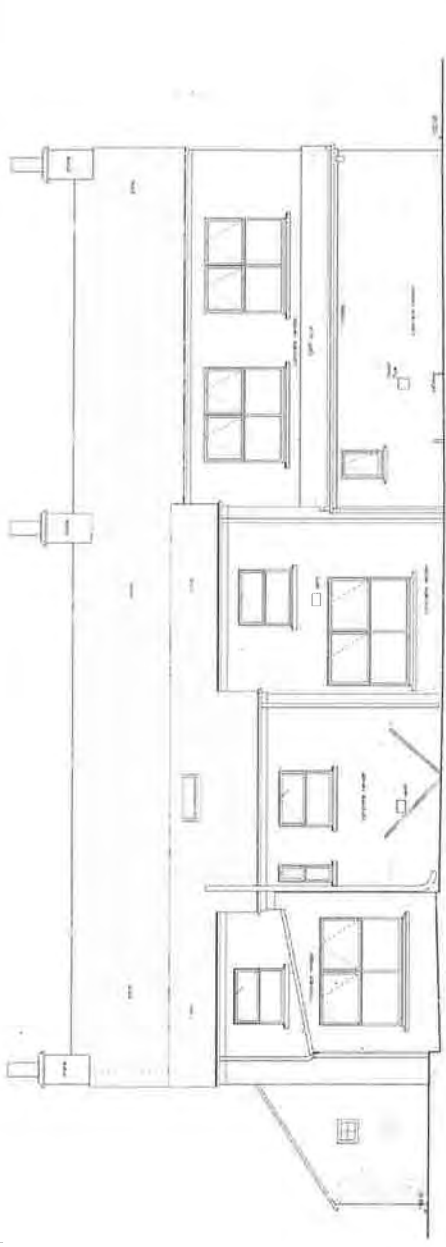
1. The proposed design, proportions and stone cladding are considered to have a harmful impact on the special qualities of the National park as they pay little regard to the traditional vernacular style, the overall design and detail comprising neither good modern sustainable design or careful facsimile and the proposal is therefore considered contrary to Policies 1, 8(d), 14 (a,c,d,) and 29 (a) of the Pembrokeshire Coast National Park Local Development Plan, the principles of TAN12 and Planning Policy Wales (Edition 11, February 2021).



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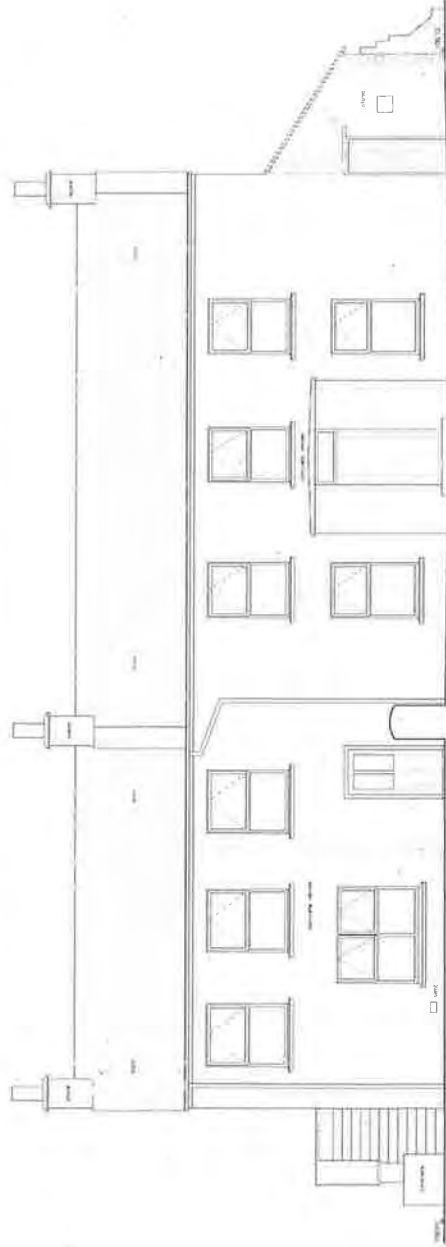
EAST ELEVATION



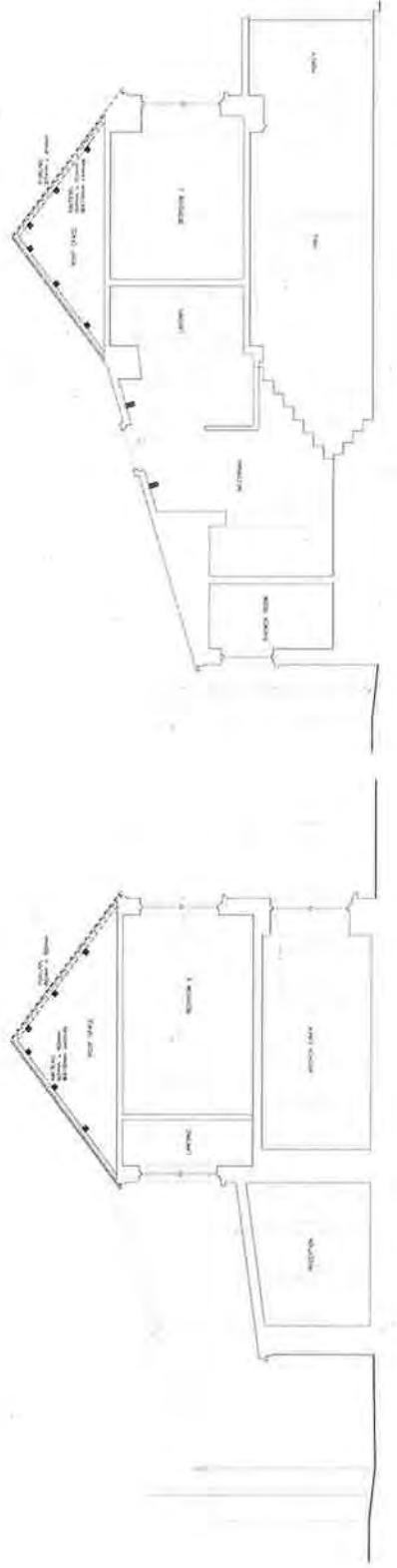
NORTH ELEVATION



WEST ELEVATION



SOUTH ELEVATION



SECTION A - A

SECTION B - B

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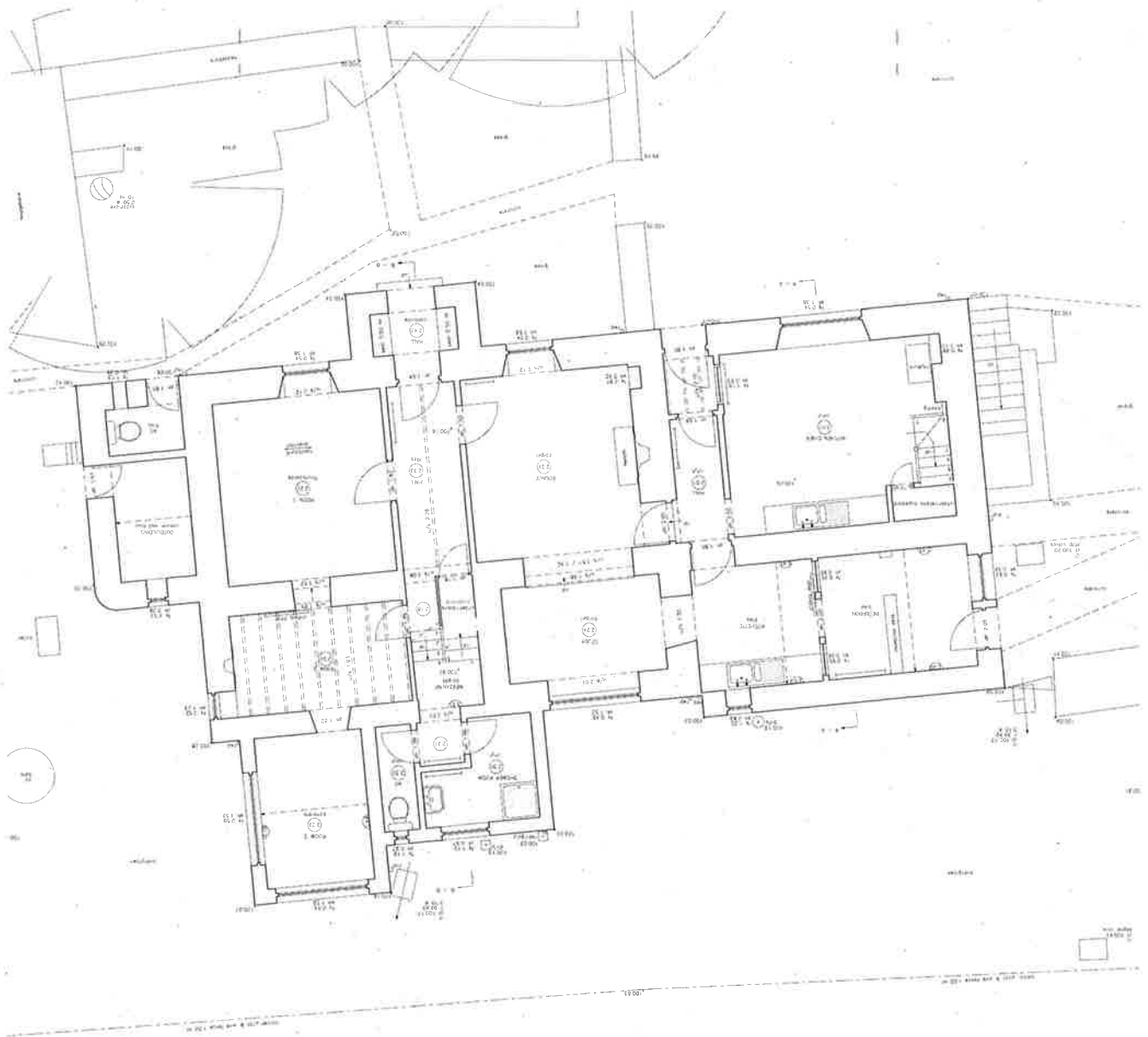
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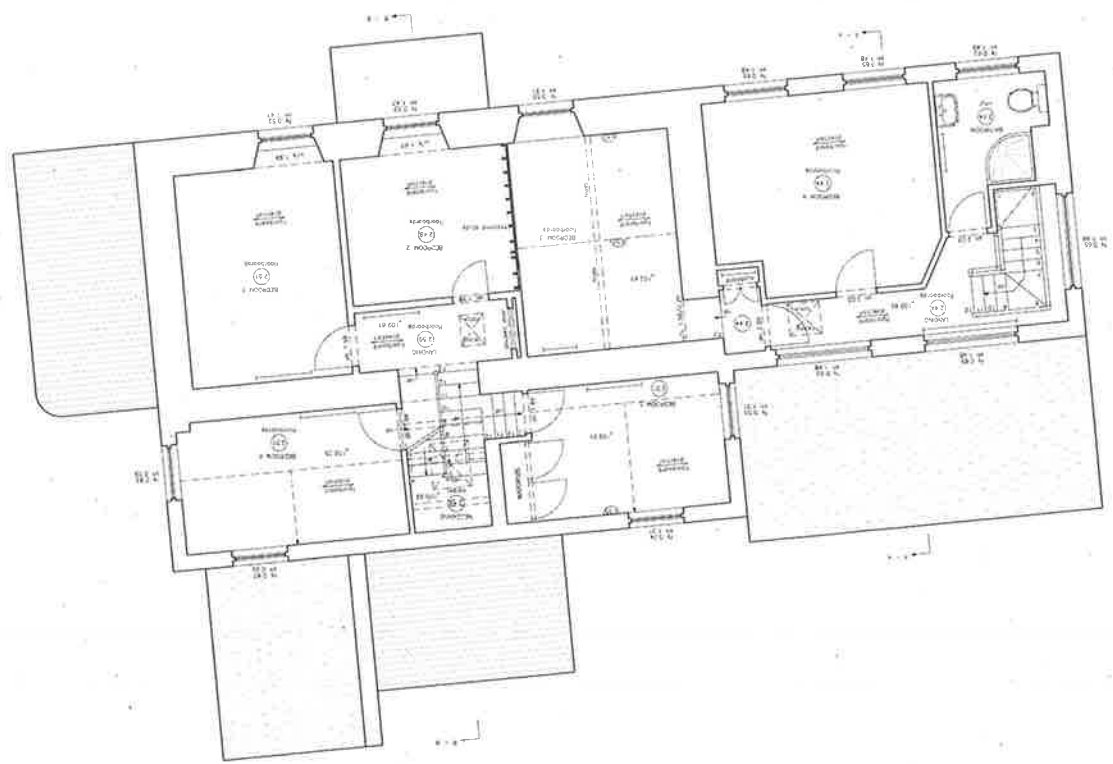
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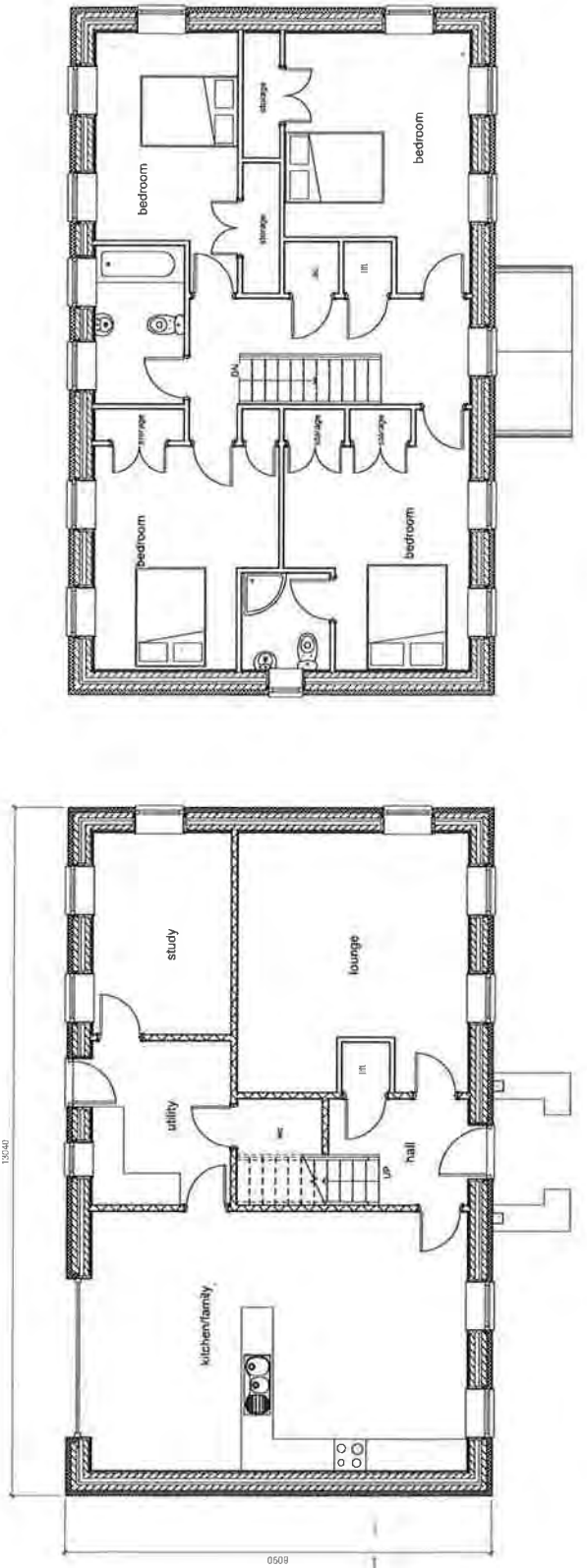
1306 AIP
 May 2019
 Std. Detail
 Floor Plans
 Stairs, Drains, etc.
 Rooms and Part
 Furniture
 Proposed Development
 M. T. T. T.
 Penobscot
 50 East
 Portland Farm Campus
 D. T. Hardman

GROUND FLOOR PLAN



FIRST FLOOR PLAN





2 first floor
1:50

1 ground floor
1:50

Rev	Description	Date

CODE	SUITABILITY DESCRIPTION

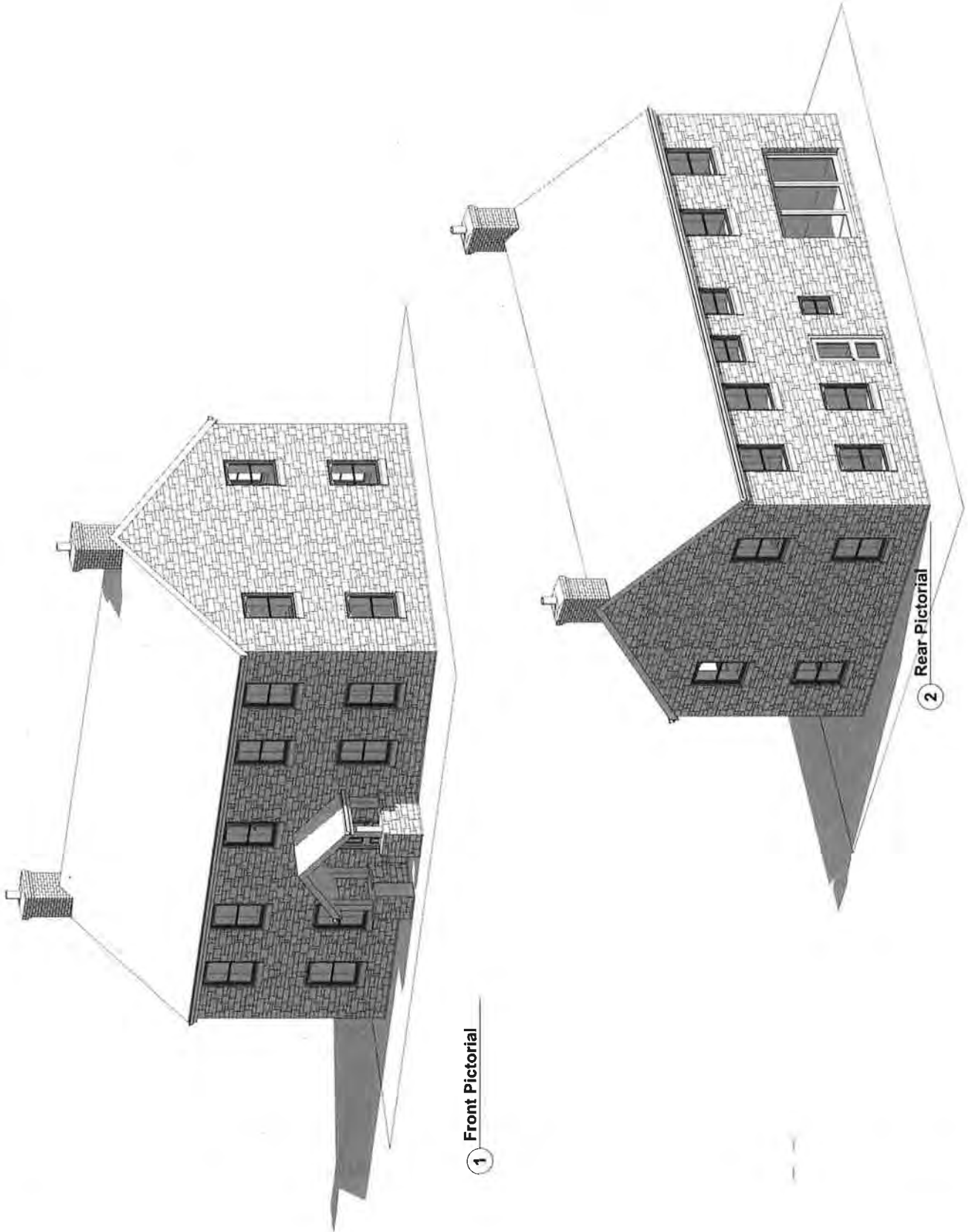
STATUS	PURPOSE OF ISSUE

PROJECT

Porthclais Farm

Floor plans

DESIGNED BY	Checked By	DWG NO
Author	Checker	14/05/2020
SCALE (@ A1)	PROJECT NUMBER	
1:50	4236	
DRAWING NUMBER	REV	
A104		



1 Front Pictorial

2 Rear Pictorial

Rev	Description	Date

CODE	SUITABILITY DESCRIPTION
STATUS	PURPOSE OF ISSUE

PROJECT		
Porthclais Farm		
Pictorial		
DRAWN BY	CHECKED BY	DATE
Author	Checker	14/05/2020
SCALE (8 A1)	PROJECT NUMBER	REV
	4236	
DRAWING NUMBER		
A106		