

**Application Ref: NP/22/0165/FUL**

<b>Case Officer</b>	Kate Attrill		
<b>Applicant</b>	Mr A Hebard		
<b>Agent</b>	Mr T Kinver, Kinver Kreations Ltd		
<b>Proposal</b>	Replacement dwelling		
<b>Site Location</b>	Pencastell, St. Dogmaels, Cardigan, Pembrokeshire, SA43 3LZ		
<b>Grid Ref</b>	SN11094598		
<b>Date Valid</b>	14-Mar-2022	<b>Target Date</b>	23-Jun-2022

This application is being brought to Committee due to the objection from the Community Council.

Members visited the site on the 21<sup>st</sup> June 2021 in respect of a previous application

**Consultee Response**

**Nevern Community Council:** Objecting  
**Dwr Cymru Welsh Water:** No Objection  
**CADW - Protection & Policy:** No objection  
**Natural Resources Wales:** Conditional Consent  
**PCC - Drainage Engineers:** Conditional Consent  
**PCC - Transportation & Environment:** Conditional Consent  
**Dyfed Archaeological Trust:** Conditional Consent  
**PCNPA Planning Ecologist:** Conditional Consent  
**PCNPA Access Manager:** Conditional Consent  
**PCNPA Planning Ecologist:** No Objection subject to conditions

**Public Response**

A site notice and neighbour notification letters were posted in accordance with requirements of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012.

Approximately 12 responses of objection have been received from third parties at the time of writing this report.

Objections received include:

- \* The dwelling has been in existence for over 160 years and is part of the building/architectural heritage of the area.
- \* The profile of the replacement dwelling (the middle part) is higher than the existing dwelling, and therefore stands out when looking to the headland.
- \* In discussing the poor condition of aspects of the existing building the seeker and his agent seek to justify the construction of a new dwelling. Purposeful and consistent maintenance and the weaknesses identified would solve the problem (and reduce cost).

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\* We still would like to add that what is there is a solid and substantial building with much history. Also that farms and businesses will be hugely disturbed by rubble going out and building materials going in.

\* the arguments that this project would provide a more energy efficient environmentally friendly dwelling are completely ignoring the amount of energy that would be used to demolish and rebuild what is an essentially a sound building which could be made acceptably energy efficient.

\* At the northern end of the development, there is a geological fault line, which I found out about from a local geologist when he came to give a lecture in Moylegrove, where slippage has occurred in the past. Would this be disturbed by the building work i.e. the new garage?

\* Pencastell *is the cultural heritage* which the National Park's stated aim is to *conserve and enhance*.

### **Policies considered**

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

[Local Development Plan 2 - Pembrokeshire Coast National Park](#)

LDP2 Policy 01 - National Park Purposes and Duty

LDP2 Policy 07 - Countryside

LDP2 Policy 08 - Special Qualities

LDP2 Policy 09 - Light Pollution

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

LDP2 Policy 32 - Surface Water Drainage

LDP2 Policy 46 - Housing

LDP2 Policy 59 - Sustainable Transport

LDP2 Policy 60 - Impacts of Traffic

PPW11

SPG02 - Coal Works - Instability

SPG08 - Seascape Character

SPG16 - Sustainable Design & Development

TAN 05 - Nature Conservation and Planning

TAN 12 - Design

TAN 23 - Economic Development

TAN 24 - The Historic Environment

## **Constraints**

Special Area of Conservation - within 500m  
Site of Special Scientific Interest - within 50m  
Heritage Coast - within 100m  
Rights of Way Inland - within 50m  
Ancient Monument - within 500m  
ROW Coast Path - within 10m  
Recreation Character Areas  
Affordable Housing Submarkets  
Seascape Character Areas  
Within Site of Special Scientific Interest consult NRW / Planning Ecologist\_20m  
Landscape Character Area  
Special Area of Conservation - within 50m

## **Officer's Appraisal**

### **Site and Context**

The site of Pencastell lies above Ceibwr Beach on the cliffs to the northwest of Moylegrove. The site is in an exceedingly prominent and sensitive location of the National Park. The top of the gable end of the existing dwelling is just visible from the beach at Ceibwr whilst the principal views of the site will be from the adjoining Coastal Path which runs along the eastern side of the dwelling. The adjoining land is also designated as Heritage Coast.

Historically, the property is believed to have been four agricultural workers dwellings which were converted to a single dwelling early last century, but which has also been extended and modernized in more recent years. The current property has three bedrooms, a large wrap around conservatory and a double attached garage.

### **Relevant Planning History**

NP/99/0272 Extension to form conservatory – Approved

NP/21/0110/FUL Replacement Dwelling – Refused at Committee

### **Description of Proposal**

The current proposal presents a replacement dwelling and detached sunken garage which largely follows the footprint of the existing dwelling. The subterranean garage is located at the norther end of the curtilage of the dwelling.

The replacement dwelling comprises 4 bedrooms, a living room, garden room, dining room and study with a plant room on the ground floor and a mezzanine level at the southern end of the dwelling.

The building can be seen as a set of 5 different blocks with differing materials and roof finishes to echo a more traditionally evolved building. The roof materials from northern to southern end are:

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Lime grouted, natural Welsh slate, a lead roof with roll mop joints, zinc fascia with standing seam and a section of flat sedum/living roof on the eastern elevation. The wall treatments are: lime pointed masonry, lime render, and zinc standing seam cladding.

A protected species survey, structural survey and geological survey have been submitted in support of the application.

### 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
  - Biodiversity
  - Land Stability
  - Land Drainage
- Other Material Considerations
  - Historic Environment
  - Sustainability

### *Policy:*

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'.

### *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)).

Parts of the Pembrokeshire Coast National Park are still relatively undeveloped with minimal impact of lighting on the night sky. Policy 9 seeks to conserve that character and limit the impact of lighting which could negatively impact on the special qualities of the National Park.

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The design submitted for consideration has reduced the overall height from the previously refused application and has taken a different design approach. The house has been designed as if it were a traditional dwelling in terms of its scale and form at the northern end, with a more contemporary addition to the southern end as though this had been a natural evolution.

Some of the letters of objection have criticised the mix of styles and materials and suggested there is a lack of cohesion to the proposals. However, the use of traditional and modern materials is not considered by officers to cause harm to the special qualities of the landscape and the development proposal complies with Policies 8, 14 and 29.

A drawing of the levels of the site has been provided by the agent for the applicant and this demonstrates that the dwelling will sit comfortably within the landscape in terms of the skyline. From Ceibwr beach, there is a glimpsed view of the chimney of the current dwelling, and looking at the southern elevation and the site sections provided, it is likely that this view will remain unchanged.

### *Access and Parking:*

The Highways Authority have been consulted in respect to any potential impact on traffic or highway safety and their comments are copied below.

*This dwelling is about 380 metres further west than the termination point of the Unclassified Lane, which in turn is about 580 metres further west than Tre-Rhys farm. This means that traffic probably approaches from Croft on the TRA487, and that there will be greater links with St Dogmaels and Cardigan. It is not clear if any means of vehicle access still exist from Ceibwr Bay and Moylegrove, by going over a ford and along the Coast Path route. The dwelling will increase in size. The parking/turning area at the end of the driveway will also be improved in size.*

Subject to the imposition of a condition requiring parking and turning to be provided prior to occupation the application is considered to comply with Policies 59 & 60 of the Local Development Plan.

As a registered public right of way, Bridleway PP87/45 abuts the proposed development, the Rights of Way Officer for the Authority has been consulted.

His comments read as follows:

*The proposed alterations to the building do not affect the public right of way. However, the proposed construction of a flight of steps (to replace existing patio and steps) would affect the bridleway. In practice the bridleway is managed along a parallel alternative route in the ownership of the applicant, which provides a much-improved walking and riding experience for the public, however, the registered line of the right of way remains as shown on the plan below.*

*The corridor of the existing registered route should therefore remain unobstructed until such time as the appropriate Public Path Diversion Order has been made to formalise the arrangement on the ground.*

*No objections subject to the following informatives if the National Park Authority grants planning permission.*

*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.

The submitted Ecological report has demonstrated that the dwelling is an occasional roost for individual brown long eared bats. On the basis of the information submitted it is considered that a NRW development licence (granted separately to Planning) will be required to carry out the works.

The PCNPA Ecologist has been consulted with the proposals and with the submitted ecological report and has no objection subject to a number of conditions and informatives, which are listed below with the other recommend conditions.

*Drainage:*

The Drainage Engineers at Pembrokeshire County Council have been consulted with the development proposals and have raised no objection. They have confirmed that SAB consent will be required for this development.

*Other Material Considerations:*

Dyfed Archaeological Trust have commented that that the site in question lies immediately adjacent to the nationally important Iron Age Promontory fort of Pen Castell (PRN 1043; PE 212). Due to the proximity of these proposals to the historic asset, it is possible that this development may have an impact upon the setting of the statutorily protected monument. 'We note the submitted desk-based assessment in support of this application and can confirm that it meets current requirements. Having now reviewed this document we are in agreement that potential exists for surviving buried archaeological deposits and that further archaeological mitigation is therefore appropriate. 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. Consequently, and, in order to protect potential archaeological interests, we recommend that should consent be given, a WSI condition should be attached to the above application'. Should the application be recommended for approval, a condition to ensure a written scheme of investigation for archaeology would need to be imposed.

CADW have confirmed that they have no objection to the scheme and believe it will not have an impact on the setting of the Scheduled Ancient Monument.

*Sustainability:*

A number of the letters of representation draw attention to the overall sustainability and carbon impact of demolition and replacement rather than refurbishment.

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There is however, currently no requirement under either National or Local Planning Policies for an applicant to assess the full carbon impact of the development proposal.

The construction and maintenance of buildings and other structures is responsible for around half of UK carbon dioxide emissions. Around 10% of UK emissions are associated with the manufacture and transport of construction materials, and the construction process (BRE, Sustainable refurbishment – how to better understand, measure and reduce the embodied impacts).

While refurbishment often appears to be a more sustainable solution than demolition and rebuild, especially in terms of resource efficiency, it is recognised that it is not always the more sustainable and economic option. A refurbishment project can sometimes be more complicated, and so more expensive. This is the summary of the report submitted with this application.

### Conclusion

The proposed scheme is considered to be acceptable in terms of scale, form, materials, and design.

The development will not cause an unacceptable or detrimental impact to the special qualities of the National Park.

As such, the proposal complies with policies 1, 4, 8, 11, 14, 29, 59 & 60 of the adopted Local Development Plan 2 2020 and can be supported.

### Recommendation

Delegate to the Director of Planning and Park Direction to approve with the following conditions:

1. The development shall begin not later than five years from the date of this decision.  
Reason: Required to be imposed pursuant to Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

2. The development shall be carried out in accordance with the following approved plans and documents: GA01 Location Plan  
GA02 Location Plan & Existing Floor Plans  
GA03 Existing Elevations  
GA04 Proposed Concept/Site Plan  
GA05 Proposed Concept / Floor Plans  
GA06 Proposed Concept / Elevations

**Reason:** In order to be clear on the approved scheme of development in the interests of protecting visual amenity and the special qualities of the National Park. Policy: Local Development Plan 2 – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 14 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).

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3. The proposed development would abut a public right of way, bridleway PP87/45. The public right of way must not be obstructed unless it is stopped up or diverted.  
There must be no diminution to the width of the public right of way unless it is stopped up or diverted.  
No building materials should be stored on the public right of way unless it is stopped up or diverted.  
No damage is to be caused to the surface of the public right of way unless it is first stopped up or diverted.  
No barriers are to be placed over the public right of way, either of a temporary or permanent nature unless it is stopped up or diverted.  
Access to the proposed development is also via this public right of way; any surface improvements to the bridleway would require prior consultation with the National Park Authority to determine if they require planning permission.  
**Reason:** In order to maintain public access and in accordance with Policy 1 of the Pembrokeshire Coast National Park Local Development Plan.
4. The works must be carried out in accordance with the proposed mitigation as detailed in Section 8 of the bat report by Kite ecology and this mitigation should be retained as such thereafter.  
**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
5. Works must be undertaken in accordance with the sensitive clearance methodology described in Section 7.4 of the submitted ecology report by Kite ecology.  
**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
6. Prior to the erection of any external lighting on the approved site a light mitigation strategy, including measures to reduce light spillage onto foraging habitats for bats shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved mitigation strategy.  
**Reason:** To ensure that animal and plant species and habitats listed under the Conservation of Habitats and Species Regulations 2010 are adequately protected, and to protect and enhance the character and appearance of the site and its setting within the Pembrokeshire Coast National Park. Policy: Local Development Plan 2 – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 12 (Local Areas of Nature Conservation or Sites of Geological Interest) and 14 (Conservation of the Pembrokeshire Coast National Park).
7. No development shall take place until a qualified and competent archaeologist has carried out archaeological investigations in accordance



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with a written scheme of investigation (WSI), details of which shall be submitted for approval in writing by the local planning authority. The WSI will describe the various stages of the work and the applicant shall demonstrate that the investigations have been fully resourced and given adequate time. On behalf of the local planning authority, their archaeological advisors (DAT DM) will monitor all aspects of this work through to the final discharging of the condition. This work will not be deemed complete until all aspects of the WSI have been addressed and the final report submitted and approved.

**Reason:** to protect historic environment interests whilst enabling development and in accordance with the The Historic Environment (Wales) Act 2016.

8. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (as amended for Wales) (or any order revoking and reenacting that Order with or without modification), no fences, gates or walls shall be erected on the boundaries or within the curtilage of the dwelling house other than standard agricultural post and rail fencing which should not exceed 1 metre in height.

**Reason:** To protect the character and appearance of the building and its setting and the amenity and appearance of the Pembrokeshire Coast National Park. Policy: Local Development Plan 2 – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities) and 14 (Conservation of the Pembrokeshire Coast National Park).

9. The subterranean garage(s) to be provided shall be kept available for the parking of motor vehicles at all times, and shall not be converted to any form of residential accommodation.

**Reason:** In accordance with the provided plans.

10. No development shall commence until details of existing ground levels and proposed finished ground and floor levels have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

**Reason:** In order to be clear on the levels of the development approved to provide for a proper standard of development and appearance in the interests of conserving the amenities and special qualities of the area. Policy: Local Development Plan 2 – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 14 (Conservation of the Pembrokeshire Coast National Park), 29 (Sustainable Design) and 30 (Amenity).

11. The external surfaces of the building(s) shall be constructed of the materials specified on plan GA05 (Proposed Concept/Elevations).

**Reason:** To ensure a proper standard of development and appearance in the interests of conserving the amenities and architectural character of the area. Policy: Local Development Plan 2 – Policies 1 (National Park Purposes and Duty), 14 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).

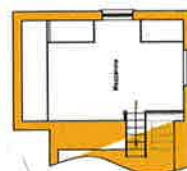
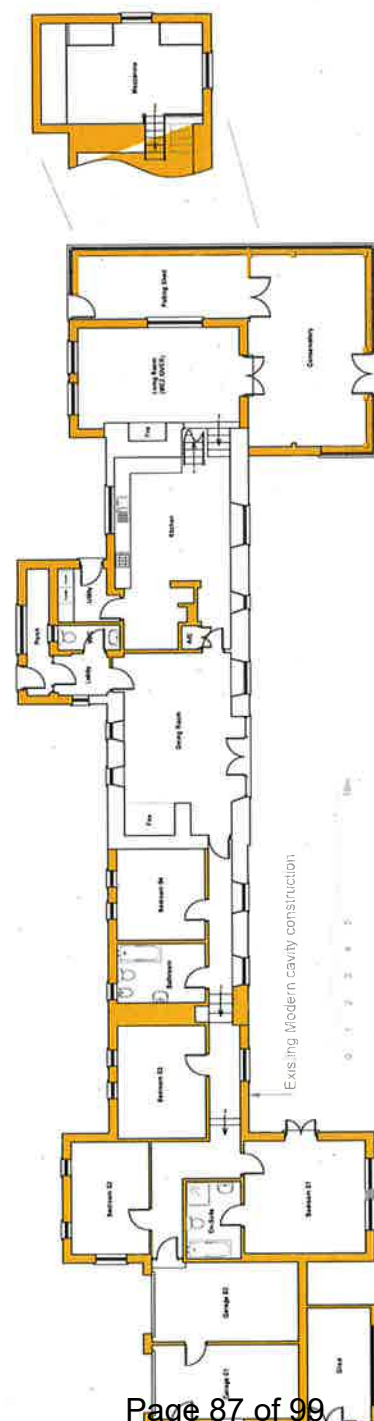
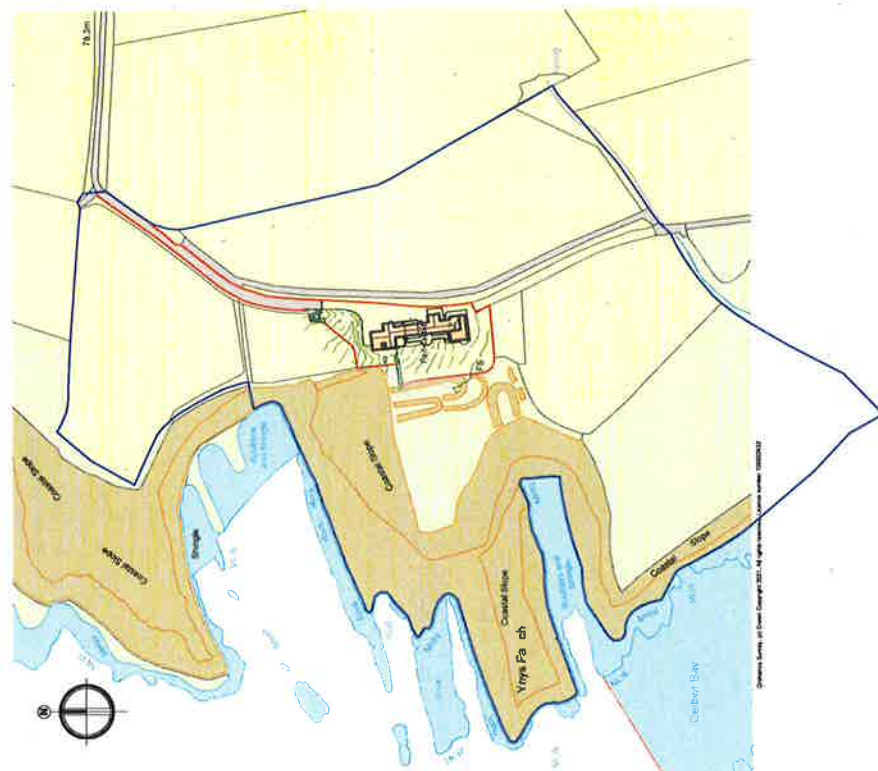
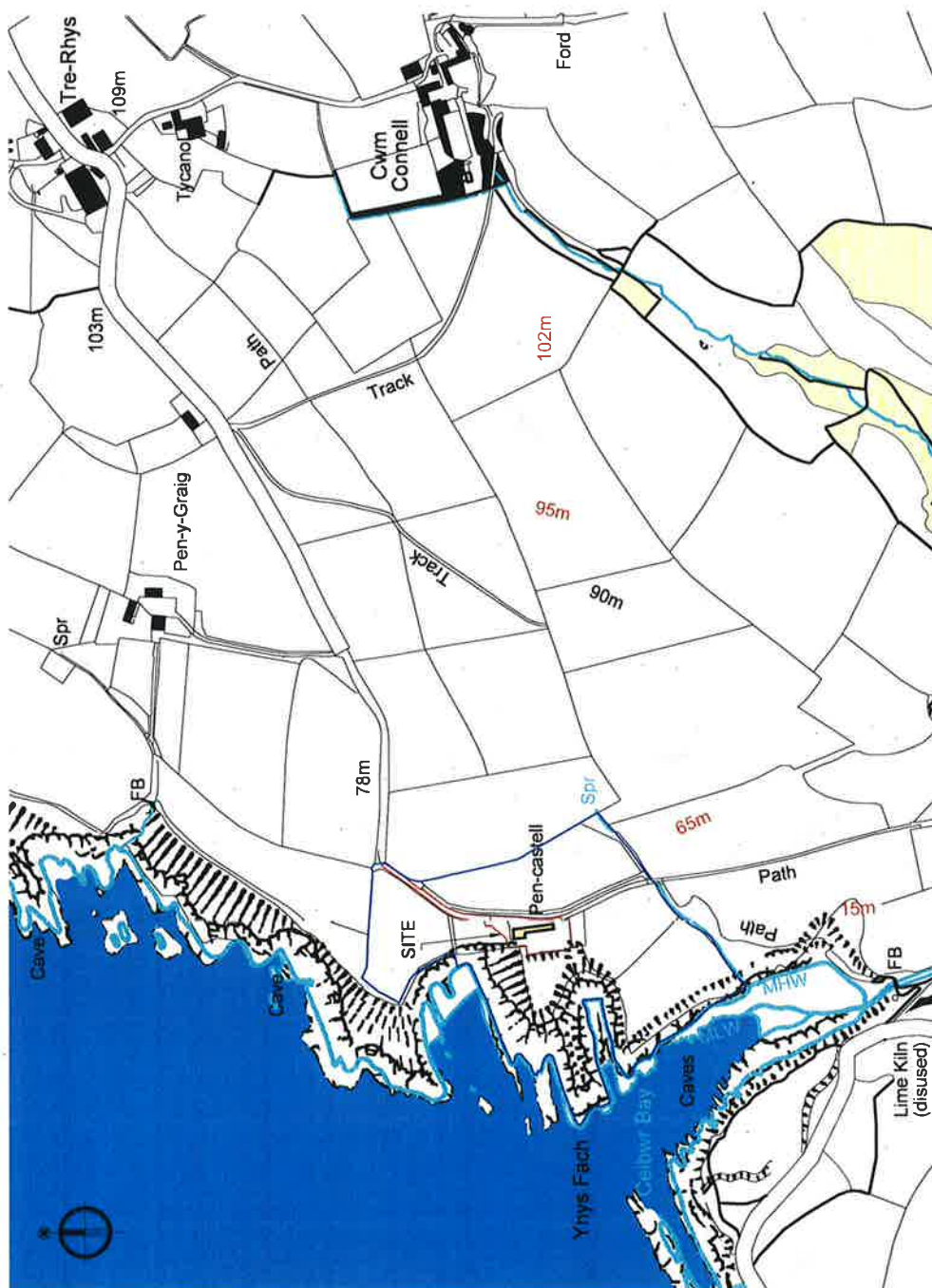
## Item 5 - Report on Planning Applications

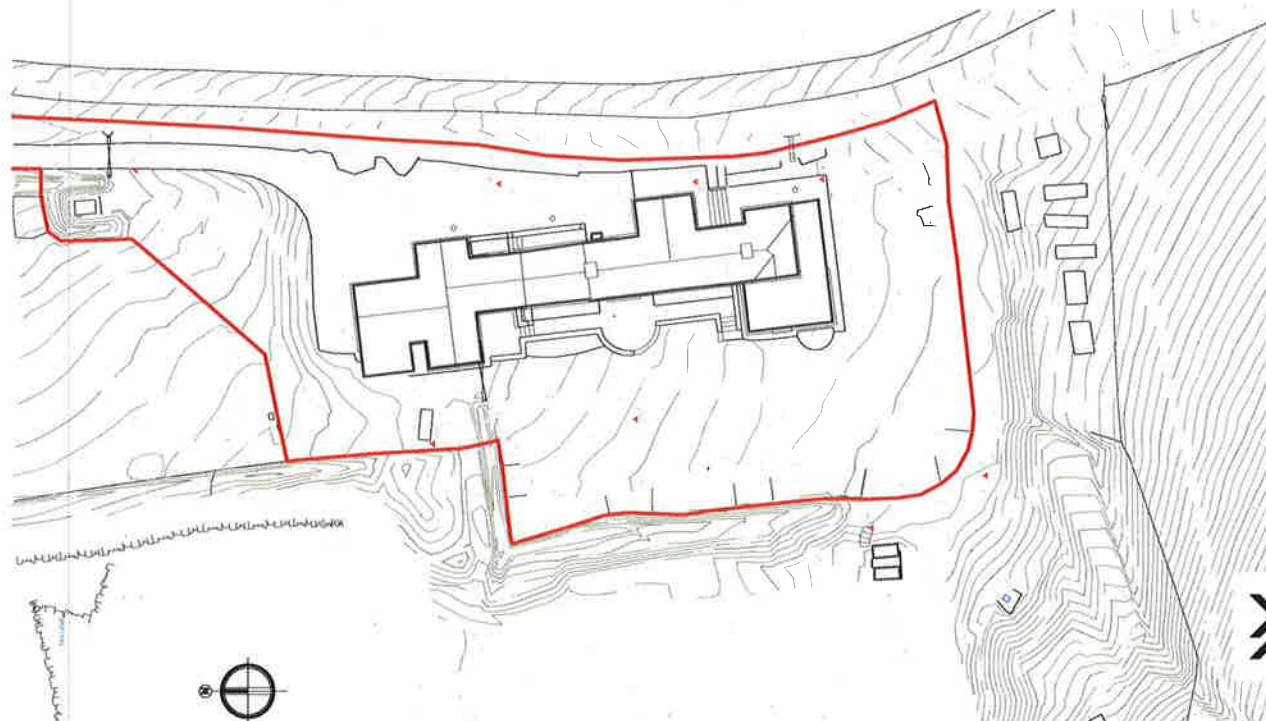
12. Notwithstanding the provisions of Article 3 of The Town and Country Planning (General Permitted Development) Order 1995, (relating to extensions to, and changes to the external appearance of, the dwelling and to development or the siting of a caravan within the curtilage of the dwellinghouse), no development pursuant to Parts I, 2 and 5 of Schedule 2 to that Order (or any Order revoking or re-enacting that Order) shall be carried out without specific planning permission being obtained.

**Reason:** To preserve the character of the area. Local Development Plan - Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 15 (Conservation of the Pembrokeshire Coast National Park) and 30 (Amenity).

13. A sample panel of suitably pointed stonework (in respect of the finishes on the west facing elevation) shall be prepared on site for inspection and approval, in writing, by the National Park Authority. The works shall thereafter be carried out and retained in accordance with the approved details.

**Reason:** To ensure a proper standard of development and appearance in the interests of conserving the amenities and architectural character of the area. Local Development Plan, Policies 1 - National Park Purposes and Duty, 8 - Special Qualities, 15 - Conservation of the Pembrokeshire Coast National Park, 29 - Sustainable Design and 30 - Amenity.

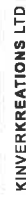








Proposed Block Plan (Scale - 1:200)



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scale: As shown

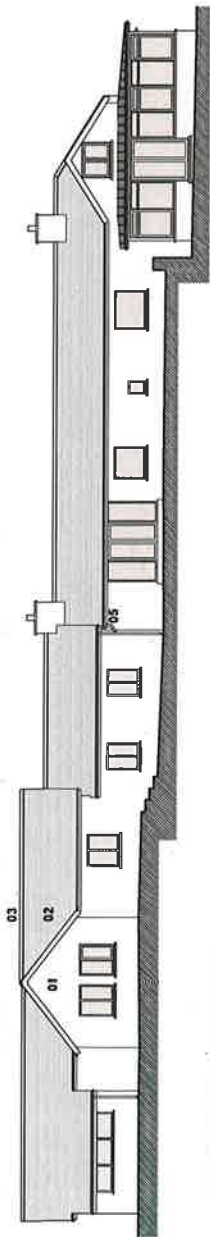
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	TM	10.10.2012

**PLANNING**

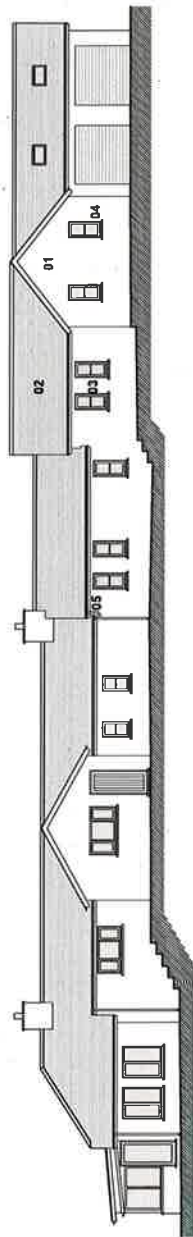
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PROPOSED CONCEPT | SITE PLAN

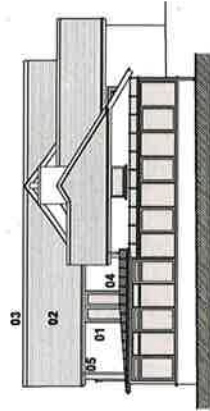




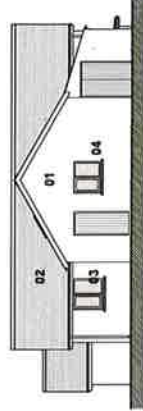
Existing East facing elevation (Scale - 1:100)



Existing West facing elevation (Scale - 1:100)



Existing North facing elevation (Scale - 1:100)



Existing South facing elevation (Scale - 1:100)

EXISTING FINISHES  
 01 - External Walls  
 02 - External Walls  
 03 - External Walls  
 04 - External Walls  
 05 - External Walls



Aerial View NW



Aerial View NE



Aerial View E



Aerial View S



Photograph View NW



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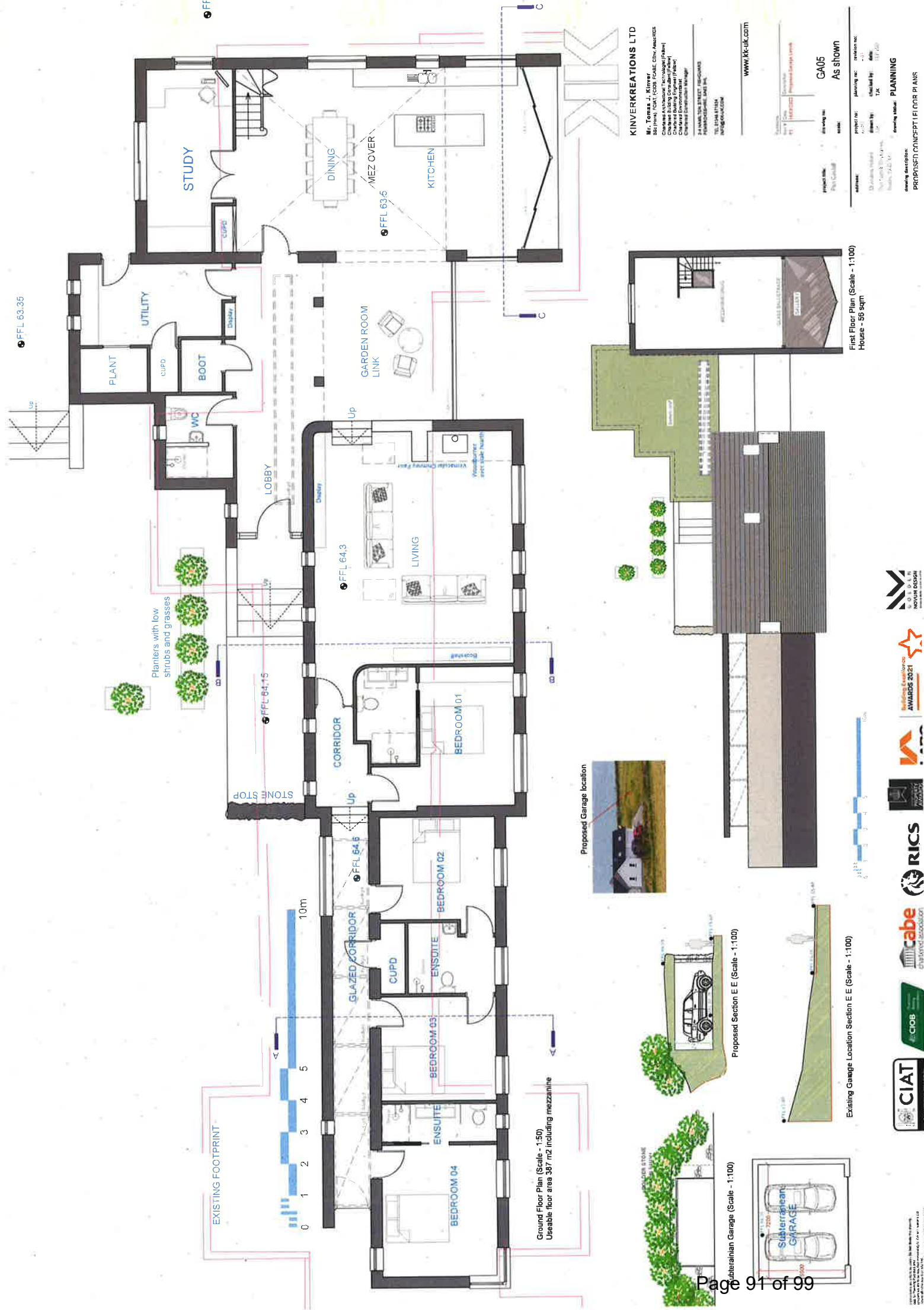
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Project Name	Project No.	Project Ref.	Project Date

GA03  
 As shown

Project Name	Project No.	Project Ref.	Project Date
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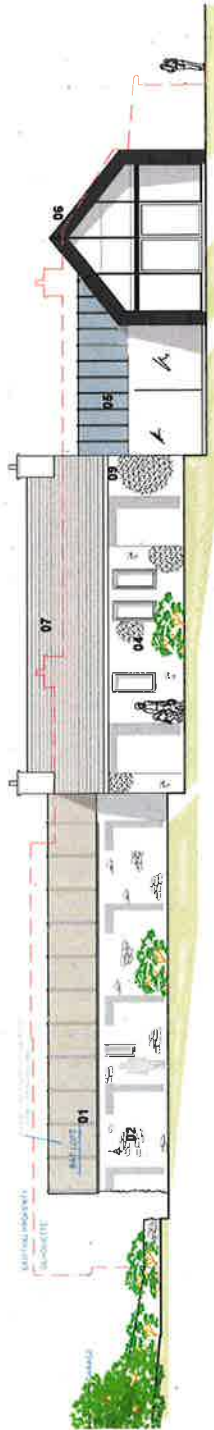


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GA05  
AS SHOWN

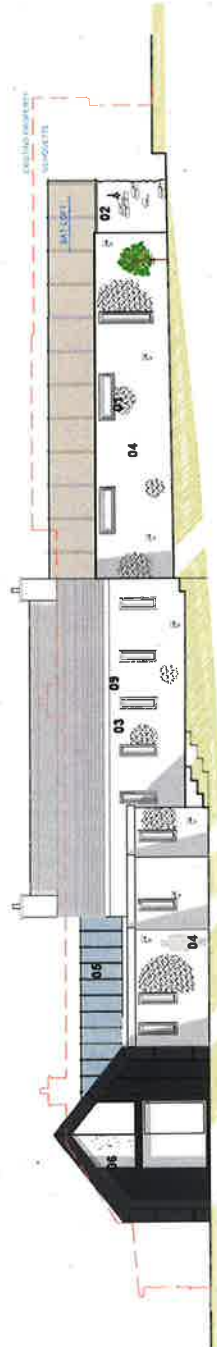
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Project Type:	PLANNING
Project Description:	PROPOSED CONCEPT FLOOR PLANS



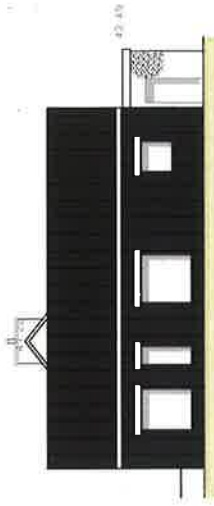


Proposed West facing elevation (Scale - 1:100)

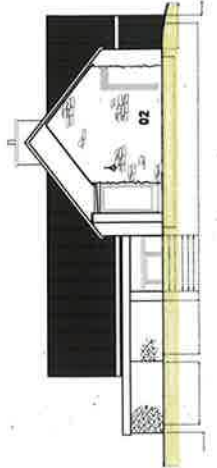
- FINISHES**
- 01 - Lower Ground Floor (Living Room)
  - 02 - Upper Ground Floor (Bedroom)
  - 03 - Kitchen
  - 04 - Bathroom
  - 05 - Hallway
  - 06 - Outside (Front Garden)
  - 07 - Outside (Back Garden)
  - 08 - Outside (Side Garden)
  - 09 - Outside (Rear Garden)
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  - 99 - Outside (Back Garden)
  - 100 - Outside (Side Garden)



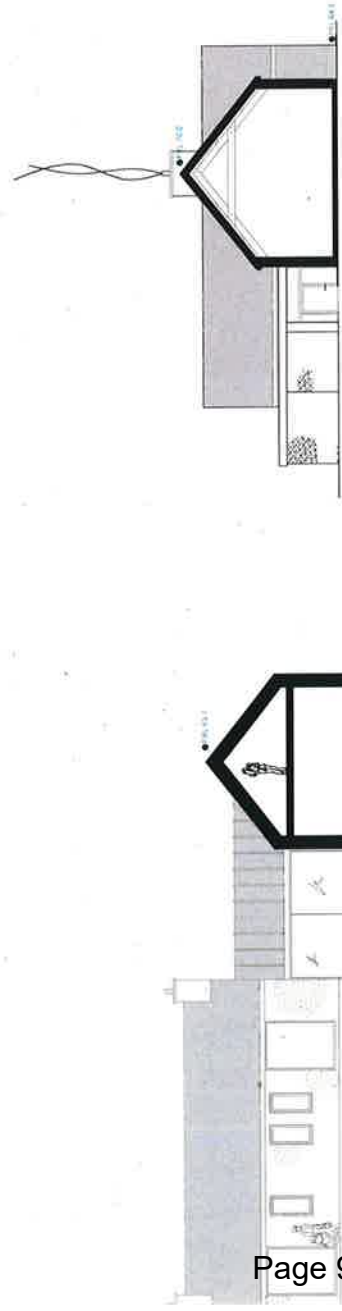
Proposed East facing elevation (Scale - 1:100)



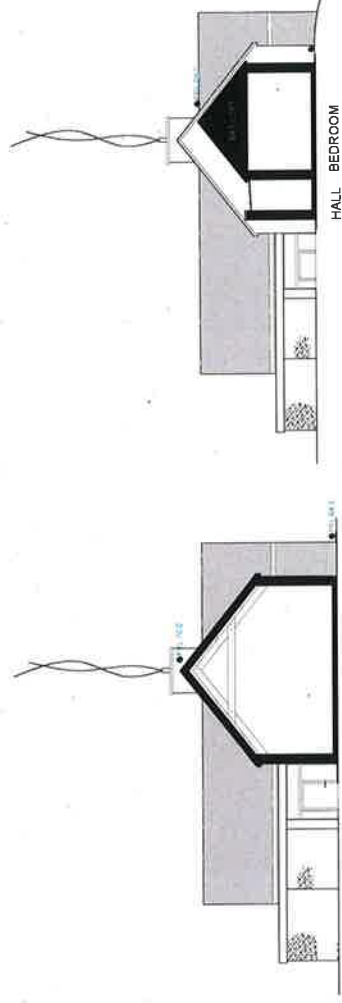
Existing North facing elevation (Scale - 1:100)



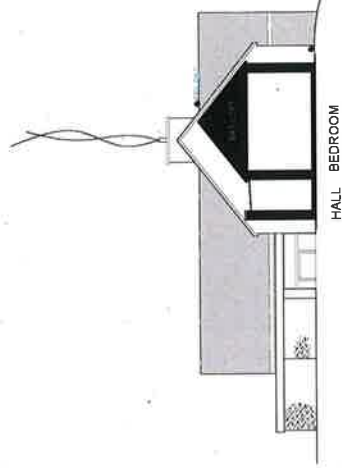
Existing North facing elevation (Scale - 1:100)



KITCHEN  
Proposed Section CC (Scale - 1:50)



LIVING  
Proposed Section BB (Scale - 1:50)



HALL BEDROOM  
Proposed Section AA (Scale - 1:50)

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**GA05**  
As shown  
Project No: GA05  
Drawing No: GA05  
Drawing Date: 12/05/24  
Drawing Title: GA05  
Drawing Status: PLANNING  
Drawing Description: PROPOSED CONCEPT ELEVATIONS