

Application Ref: NP/11/407

Application Type Full
Grid Ref: SN08193709
Applicant Ms Vicky Moller
Agent
Proposal Replacement agricultural barn with ancillary educational uses.
Site Location Fachongle Isaf, Cilgwyn, Newport, Pembrokeshire, SA42 0QR
Case Officer Liam Jones

Summary

This is a retrospective application which proposes the retention and completion of a new building erected within the grounds of Fachongle Isaf in the area of Cilgwyn. The building is proposed to be retained for use as a workshop and for storage and for agricultural and educational uses. The application is a resubmission of a similar scheme proposed and refused under application reference NP/10/555 on 9th February 2011. The applicant has not overcome the fundamental reason for refusal in that the development is considered to be of a scale and appearance which is detrimental to the special qualities of the National Park. This revised scheme is therefore recommended for refusal. Furthermore there is a lack of information in respect of the educational use introduced within this application to allow full consideration of its potential impact upon the amenity of the surrounding area, highway safety and sustainable transport provision.

This application has been reported to the Development Management Committee as the recommendation of officers differs to that of Nevern Community Council who has no objection.

Consultee Response

Nevern Community Council: No objection

PCC - Transportation & Environment: Conditional Consent

Public Response

The application has been advertised by site notice displayed adjoining the front of the site on 19 October 2011 as well as by letter notification to neighbours in proximity to the site. No letters of representation have been received to date.

Policies considered

LDP Policy 01 - National Park Purposes and Duty

LDP Policy 07 - Countryside

LDP Policy 08 - Special Qualities

LDP Policy 09 - Light Pollution
LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park
LDP Policy 29 - Sustainable Design
LDP Policy 30 - Amenity
LDP Policy 31 - Minimising Waste
LDP Policy 32 - Surface Water Drainage
LDP Policy 52 - Sustainable Transport
LDP Policy 53 - Impacts on traffic
PPW4 Chapter 04 - Planning for Sustainability
PPW4 Chapter 05 - Conserving and Improving Natural Heritage and the Coast
PPW4 Chapter 08 - Transport
PPW4 Chapter 12 - Infrastructure and Services
PPW4 Chapter 13 - Minimising and Managing Environmental Risks and Pollution
SPG03 - Sustainable Design
SPG06 - Landscape Character Assessment Study, June 2009
SPG08 - Validation of Planning Applications
TAN 06 - Planning for Sustainable Rural Communities
TAN 12 - Design
TAN 18 - Transport
TAN 22 - Planning for Sustainable Buildings

Officer's Appraisal

Background & Description

The site relates to a parcel of land within the residential curtilage of a farmhouse known as Fachongle Isaf in Cilgwyn. This application follows a previous refused planning application which proposed the retention and completion of the building at the site. The application NP/10/555 was refused permission on 9th February 2011 in view of the scale and appearance of the building as well as the failure to provide accurate plans.

The barn has been erected on land near the main site access behind an existing smaller flat roof structure. The barn is positioned on a levelled surface which is at a lower level than the highway along with a static caravan. There is an existing vehicular access into this part of the garden and the main dwelling lies to the north of the building. The surrounding land is characterised by narrow country lanes with adjoining hedgebanks and tree cover.

History

- NP/02/007 – Fachongle Isaf, Newport - Change of use to granny flat – Approved – 1 March 2002
- NP/02/456 – Fachongle Isaf, Newport - Change height of roof & walls from original plan – Approved – 4 November 2002
- NP/10/555 – Replace existing agricultural barn with another barn – Refused – 9 February 2011

Current Proposal

The application is a re-submission of a refused retrospective application which sought planning permission for the retention of a detached building at the site of Fachongle Isaf, Cilgwyn.

The plans submitted show the barn measures 7.7m x 5.4m in its footprint upto a height of 6m above ground level. The building has a pitched roof and includes a ground and first floor proposed to be accessed via an external staircase to the south of the building. The building is of timber construction, with an internal concrete ground floor and corrugated red-coloured tin roof with roof lights. It is proposed to finish the building in vertical timber cladding and add solar panels to the south west facing roof elevation. Window openings are shown on both side elevations with the main access being from the north west facing elevation with double access doors.

The upper floor is proposed to be used for the storage of hay and vegetables whilst the ground floor to be used as a workshop for timber processing and for storing horticultural equipment, a freezer, timber products and firewood. In this submission the applicant has stated that the building would also be used for educational purposes a use not proposed in the previous application.

Key Issues

The key issues to consider in this application relate to whether it overcomes the reasons for refusal of planning application NP/10/555.

Consideration must also be given to the Policy framework as outlined in the Pembrokeshire Coast National Park Local Development Plan (Adopted September 2010) as well as the following planning considerations relevant to this submission:

- Visual Amenity and the Special Qualities of the National Park
- Agricultural & Educational Use
- Amenity of Neighbouring Occupiers
- Sustainability
- Drainage and Water Pollution Prevention

Visual Amenity and the Special Qualities of the National Park

As noted in the previous submission the barn has been partially constructed on site. It has progressed slightly from the previous submission in that on visiting the site as part of this application the building contained temporary board cladding and was being used for storage purposes. The wooden frame has been erected, corrugated roof constructed, black rainwater goods installed as well as 2 No. roof lights on the south west facing elevation.

In deciding application NP/10/555 the Authority cited two reasons for refusal of the scheme as submitted. The first reason related to the unacceptable impact of the proposal on the special qualities of the National Park whilst the second reason given related to the plans being inaccurate to enable a comprehensive assessment to be made of the dimensions of the building. The applicant has provided full drawn and accurate scaled plans in the current application and in view of this the second reason for refusal has been addressed. Consideration must therefore be given to the first reason for refusal and whether the scheme addresses the concerns of the Authority. For clarity reason 1 reads as follows;

“Policy 1 of the Pembrokeshire Coast National Park Local Development Plan requires development within the National Park to be compatible with the conservation or enhancement of the natural beauty, wildlife and cultural heritage, and public understanding and enjoyment of those qualities. Policy 8 of the Pembrokeshire Coast National Park Local Development Plan seeks to protect the special qualities of the National Park. Policy 15 of the Pembrokeshire Coast National Park Local Development Plan states that development that adversely affects the qualities and special character of the National Park will not be permitted. Policy 29 requires all development to demonstrate an integrated approach to design and construction and be well designed. Policy 30 states that development will not be permitted where it has an unacceptable impact on amenity. The proposal by reason of its size, particularly its height, its design, and residential appearance, is considered to be detrimental to the special qualities of the National Park, and is therefore contrary to these Policies”

In view of the above it is clear that the Authority considered the scheme was of a scale and appearance which was detrimental to the special qualities of the National Park and was therefore contrary to Policies 1, 8, 15, 29 and 30 of the Local Development Plan. Of particular concern was the height of the building and its design which was considered to be of a residential appearance.

The scheme before the Authority has not been reduced in scale to that refused within the previous application. In fact the plans before the Authority show the building measuring 6m in height as opposed to 5.4m shown on the refused plans of previous. The plans show the building also measures slightly longer than previously stated by being 7.7m in length as opposed to 7.3m.

Notwithstanding the errors on the original plans there are some minor changes to the fenestration of the building with the reduction in size of windows on the south western elevation as well as the omission of a side access door. In the revised plans the applicant now proposes an external staircase on the elevation facing the highway as well as the introduction of 18 No. solar panels on the south western elevation. As a result of there being no significant change, by means of a reduction in either the height or scale of the building the application does not overcome the reason for refusal given. The building is considered to be of a scale and appearance which does not fit comfortably within the garden of the dwelling and in essence reads as a standalone building. Because of its height, siting alongside the highway and window and velux openings similar to that of a dwelling house the building has a distinct residential appearance.

As the proposed building is located within a residential curtilage its relationship to the existing dwelling is relevant. Good practice design can be found within the Planning Officers Society for Wales 'Design Guide for Householder Developments' (2005). Whilst this document is focused on extensions to existing dwellings it also gives guidance in respect of new outbuildings. The guide (Guidance Note 3, page 20) states that outbuildings should not impact detrimentally on the space about buildings, must be smaller in scale and subservient to the house, should normally not be in the front of domestic properties and should not be over dominant in relation to the existing and surrounding properties. It is considered that the building as erected sits in an elevated position above the dwelling to the North of the site and due to its divorced positioning from the dwelling fails to be read as a subservient outbuilding ancillary to the dwelling but more as a 'standalone unit'.

Whilst it is unfortunate that the building has already been erected this cannot be used as a reason to justify a building of this scale and appearance which is considered to have a detrimental impact on wider visual amenity. The applicant has suggested that landscaping could be used to help screen the building from the highway and the roof painted a different colour. Whilst these measures would reduce some impact they would not overcome the bulk of the building and the negative impact it has on the wider visual amenity and its relationship with the existing dwelling. Due to its siting in proximity to the highway and as it is set considerably above the existing smaller outbuilding it would be extremely difficult to shield its views permanently.

Agricultural & Educational Use

The applicant explains the proposal as a '*replacement agricultural barn with ancillary educational uses*'. It is relevant to consider this use which would likely be considered a mixed use comprising of ancillary residential storage, agricultural storage and D1 uses. It is important to consider its potential impact on the amenity of the surrounding area and transport and highway safety.

In the application the applicant explains that the agricultural justification did not appear to be mentioned in the refusal of planning permission (NP/10/555). It is advised that the ground floor is proposed to be used for agricultural activities including hand juicing of apples, processing firewood and storage of horticulture equipment whilst the upstairs would store crops and hay. The agricultural justification was not mentioned in the previous planning application refusal as the building lies within an existing residential curtilage and its 'justification' on agricultural grounds would not be a fundamental requirement of a planning submission. The applicant would not therefore be required to explain the agricultural need for the proposal as although the site lies within a countryside location it also lies within the residential curtilage of an existing dwelling house. The agricultural need explained would not outweigh the visual harm of the development as explained above.

In terms of the educational use proposed the applicant states that the barn is one building on '*an ecotour of Cilgwyn which provides answers through examples*' although noted that the ecotours visit her barn and home and do not arrive or leave via the road. The ecotours arrive and leave on foot via neighbouring land and the applicant has indicated that this began in 2008 on a monthly basis for two years. These are now described as being weekly tours as there are more places to visit, including the barn. The barn is used as illustration of traditional peg jointed heavy timber construction and is the only example on the Newport tour. Whilst these details have been provided in the submission along with information on its agricultural use there is no clear information on the educational use of this building, apart from being of note along an ecotour of the area. There are no firm details on the level of use of this building by others apart from the indication that the building will be used by others in the community for storage of agricultural produce and machinery. In view of this there is considered to be insufficient information within the application to allow the Authority to properly consider the impact of the business aspect upon the amenity of the surrounding area and others as well as on highway safety and sustainable transport provision. These matters being key considerations of Policies 52 and 53 of the LDP.

Amenity of neighbouring occupiers

As explained in the previous application whilst the building lies adjoining the highway and is visible it raises no issues of over-shadowing or lack of privacy with neighbouring properties due to the large distances involved between neighbouring properties and the location of the building within the site. However, without detailed information on the educational use of the building proposed the Authority is unable to properly assess the impact upon surrounding amenity as explained above. As such the proposal fails to meet with the aims of Policy 30 of the LDP.

Sustainability

The applicant explains that the building has been constructed in materials chosen to be carbon negative or neutral, concrete use has been minimised and photovoltaic panels are proposed to replace non-renewable energy. The

building has been constructed on site by hand and there has been little waste and minimum movement of materials. Whilst the materials used and mode of construction is encouraged it is not considered that the sustainable credentials of the proposal on these grounds outweigh the harm the building has on visual amenity and the special qualities of the National Park as explained above.

Drainage and Water Pollution Prevention

There are no toilet or washroom facilities proposed within the building and so no foul water disposal arrangements have been provided. Surface water drainage is proposed for disposal through a sustainable drainage system and soakaway. A soakaway for rainwater into the existing garden has been shown on plan. The Authority has no reason to suggest that this form of arrangement would not be acceptable.

Conclusion

In summary of the above, it is considered that the building erected and proposed for completion is detrimental to the special qualities of the National Park. It is of a scale and massing inappropriate in the site context which causes significant visual intrusion and fails to harmonise with, or enhance the landform and landscape character of the site and its surroundings. Furthermore the applicant has failed to provide sufficient information to explain the educational use of the building and as such the Authority is unable to comprehensively assess this aspect. As a result the development is considered to be contrary to the aims and objectives of Policies 1, 8, 15, 29, 30, 52 and 53 of the Pembrokeshire Coast National Park Local Development Plan (Adopted September 2010).

Recommendation

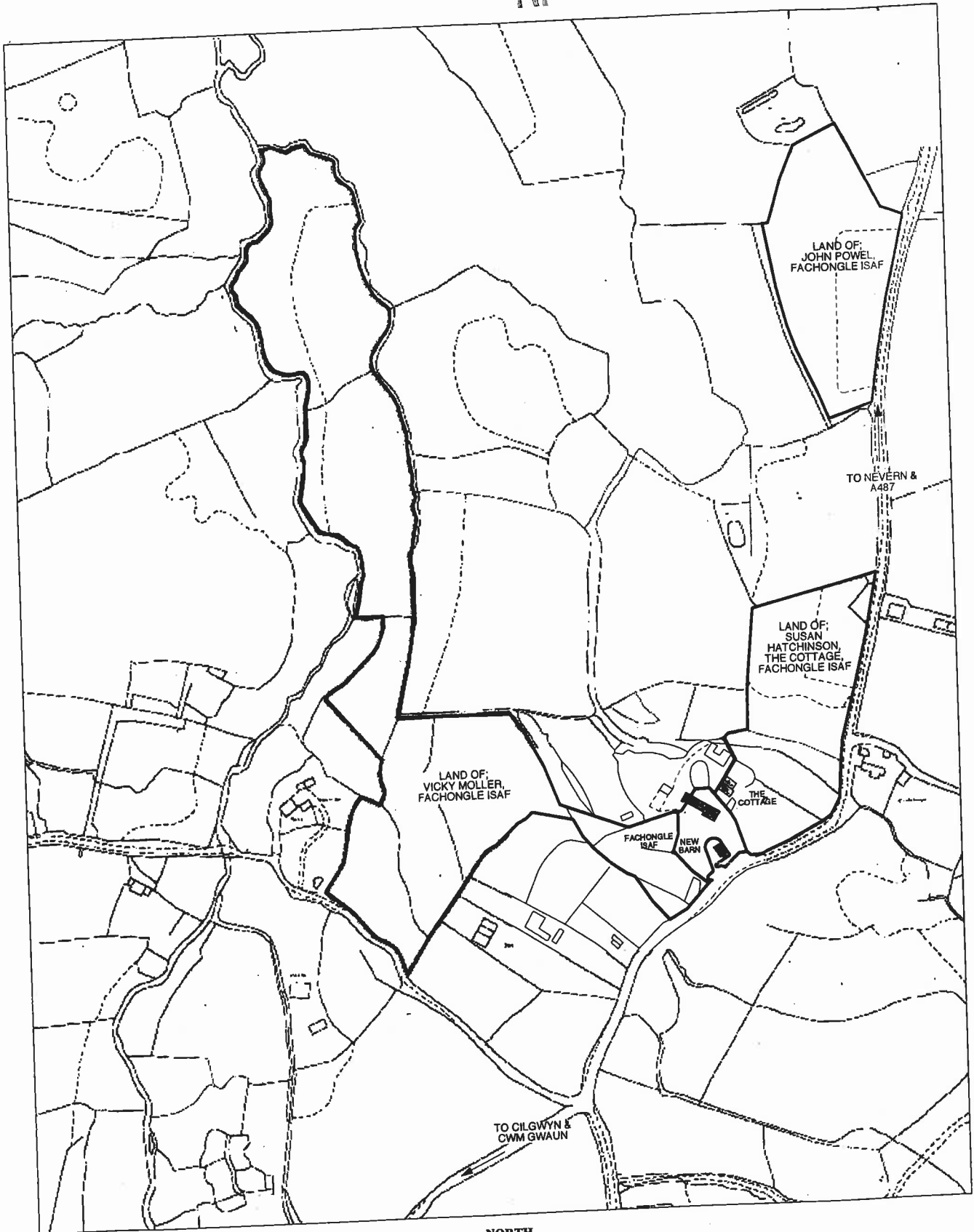
Refuse for the following reasons:

Reasons

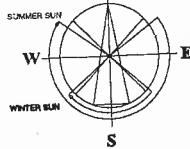
1. The proposal by reason of its overall scale, particularly its height, its form and design, its residential appearance and its prominence from within the surrounding area, would represent an insensitive and unsympathetic form of development which is considered to be detrimental to the special qualities of the National Park which the Authority has a statutory duty to conserve and enhance. The proposal is therefore contrary to Policy 1, Policy 8 criterion (c), Policy 15 criterion (a), (b) and (d), Policy 29 and Policy 30 criterion (b) and (d) of the Pembrokeshire Coast National Park Local Development Plan (Adopted September 2010).
2. Insufficient information has been provided by the applicant on the D1 educational use proposed for the building. As such the proposal cannot be comprehensively assessed in relation to the potential impact of the

use upon the amenity and character of the surrounding area and its potential impact upon highway safety and sustainable transport provision. The proposal is therefore contrary to Policy 1, Policy 8 criterion (a) and (c), Policy 15 criterion (c), Policy 29, Policy 30 criterion (a), (b) and (c), Policy 52 and Policy 53 of the Pembrokeshire Coast National Park Local Development Plan (Adopted September 2010).

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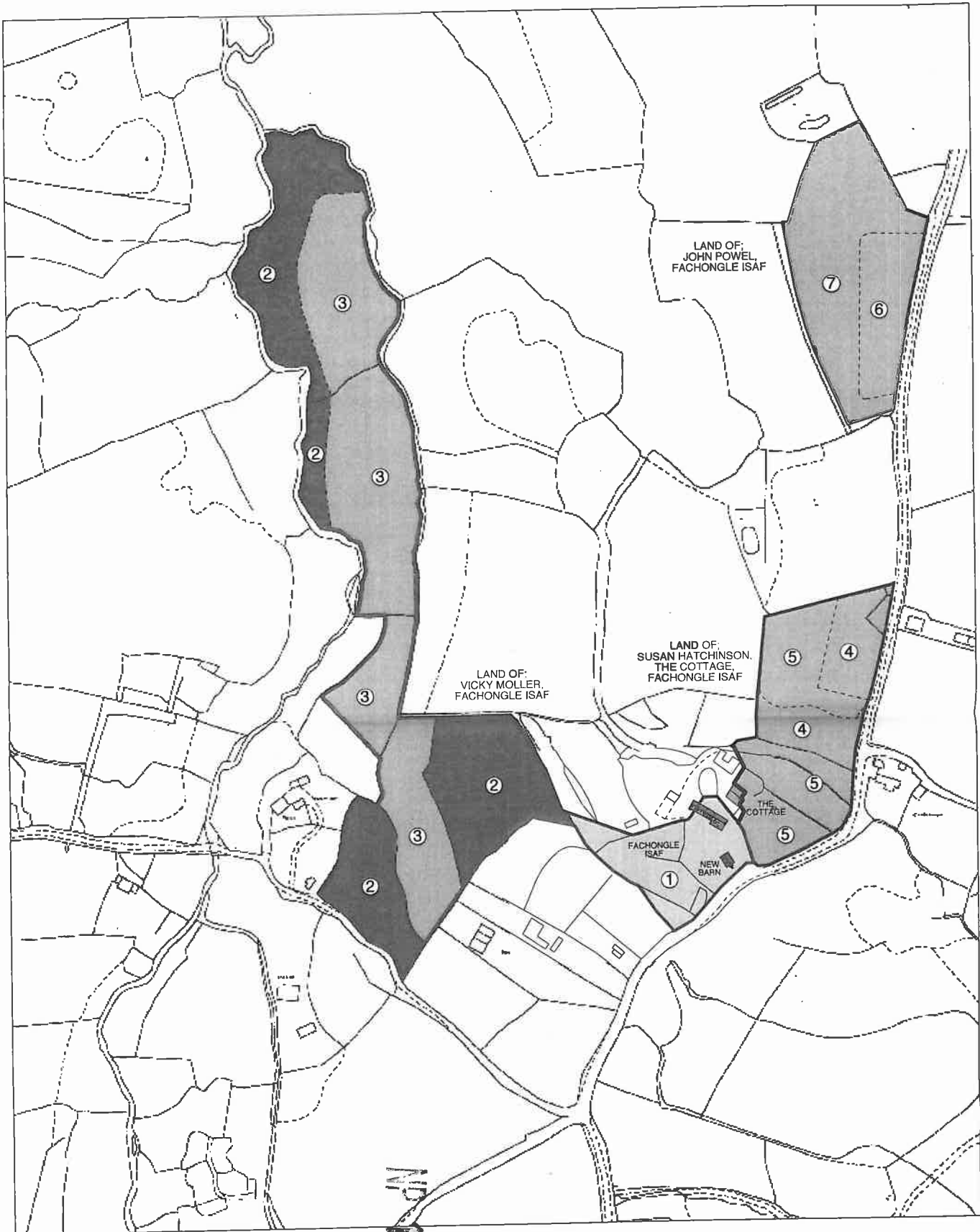


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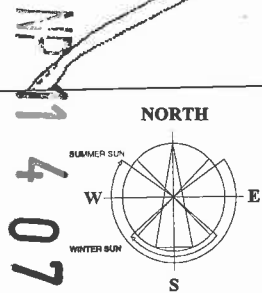


REV C - SEP 2011
 REV B - 17 JUNE 2011
 REV A - JUNE 2011

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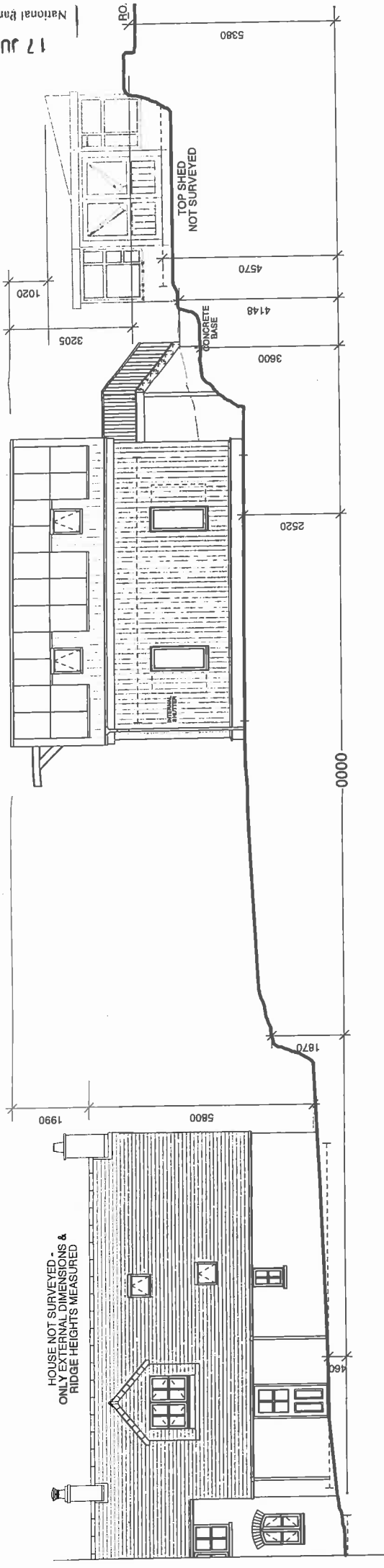


KEY	
	WOODED AREA - FIRE WOOD & WOOD CRAFTS
	FIELDS - HAY CROPS
	ORCHARD & GARDENS - APPLES ETC.
	VEGETABLE AREA - ONIONS, POTATOS (ROOT CROPS)



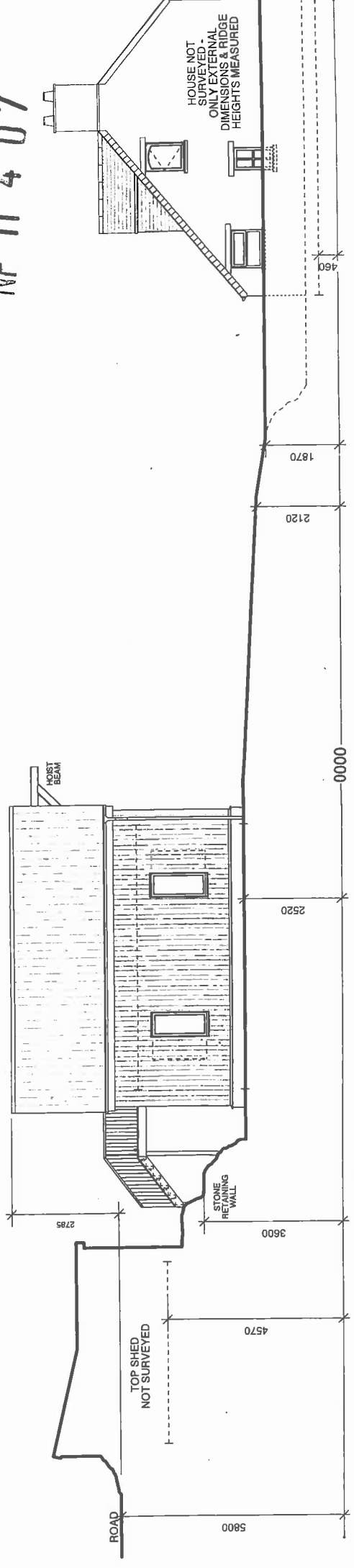
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	e-mail: mail@julianbishop-architect.co.uk	

17 JUN 2011
 Pembrokeshire
 National Park Authority



SITE SECTION A-A

NP 11 4 07



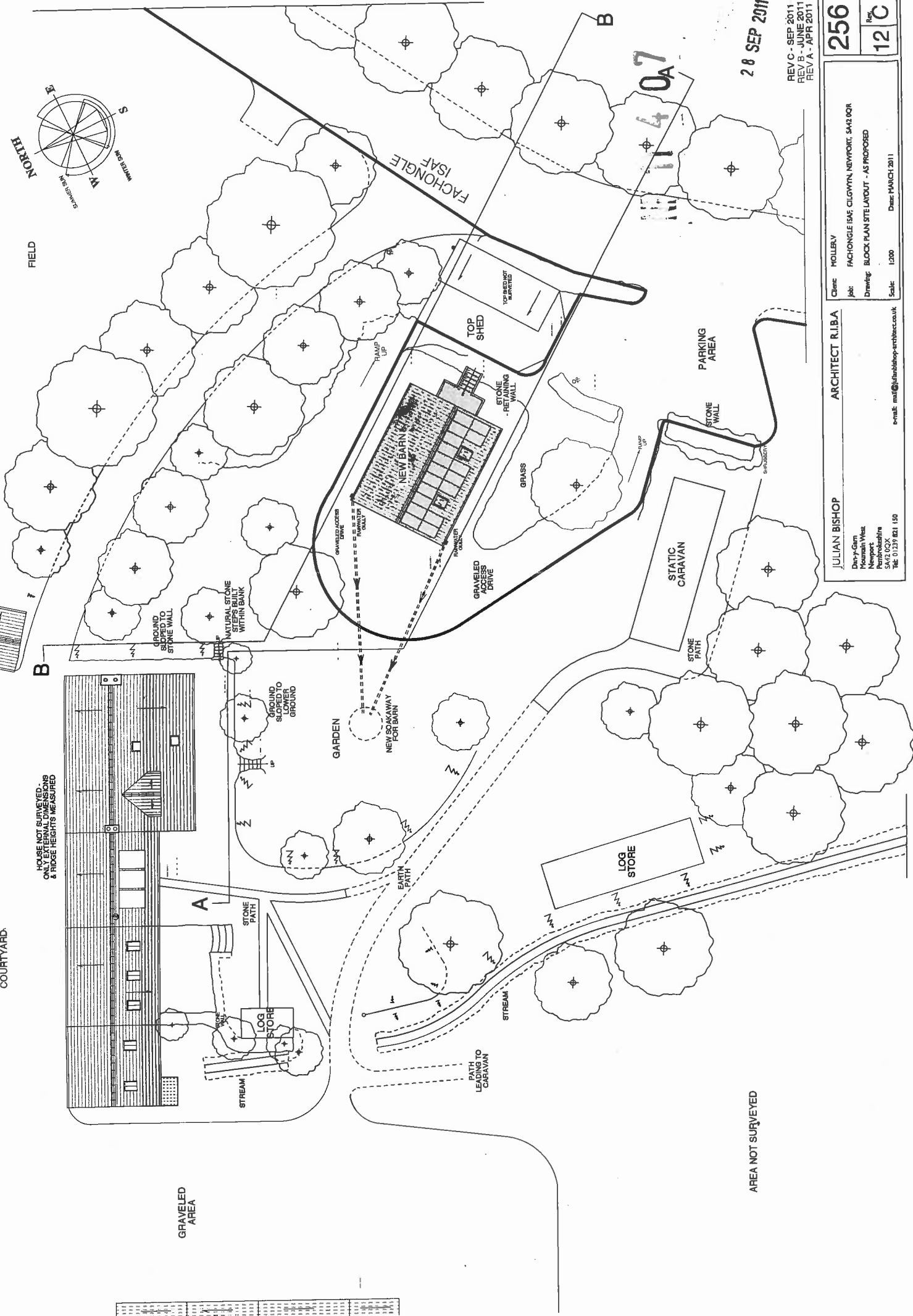
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REV B - 14 APR 2011
REV A - APR 2011

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Rev. 11 C

Client: MULLERY
Job: FACHONGLE IAE CLGWYN, NEWPORT, SA11 0QR
Drawing: SITE SECTIONS - AS PROPOSED
Scale: 1:100 Date: MARCH 2011
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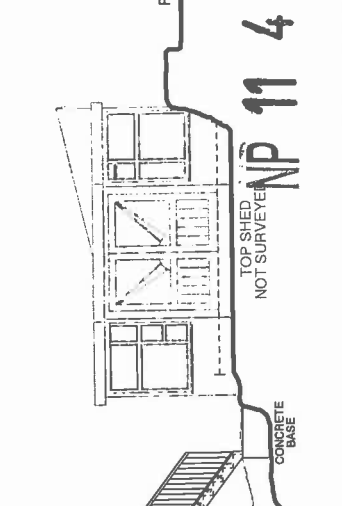
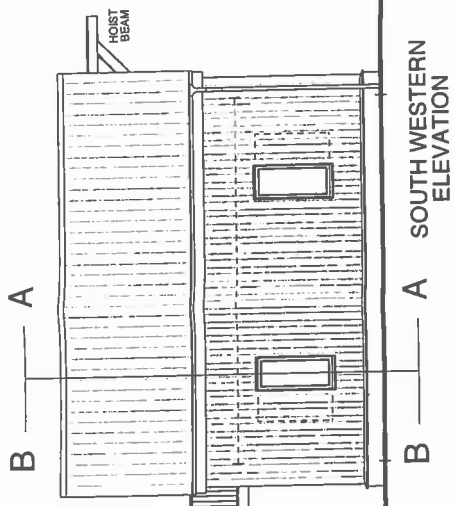
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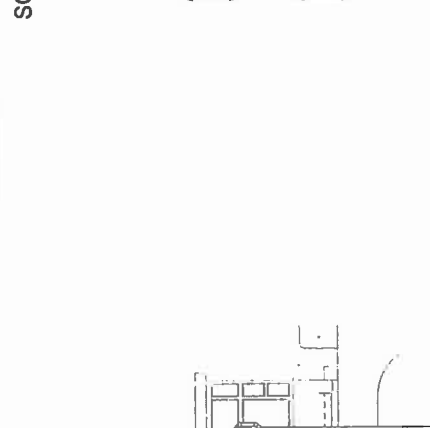
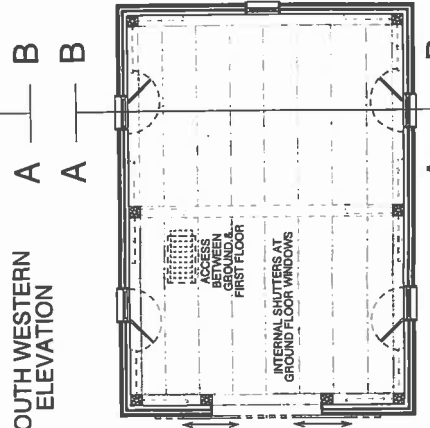
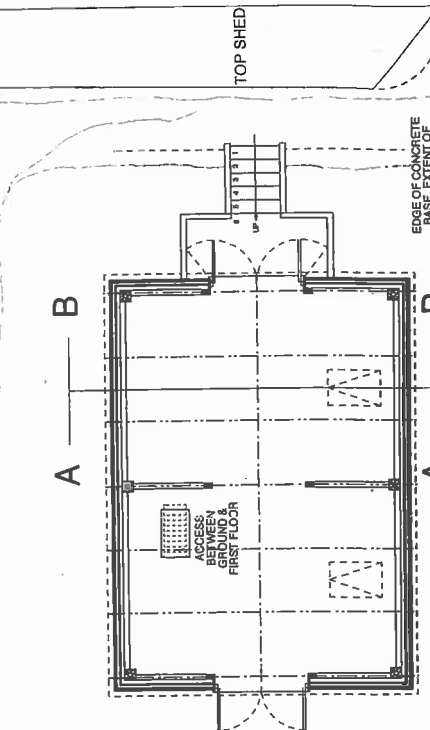
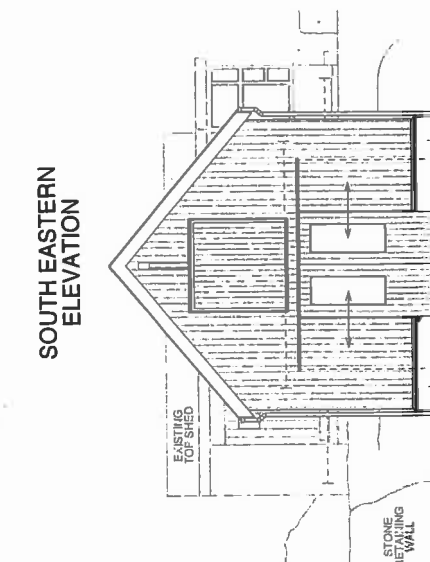
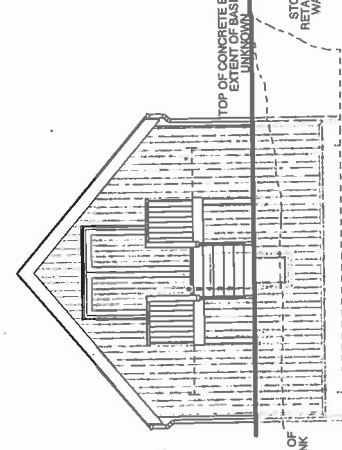
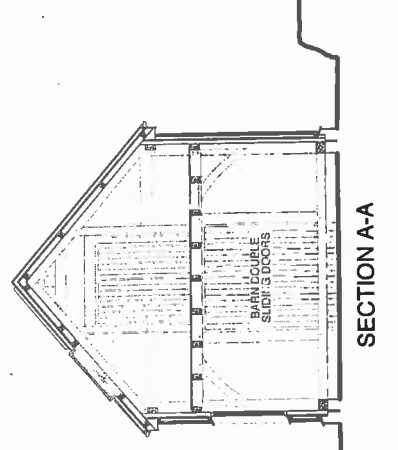
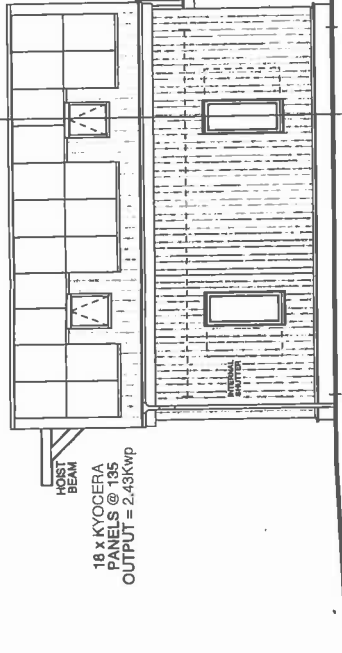
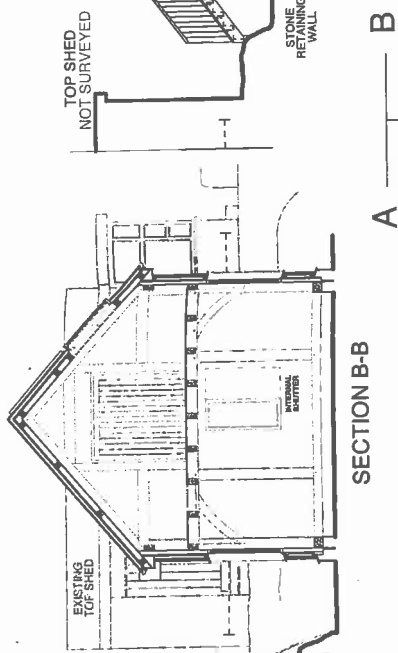
REV C - SEP 2011
 REV B - JUNE 2011
 REV A - APR 2011

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Drawing: BLOCK PLAN SITE LAYOUT - AS PROPOSED		
Scale: 1:200	Date: MARCH 2011	
Architect: R.I.B.A.	JULIAN BISHOP Peter Glyn Peter West Newport Pembrokeshire SA42 0GX Tel: 01239 821 190 e-mail: mail@jrbishop-architect.co.uk	

17 JUN 2011
Pembrokeshire Council



NP 11 4 07



REV C - JUNE 2011
REV B - 14 APR 2011
REV A - APR 2011

Client: HOLLERY
Job: FACHONGLE SIAF, CILGWYNN, NEWPORT, SA41 1QR
Drawing: ELEVATIONS, PLANS & SECTION - AS PROPOSED
Scale: 1:100 Date: MARCH 2011

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