

## Item 6 - Report on Planning Applications

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### **Application Ref: NP/14/0066**

<b>Application Type</b>	Full
<b>Grid Ref:</b>	SM76602859
<b>Applicant</b>	Mr R Cumine
<b>Agent</b>	Mr C Kimpton, CK Planning
<b>Proposal</b>	Proposed conversion & single storey extension to redundant agricultural building (traditional stone) to create a one bedroom dwelling
<b>Site Location</b>	Danygarn, St Davids, Haverfordwest, Pembrokeshire, SA62 6PL
<b>Case Officer</b>	Caroline Phillips Bowen

### **Summary**

This full application proposes the conversion and extension of a small agricultural outbuilding into a one-bedroomed open market dwelling. It is an identical submission to that which has been refused twice before; once under delegated powers in September 2012 (NP/12/0249) and once at committee in January 2013 (NP/12/0542). The latter decision was dismissed at appeal in July 2013.

It is considered that the current application fails to meet adopted policies in respect of the principle of allowing the building to be converted into full residential use (due to its size and accessibility) and with regard to the impact of the extension on the host building and character of the area.

However, taking other material considerations into account it is considered that the appeal decision clearly supported the form and nature of the extensions proposed and that these were not found to cause adverse harm to the host building, character of the area or wider National Park. Whilst the appeal was dismissed on policy grounds relating to the silence of LDP policies on providing support for extensions to conversion schemes, it is considered that this conclusion was based on a lack of understanding of the context in which the policy was written and the new Technical Advice Note 23 relating to economic development now clearly allows for extensions to conversion schemes which represents a material consideration.

Notwithstanding this position and despite members resolving not to include accessibility as a reason for refusal in 2013 there remains concern regarding the accessibility of this building and its compliance with adopted policy, and particularly with regard to the Supplementary Planning Guidance – Assessing Accessibility, that has been adopted since the previous decision and appeal hearing. It is considered that this is a material change that needs to be taken into account and the application fails to meet the minimum requirements set out in the SPG for accessing public transport for a full time residential property. The application is therefore recommended for refusal on the grounds of the limited accessibility of this open market dwelling and as such the proposal is contrary to Policy 7 of the Local Development Plan.

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### **Consultee Response**

**St Davids City Council:** No comment at the time of writing the report

**Ecologist - Pembrokeshire County Council:** No comment at the time of writing this report

**Rights of Way:** No objection - subject to an informative

**PCC - Transportation & Environment:** Conditional Consent

**Dwr Cymru Welsh Water:** No adverse comments

Natural Resources Wales: Standard Advice

### **Public Response**

The application has been advertised and neighbour notifications undertaken. Two letters have been received making the following comments:-

- The proposal has not been modified since the refusal of the previous application and appeal
- The appeal decision does not take account of accessibility to the site
- The design is not suitable to the historic landscape and setting and would introduce a lack of privacy
- The additional parking space would be situated on the public footpath and block rights of way for agricultural vehicles
- The size of the building is more suitable for a holiday let use than a permanent residential use as it would require less extension, less parking and traffic
- The applicants existing house fulfils the residential needs

### **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 11 - Protection of Biodiversity

LDP Policy 13 - Historic Landscapes Parks and Gardens

LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

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LDP Policy 31 - Minimising Waste  
 LDP Policy 32 - Surface Water Drainage  
 LDP Policy 44 - Housing  
 LDP Policy 45 – Affordable housing  
 LDP Policy 52 - Sustainable Transport  
 LDP Policy 53 - Impacts on traffic  
 PPW5 Chapter 04 - Planning for Sustainability  
 PPW5 Chapter 05 - Conserving and Improving Natural Heritage and the Coast  
 PPW5 Chapter 06 - Conserving the Historic Environment  
 PPW5 Chapter 08 - Transport  
 PPW5 Chapter 09 - Housing  
 PPW5 Chapter 12 - Infrastructure and Services  
 PPW5 Chapter 13 - Minimising and Managing Environmental Risks and Pollution  
 SPG05 - Sustainable Design  
 SPG06 - Landscape  
 SPG08 - Affordable Housing  
 SPG12 - Parking  
 SPG13 - Archaeology  
 SPG21 - Accessibility  
 TAN 02 - Planning and Affordable Housing  
 TAN 05 - Nature Conservation and Planning  
 TAN 06 - Planning for Sustainable Rural Communities  
 TAN 12 - Design  
 TAN 18 - Transport  
 TAN 22 - Planning for Sustainable Buildings

### **Officer's Appraisal**

#### **Background**

The site is located to the south of Dan-Y-Garn house, and is a single storey agricultural building currently used for residential storage. It is constructed of rubble stone under a corrugated tin and fibre cement roof with access onto the farmyard to its south. Between this outbuilding and Dan-Y-Garn is a mobile home, with a timber boarded fence bordering it to the East, and a hedge bank and stone wall to the West. A modern timber agricultural building lies beyond the shared access track to the South, whilst to the east are more agricultural buildings, both modern and traditional in design, belonging to Trelider Farm. The shared use track running in front of the outbuilding is also a public right of way. Vehicular access for all the buildings lies to the East of the farm complexes.

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### **Constraints**

The outbuilding lies in the open countryside, in a Cadw registered Historic Landscape. There is a Ministry of Defence Safeguarding constraint over the site, whilst two public footpaths join together in front of the southern elevation of the building.

### **Relevant Planning History**

#### **NP/12/0249 - Conversion and single storey extension to vacant agricultural building to create one-bedroomed dwelling**

This application was refused on 18th September 2012 on two grounds. The first was that the extension was larger than the host dwelling which was too small to convert to a dwelling without significant extension and alteration and was therefore not a suitable building for conversion. The extension was considered to be an incongruous and harmful addition detrimental to the simple agricultural character and form of the host building, its farmstead setting and the special qualities of the National Park and was therefore contrary to adopted development plan policy. The second reason for refusal was on the grounds that there was insufficient public transport provision to provide an alternative to the private car for the proposed open market dwelling. The lack of accessibility and resulting reliance on the private car did not comply with adopted development plan policy.

#### **NP/12/0542 – Conversion and single storey extension to vacant agricultural building to create a one bedroomed dwelling**

This application was refused on 28<sup>th</sup> January 2013 for the same first reason as NP/12/0249. Members resolved not to include a second reason for refusal as on NP/12/0542 relating to accessibility as the details relating to the public transport available were considered to be inaccurate in the officers' report and members considered that the site was accessible by a bus service.

An appeal against that decision was dismissed on the 2<sup>nd</sup> July 2013 and a copy of the decision is attached at Appendix A. The Inspector dismissed the appeal on the ground that he did not find any Local Development Plan policy allowing extensions to facilitate conversions. However, he also expressed the view that the proposed extension would not result in significant visual intrusion nor materially harm the character or appearance of the historic outbuilding or its surroundings including the wider National Park and as such there would be no conflict with the relevant parts of the LDP on this ground.

Following this appeal decision your officers raised concern at the reasoning behind the Inspector's decision to the Director of the Welsh branch of the Planning Inspectorate. Your officers expressed concern that much weight had been applied in the decision to the fact that the Authority's LDP did not expressly include the provision to enable an extension to be built on a barn conversion, but conversely neither does it expressly exclude it. The test in such situations is that the conversion should not result in unacceptable

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impacts upon the structure, form, character or setting of the building. The reasoned justification of the LDP referred to Chapter 7 of Planning Policy Wales (Edition 3 being the relevant version at the time of writing the LDP) in terms of national planning development control considerations that need to be taken into account and Paragraph 4.51 of the LDP asks that applications should contain all details of physical alterations necessary for the determination of the proposal.

In PPW Edition 3 the relevant references were:

- “if the buildings are in the open countryside, they are capable of conversion without major or complete reconstruction” (paragraph 7.6.8) and
- “if the existing building is unsuitable for conversion without extensive alteration, rebuilding or extension” (paragraph 7.6.10).

The LDP Manual refers to the fact that LDPs should not replicate national policy (paragraph 5.3.1). As such, the Authority relied on the national policy position in formulating its policy on barn conversions and did not consider it necessary to expressly refer to extensions within this, relying instead on the national policy position. Since the adoption of the LDP, however, the references in PPW Edition 3 in paragraphs 7.6.8 and 7.6.10 have been omitted in more recent editions with PPW remaining relatively silent on the issue of extensions to barn conversions.

It would appear from the appeal decision, that the Inspector did not apply national policy in this case with regard to the context in which the LDP was written and instead put a disproportionate weight on the lack of reference to the issue of extensions to conversions in the LDP resulting in a decision that considers an extension to a converted building to be contrary to policy *no matter what size or appearance*.

In response to the concerns of your officers the Planning Inspectorate agreed that in cases where the LDP is silent on an issue any relevant national policy would apply. However, it was also stated that it is not the role of the Inspector to dig for evidence to support cases with the responsibility lying with the parties concerned to provide such evidence. It also states that the Inspector would not have referred to Edition 3 of Planning Policy Wales in reaching his decision as this is no longer relevant and would instead have referred to Section 3 of Technical Advice Note 6 which would be the most relevant national policy at the time.

### **Current Proposal**

Following the above appeal decision, the applicants have now made a full application again seeking the conversion and extension of an agricultural outbuilding to a one-bedroomed dwelling. It is an identical application to that which has been refused twice before as referred to in the history section of this report.

The building would be re-roofed with a metal seamed finish, with the existing rubble stone walls repointed with lime mortar. The existing openings to the

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southern elevation of the building would be retained, plus a new window created, to allow it to be converted to a bedroom and bathroom. The existing mobile home would be removed and the outbuilding extended to the rear by a timber and green roofed single storey extension, measuring approximately 8.4m x 4.4m x 2.5m at its maximum dimensions. A glazed link would be provided between the outbuilding and extension, which itself would have full height glazing on the western elevation only. The extension would be used as a kitchen and lounge, with an externally accessed utility and cycle store being provided at its northern end.

A single car parking space annotated on the plans submitted for disabled use would be provided adjacent to the western elevation of the outbuilding. A new access gate would be provided through the existing hedge bank to provide access to the property. The existing shared access and turning spaces would be used by the proposal.

The application has been supported by the following information:-

- Existing and proposed photo montages;
- A protected species report;
- A Structural Report, which concludes that the outbuilding can be converted into a small dwelling without rebuilding being necessary;
- A transport questionnaire;
- A Design and Access Statement, including a statement in respect of the appeal decision and its conclusions and concluding that the Inspector found no issue of conflict other than the principle of extensions
- A draft Unilateral Undertaking in relation to the payment of a commuted sum in respect of Affordable Housing

### Key Issues

The application raises the following planning matters:-

- Principle of Development
- Impact of the proposal on the special qualities of the National Park;
- Affordable housing;
- Sustainability matters;
- Highways and public rights of way matters;
- The water environment and drainage matters;
- Neighbouring amenity matters;
- Landscaping matters;
- Archaeology matters;
- Protected species matters; and
- Ministry of Defence site safeguarding matters.

#### *Principle of Development*

The outbuilding lies in the open countryside amongst a mixed group of agricultural and residential buildings, some of which are converted outbuildings. The current application seeks the conversion of a small outbuilding to form a one-bedroomed open market dwelling. The outbuilding has a footprint of approximately 29.9 square metres. To allow it to function as

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a dwelling a contemporarily designed extension is proposed with a footprint of approximately 36.9 square metres. The applicant states that the proposed extension is “designed to be subservient in terms of scale and mass to the original outbuilding.” Materials have been chosen to reflect the character of the surrounding barns and juxtapose the materials in the host building.

Policy 7 of the Pembrokeshire Coast National Park Local Development Plan allows the “conversion of appropriate buildings to a range of uses with affordable housing being given priority in residential conversions. Conversion must not result in unacceptable impacts upon the structure, form and character or setting of the building. The conversion of buildings that are obtrusively located in the landscape will not be permitted. Accessibility to the Centres will be an important consideration”.

In this case, the building concerned is not considered to be one that meets the first test of the policy i.e. it is not an appropriate building for conversion due to its limited size and inability to accommodate the proposed use without unacceptable impacts on the structure, form and character of the building and its setting. The building therefore fails in your officer's view to comply with Policy 7 in terms of its acceptability for conversion.

Furthermore, Policy 7 also requires consideration to be given to accessibility to centres in considering the conversion of buildings. Since the appeal hearing in relation to the refusal of the last application relating to this site, the Authority's Supplementary Planning Guidance – Accessibility Assessment has been adopted and sets out how proposals will be assessed in terms of their accessibility to centres and with regard to the nature of the use proposed. This SPG is a material consideration in assessing this application and the application should be considered with regard to this advice which has been adopted since the last determination was made by the committee. Policy 7 of the Local Development Plan sets out the types of development that may be permissible in countryside locations, including the conversion of appropriate buildings to a range of uses, including residential use. In considering these proposals, accessibility to Centres is an important consideration.

The site is approximately 3km from the centre of St Davids and 1km away from the nearest bus route, which is the Strumble Shuttle (404 service). This service operates 3 return journeys a day during the summer 7 days a week and 2 days a week during the winter.

In assessing accessibility, and as set out in the adopted SPG, the Authority refers to the Institute of Highways and Transportation Guidelines. The SPG requires services serving full-time residential developments to be operating at least 5 return journeys per day all year round in order to provide a realistic alternative to car travel.

For providing journeys on foot the guidelines suggest that a target distance for a range of facilities, including distance to the nearest bus route is between 300m and 600m and an acceptable distance for those same facilities is between 600m and 1000m.

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In this case the site is on the threshold of the 1km distance to the nearest bus route specified in the SPG. However there is a limited service during the winter months. Notwithstanding the distance from the bus route therefore, it is not considered that the bus availability is such that it would provide a realistic alternative to the private car as the service is not a regular one, and the seasonal times that the bus would be travelling are not conducive to serving a need for a permanent residential use where regular trips to work, shops and services are necessary all year round. In view of this, the site is not considered to be accessible other than by car and the proposal does not meet the requirements set out in the Authority's adopted SPG on Accessibility.

The nearest route with the required number of services operating all year round is the 413 service which operates between St Davids and Fishguard. The distance from the site to this service is 2.9km. The public transport department at Pembrokeshire County Council has also confirmed that this service operates as the school bus service. The distance to this service would not however meet the requirements of the adopted SPG.

TAN6 allows for development to meet local needs in non-accessible locations (para 2.2.3). In accordance with the Local Development Plan, this would be affordable housing provision but this application seeks permission for an open market dwelling house and would therefore not comply with this exception.

In light of the above, it is not considered that the proposal meets the requirements of Policy 7 in respect of either its appropriateness for conversion, nor in respect of its accessibility to centres. As such it fails to conform to adopted policy.

*Impact of the Proposal on the Special Qualities of the National Park*  
Policies 8 and 15 seek to protect the pattern and diversity of the National Park, and ensure that development does not adversely affect its special qualities. As set out above, the small size of the outbuilding necessitates its extension to allow it to be used as a dwelling: it would be too small otherwise. The proposed extension is larger than the size of the host outbuilding. The applicant has proposed a glazed link between the host building and the extension so as "express a clear distinction" between them. The size of the extension, its contemporary design and materials would form an incongruous addition to the traditional agricultural character of this small and simple outbuilding and its farmstead setting. As a result, notwithstanding the Inspector's view expressed in the appeal decision, it is your officer's view that the conversion has an unacceptably harmful impact on the host building and its setting, and thereby on the special qualities of the National Park.

### *Affordable Housing*

As referred to above, Policy 7 of the Local Development Plan requires conversion schemes to prioritise affordable housing use over open-market residential use. Policy 45 seeks provision of a commuted sum on proposals for single residential units to help with the delivery of affordable housing. In considering the merits of such a proposal, a key consideration is whether the



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building is capable of conversion without the need for more than minor extension. In this case it is not, and the merits of this view have been discussed above. An assessment also has to be made as regards whether the application complies with the Policy requirements for affordable housing.

The agent has supported the application with a statement saying that his client "is willing to accept a condition of consent requiring a Financial Contribution payable towards local affordable housing needs, in accordance with the above SPG requirements. The floor area of the proposed conversion / extension is 46.38m square, thus requiring a financial contribution of 46.38 x £250.00 = £10,147.50". A draft Unilateral Undertaking in this respect has been provided and as such subject to a final version being signed and submitted there is no objection to the proposal on affordable housing grounds.

### *Sustainable Design*

Both national and Local Development Plan Policy requires sustainable design. Policy 29 of the Local Development Plan expects all proposals for development to demonstrate an integrated approach to design and construction, whilst Policy 32 requires sustainable drainage systems for the disposal of surface water. The dwelling will be insulated to levels beyond the minimum Building Regulation requirements, and will benefit from passive solar heating. The green roof of the extension will reduce surface water run-off, which would run into a new soakaway to the south of the building. A water butt would also be provided. Low water use appliances will be installed in the building. A permeable surface is proposed to the car parking space. The proposal is therefore considered acceptable in terms of its sustainable design.

### *Highways and Public Rights of Way Matters*

Policies 52 and 53 of the Local Development Plan refer to the traffic impacts of proposed development. The proposal utilises the shared access track to gain access to the public highway, and shows one disabled space adjacent to the western elevation of the existing building. The application has been supported with a Transport Statement that states that the proposal will result in an estimated 4 to 8 private car movements per day, 2 to 4 pedestrian movements, 2 to 4 bicycle movements, and a maximum of one commercial movement per week to the site.

Responses from the publicity procedures have raised concern that the provision of the car parking space on the western elevation of the building will make it very difficult for farm machinery to use the existing track. The block plan shows the gap between the car parking space and the neighbouring farm building to the south to be a minimum of 5.5m. The Highways Authority at the County Council was consulted on the application and has raised no objection to the proposal. It is considered that suitable parking and turning is proposed for this one-bedroomed unit, and only one condition has been recommended: i.e. that the proposed car parking space should be constructed before the development is brought into use. Although the concerns of the neighbours are noted, the proposal meets the parking requirements for a dwelling of this size and providing the Public Right of Way remains passable at all times there

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is no objection on this ground. Issues relating to rights of access between the applicant and third parties would be civil matters and not material planning considerations.

The proposal also abuts two public rights of way, with them converging to the south of the existing building. The Authority's Public Rights of Way Section has been consulted and they have raised no objection to the proposed development subject to informatives being attached to any permission requiring that they are not obstructed, that the safety of users is ensured, and that they are not altered or damaged in any way.

### *The Water Environment and Drainage Matters*

Policy 32 of the Local Development Plan requires development to incorporate sustainable drainage systems for the disposal of water on site. The application proposes surface water drainage to new soakaway to the south of the site, with foul water going to an existing septic tank. No objections have been received from Natural Resources Wales or Welsh Water.

### *Neighbouring Amenity Matters*

Policy 30 of the Local Development Plan refers to amenity in a general sense seeking to avoid incompatible development and significant adverse impact upon the amenity enjoyed by neighbouring properties. An objection has been received that the proposal will overlook land not in the applicant's control. The closest residential property to the proposal is Dan-Y-Garn, which abuts the site to the north. The proposed extension would be closest to this house, and has been designed so as to have blank gable end facing it. This, plus the single storey nature of the proposal and the distances to Dan-Y-Garn and other residential properties in the area, means that it is not considered to have a significantly detrimental impact in terms of overlooking and overshadowing neighbours.

### *Landscaping Matters*

The site lies within a small grouping of houses (including holiday cottages), and farm buildings and their associated yards. The surrounding land is predominantly agricultural grazing, with grass and hedge banks dividing the fields. The existing outbuilding lies to the south of an enclosed area of garden on which there is currently located a mobile home. The application proposes the retention of the existing grass bank to the west of the site. To the east is a timber fence, which is an alien feature in the complex. If permission were to be recommended then a conditional requirement could be imposed to more sensitively landscape the site.

### *Archaeology Matters*

Policy 8 of the Local Development Plan seeks to protect the special qualities of the National Park, including amongst other things, the protection and enhancement where possible of the historic landscape. Policy 13 refers to the presence of Historic Landscapes as a designation on the Proposals Maps, and the supporting text of this Policy requires consultation with Dyfed Archaeological Trust where development occurs in these designations. At the

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time of writing the report no consultation response had been received from Dyfed Archaeology.

### *Protected Species Matters*

Policy 8 of the Local Development Plan seeks to protect the special qualities of the National Park, including amongst other things, the restoration and enhancement of the National Park's ecosystems. Policy 11 states that development that would disturb or otherwise harm protected species of their habitats will only be permitted where the effects can be acceptably minimised or mitigated. The current application was submitted with a protected species report. The report showed no evidence of bats using the existing building but at the time of writing this report no response had been received from the Ecological Advisor. Any comments received will be reported verbally at the meeting.

### *Ministry of Defence Site Safeguarding Matters*

The site lies within a constraint area requiring consultation with the Ministry of Defence in order to safeguard their sites and operations. Any comments received from the MOD will be reported at the meeting.

## **Conclusions**

It is therefore considered that the proposal does not accord with adopted policies in respect of the principle of allowing the building to be converted into full residential use and with regard to the impact of the extension on the host building and character of the area.

### ***Other Material Considerations***

Notwithstanding the above conclusions it is necessary to consider other material considerations relevant to this case. These fall into two categories:

- *Matters relating to accessibility*
- *The appeal decision*

### ***Matters relating to accessibility***

As discussed in the main body of the report above, it is not considered that the location of the building concerned complies with adopted policy on accessibility. This issue was recommended as a reason for refusal at the time of consideration of the previous application NP/13/542 but it was decided to not include this as a reason for refusal as set out in the history section above.

However, it is relevant that since the determination of that application further Supplementary Guidance on accessibility was adopted by the Authority in June 2013. This provides clear parameters for assessing such projects. In this instance, the application fails to meet the minimum thresholds for allowing full residential conversions, and the building does not have a heritage or conservation value sufficient to override these normally applied parameters.

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Furthermore, the policy on accessibility has now been tested on several occasions at appeal and has been upheld as a reason for refusal in the interests of promoting sustainable locations for residential use (the latest case being dismissed on 23<sup>rd</sup> December 2013 for a plot at Portclew and clearly referencing the SPG in its deliberations). These decisions clearly support the policy that has been adopted and it is not considered that there is any case to deviate from the recently adopted SPG.

### ***The Appeal Decision***

The appeal decision is also a material consideration in this case as it concluded that although there was no objection to the extension in terms of its impact on the host building, its setting or the wider National Park but there was an objection in terms of the principal of an extension at all in policy terms.

In considering the latter point, it is agreed that Policy 7 text does not make specific reference to extensions. However, it does not preclude it either and as the Local Development Plan Manual advises LDPs should not replicate national policy. The National Policy at the time of adopting the LDP (Planning Policy Wales Edition 3) clearly held references to extensions to conversion schemes and the test was that the extension should not result in unacceptable impacts upon the structure, form, character or setting of the building. References are made in the reasoned justification of the adopted Plan to Planning Policy Wales Edition 3, Chapter 7, advising that 'chapter 7 sets out detailed national planning development control considerations that need to be taken into account.' (paragraph 4.46 of the Local Development Plan). It was never the intent of the policy to not allow any changes to appropriate buildings for conversion and the Authority has allowed numerous extensions to such buildings since adopting the policy.

The version of PPW used at appeal (PPW Edition 5) omitted references to extensions creating an apparent void in local policy regarding the Authority's view on extensions, but this does not, in your officer's view, alter the Authority's approach to extensions. Policy 7(d) itself refers to the proposal not resulting in unacceptable impacts upon the structure, form, character or setting of the building and Policy 29 Sustainable Design also provides a context for considering the design principles for all proposals seeking planning permission.

Since the appeal decision was issued Technical Advice Note 23 Economic Development has been published by the Welsh Government in February 2014 referring specifically to those parts of PPW Edition 3 that the Authority relied upon.

Paragraph 3.2.1 of Technical Advice Note 23 refers to '...• if the buildings are in the open countryside, they are capable of conversion without major or complete reconstruction; • conversion does not result in unacceptable impacts upon the structure, form, character or setting where the building is of historic and / or architectural interest.'

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Paragraph 3.2.3 advises 'If the existing building is unsuitable for conversion without extensive alteration, rebuilding or extension, or if the creation of a residential curtilage would have a harmful effect on the character of the countryside, the same considerations relating to new house building in the open countryside will apply.'

Furthermore, TAN 6 provides guidance on the re-use and adaptation of rural buildings and whilst not expressly discussing extensions mentions the need to ensure that "Conversion proposals should respect the landscape and local building styles and materials...it may be appropriate in connection with any proposed structural changes to impose conditions to secure an improvement in the external appearance of the building". TAN 6 therefore clearly allows for structural changes to occur to such buildings.

Appeal decisions are not binding precedents on either your officers or Inspectors in any future appeals. While the appeal decision in this case upheld the refusal of permission your officers' consider that the Inspector's reasoning on the question of extensions to conversions is clearly open to challenge and the Authority has reasonable grounds for maintaining a contrary view of the policy position.

Turning to the impacts of the extensions on the host building, and its setting, the conclusions of your officers are set out above. However, it is material that the Inspector took a contrary view and reached clear conclusions on the subservience and lightweight nature of the extension to the main building, the lower ridge height and the lack of visibility of the grass roof. He also gives clear reasoning for not considering that the proposal would have any adverse impact on the special qualities of the area or National Park and that this would ensure a practical use of the outbuilding. In this respect, it is considered that the conclusions on the extension are material to the determination of this application and, notwithstanding your officer's views, are persuasive in justifying that the proposals are acceptable on design and visual impact grounds. Should members consider that the present proposal should fail on design grounds, the firmness of the Inspector's reasoning in relation to the identical earlier application raises a clear risk that that an award of costs would be given against the Authority in respect of pursuing such a ground of refusal at any appeal..

The Inspector did not consider the accessibility issue as this was not raised as a reason for refusal for the reasons set out in the above report. However, as considered above, it is considered that there has been a material change in circumstances since the determination of the last application that requires this particular issue to be re-considered.

### **Overall Conclusion**

The application proposes the conversion and extension of a small outbuilding into a one-bedroomed open market dwelling. The proposal has been carefully considered against the relevant national and local development plan policies. The following conclusions can be made:

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- The application fails to meet adopted policies in respect of the principle of allowing the building to be converted into full residential use (due to its size and accessibility) and with regard to the impact of the extension on the host building and character of the area.
- With regard to other material considerations it is considered that the appeal decision clearly supported the form and nature of the extensions proposed and that these were not found to cause adverse harm to the host building, character of the area or wider National Park.
- Whilst the appeal was dismissed on policy grounds, it is considered that this conclusion was based on a lack of understanding of the context in which the policy was written and since that time national planning policy has been updated to reinstate references to extensions. Nevertheless the conclusions reached by the Inspector on the appropriateness of the extension were justified and evidenced.
- Notwithstanding this position, there remains concern regarding the accessibility of this building and its compliance with adopted policy, and with SPG that has been adopted since the previous decision and appeal hearing. The accessibility policy and SPG has been considered at appeal and has been sustained as a reason for refusal and in line with the Welsh Government's commitment to sustainable development. It is considered that the adopted SPG is a material change that needs to be taken into account.

The application is therefore recommended for refusal on the grounds of the limited accessibility of this open market dwelling and as such the proposal is contrary to Policy 7 of the Local Development Plan.

### **Recommendation**

That the application be refused for the following reason:

1. Policy 7 of the Pembrokeshire Coast National Park Local Development Plan states that the conversion of appropriate buildings to a range of uses should prioritise affordable housing in residential conversions: accessibility to the Centres will be an important consideration. There is insufficient public transport provision to provide an alternative to the private car for the proposed open market dwelling. This lack of accessibility and the resulting reliance on the private car means that the proposal is contrary to adopted development plan policy.



## Penderfyniad ar yr Apêl

Gwrandawriad a gynhaliwyd ar 12/06/13  
Ymweliad â safle a wnaed ar 11/06/13

gan **Tim Belcher FCII, LLB (Hons),  
Cyfreithiwr (Nad yw'n Ymarfer)**

Arolygydd a benodir gan Weinidogion Cymru

Dyddiad: **02/07/13**

## Appeal Decision

Hearing held on 12/06/13  
Site visit made on 11/06/13

by **Tim Belcher FCII, LLB (Hons),  
Solicitor (Non-Practising)**

an Inspector appointed by the Welsh Ministers

Date: **02/07/13**

**Appeal Ref: APP/L9503/A/13/2192095**

**Site address: Dan-y-Garn, Treleider, Rhodiad, St. David's, SA62 6PL**

**The Welsh Ministers have transferred the authority to decide this appeal to me as the appointed Inspector.**

- The appeal is made under Section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is made by Mr Robert Cumine against the decision of Pembrokeshire Coast National Park Authority (the NPA).
- The application Ref NP/12/0542, dated 29 October 2012, was refused by notice dated 28 January 2013.
- The development proposed is the conversion and single-storey extension to a vacant agricultural building to create a one bedroom dwelling.

### Procedural Matters

1. I viewed the dwelling-house at Ffynnon Faiddog, Whitesands, St. David's along with the representatives of the appellant and the NPA. Ffynnon Faiddog falls within the same Landscape Character Assessment area as the appeal site.

### Relevant Background Information

2. Dan-y-Garn is an unencumbered dwelling-house which is currently used as holiday accommodation mainly during the summer months.
3. There is an unoccupied mobile home sited between Dan-y-Garn and the former agricultural outbuilding that is proposed for conversion (the historic outbuilding). The mobile home does not have the benefit of planning permission or a Certificate of Lawful Use. I was advised that it had been on site for about 20 years and had been used as overflow residential accommodation in connection with the residential use of Dan-y-Garn.
4. There is no objection by the NPA to the proposed conversion and resulting alterations to the historic outbuilding.

### Main Issues

5. I consider the main issues in this case are:
  - a) whether there is a policy objection in principle to the proposed extension, and
  - b) the effect of the proposed extension on the character and appearance of the historic outbuilding and its surroundings including the National Park.

## Reasons

### Policy

6. The development plan for the area includes Policies 7, 8, 15 and 45 of the Pembrokeshire Coast National Park Local Development Plan (the LDP). I have also been referred, amongst other things, to the Supplementary Planning Guidance entitled "Landscape Character Assessment" (the SPG).
7. The appeal site is outside the centres identified in the LDP.

### The Landscape Area

8. The appeal site is within the area identified in the SPG as St. David's Headland. The SPG explains that this landscape area is:
  - a) Gently undulating farmland with an open character.
  - b) Appears to be in a constant state of mixed agricultural land use of both arable and livestock farming.
  - c) Some of the farm units have recent agricultural buildings which are incongruous within this landscape. There are also traditional vernacular farm buildings.
  - d) The special qualities of the area include its peaceful open rural environment. There is a wealth of historical features.

### Issue a) - Is there a policy objection in principle to the proposed extension

9. Policy 7 of the LDP explains that outside the centres identified in the LDP development will only be permitted if it complies with one of a limited number of exceptions specified in the Policy. The only relevant exception in this case is (d) which explains that development which constitutes the conversion of an appropriate building<sup>1</sup> to a range of uses with affordable housing being given priority in residential conversions.
10. There is no provision in this Policy to enable an extension to be built to facilitate the conversion of a building to another use. The appellant was of the view that despite the silence on this issue there was a recognition by the NPA which allowed extensions in connection with conversions. I specifically asked the appellant's agent where the policy justification was for that assertion – he was unable to help me with that. The NPA Officer attending the Hearing agreed that there was no LDP policy allowing extensions to facilitate conversions.
11. The appellant referred me to several examples<sup>2</sup> of conversions allowed by the NPA and I was also referred, amongst other things, to the development at Ffynnon Faiddog. The NPA Officer explained:
  - a) That the example of development at Roch Castle (a Grade 1 listed building) was not directly comparable with this appeal proposal and I agree with that.
  - b) That the other examples referred to by the appellant had probably been allowed pursuant to the former development plan which allowed for extensions when conversions were proposed.

<sup>1</sup> The NPA confirmed that there is no definition of "appropriate building" in the LDP.

<sup>2</sup> See Photos 1-4.



12. I therefore conclude, for the reasons explained above, that the proposed extension which is required to facilitate the residential conversion of the historic outbuilding is contrary to the LDP. Therefore, there is an objection in principle to the proposal.
13. The appellant explained whilst I was at Ffynnon Faiddog the various extensions to that property which had been allowed since the adoption of the LDP. I was advised that the original building (a stone agricultural outbuilding) had been extended on three occasions and the floor space created by these extensions is about twice the original floor space. I was advised by the NPA Officer attending the Hearing that these may have been cases where Members had overturned Officers' recommendations. I was not provided with copies of the permissions or any other background information which may have explained why the permissions were granted despite the policy objection identified above.
14. One of the permissions was granted on appeal<sup>3</sup> on 1 June 2012. That appeal was dealt with by written representations and there is no reasoning set out within the Appeal Decision to explain whether the conflict with Policy 7 (as identified above) was a matter that was argued before that Inspector. On the basis of the information that is before me I am unwilling to accept that the development at Ffynnon Faiddog is a factor that outweighs my conclusion on this issue.

Issue b) – Character and appearance

15. The historic outbuilding proposed for conversion is a former agricultural outbuilding. The historic outbuilding and the remainder of the appeal site currently form part of the residential curtilage of Dan-y-Garn.
16. The proposed extension would provide a utility room and cycle store together with living accommodation. The extension would be joined to the historic outbuilding via a glazed link. Within the historic outbuilding there would be a bedroom and separate shower & WC.
17. There are public footpaths which pass close to the appeal site.
18. The only parts of the extension that would be seen from the public footpaths would be:
  - a) the rear of the glazed link,
  - b) the upper part of the front of the glazed link,
  - c) the upper part of the glazed frontage to the extension,
  - d) the vertical timber cladding on the rear of the extension,
  - e) part of the vertical timber cladding on the front elevation of the extension, and
  - f) parts of the sedum or grass roof.
19. The extension and glazed link would have a footprint slightly larger than the footprint of the historic outbuilding and the volume would be slightly less.
20. Policy 15 of the LDP explains that development will not be permitted where this would adversely affect the qualities and special character of the National Park by causing

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<sup>3</sup> APP/L9503/A/12/2170030

significant visual intrusion, or failing to harmonise with, or enhance the landform and landscape character of the National Park or losing or failing to incorporate important traditional features.

21. I am satisfied that the extension and glazed link have been designed in such a way that they would, in visual terms appear to be subservient to the historic outbuilding and the dwelling-house at Dan-y-Garn. This is achieved by:
- a) The appearance of the extension, due to the extensive use of glazing/timber cladding, would result in it having a lightweight construction especially when compared with the heavy weight construction of the stone historic outbuilding and the much larger two-storey dwelling-house at Dan-y-Garn.
  - b) The extension would be significantly lower than the ridge heights of the historic outbuilding and Dan-y-Garn.
  - c) I know that the other buildings at Treleider do not have grass roofs but due to the design I do not consider that the grass roof would be highly visible when viewed from the public rights of way.

Accordingly, I do not consider that the proposal would result in significant visual intrusion.

22. The character of the very small settlement at Treleider is of a few residential buildings with a scattering of traditional outbuildings (some now converted to residential uses) and some modern agricultural buildings. The timber cladding proposed to be used on the exterior of most of the extension would reflect the vertical timbers used on some of the nearby modern agricultural buildings. I am aware that the extensive use of glazing would result in the introduction of a material that is not used within the existing buildings at Treleider (other than windows). However, much of the glazing on the front of the extension would be screened from public view. When it was seen it would not, in my opinion, appear unacceptable as it would be seen in the context of an ancillary building within the curtilage of the large dwelling-house at Dan-y-Garn. Accordingly, whilst I consider that the glazed link and the glazing within the extension would not reflect the existing character of buildings at Treleider I do not consider it would result in any unacceptable harm. Overall the proposal would appear as an ancillary residential building that was subservient to, and within the curtilage of, the main dwelling at Dan-y-Garn.
23. The proposal would not result in the loss of any important traditional features. Further, I do not consider that the design of the extension or the glazed link or the materials proposed to be used would result in a failure to incorporate important traditional features.
24. The LDP explains that the special qualities of the National Park will be protected and enhanced. The priorities identified in this case by the NPA are the protection and enhancement of the pattern and diversity of the landscape and the historic environment.
25. I have no doubt that the detailed attention that has been paid to the design of the extension and for other reasons explained above that the proposed extension would not harm the landscape or historic environment of the National Park. Further, the proposal would ensure that the historic outbuilding regained a practical use and as a result it would be protected and enhanced.

26. I therefore conclude, for the reasons explained above, that the proposal would not materially harm the character or appearance of the historic outbuilding or its surroundings including the wider National Park. Accordingly, there would be no conflict with the relevant parts of the LDP.

### **Overall Conclusions**

27. I have explained above that I find no material harm arising from the proposal in respect of the impact of the proposal on the character or appearance of the immediate surroundings or the National Park generally. However, the determining issue is the conflict with the LDP relating to the principle of extensions in situations such as that proposed in this case.

28. For the reasons given above I conclude that the appeal should be dismissed.

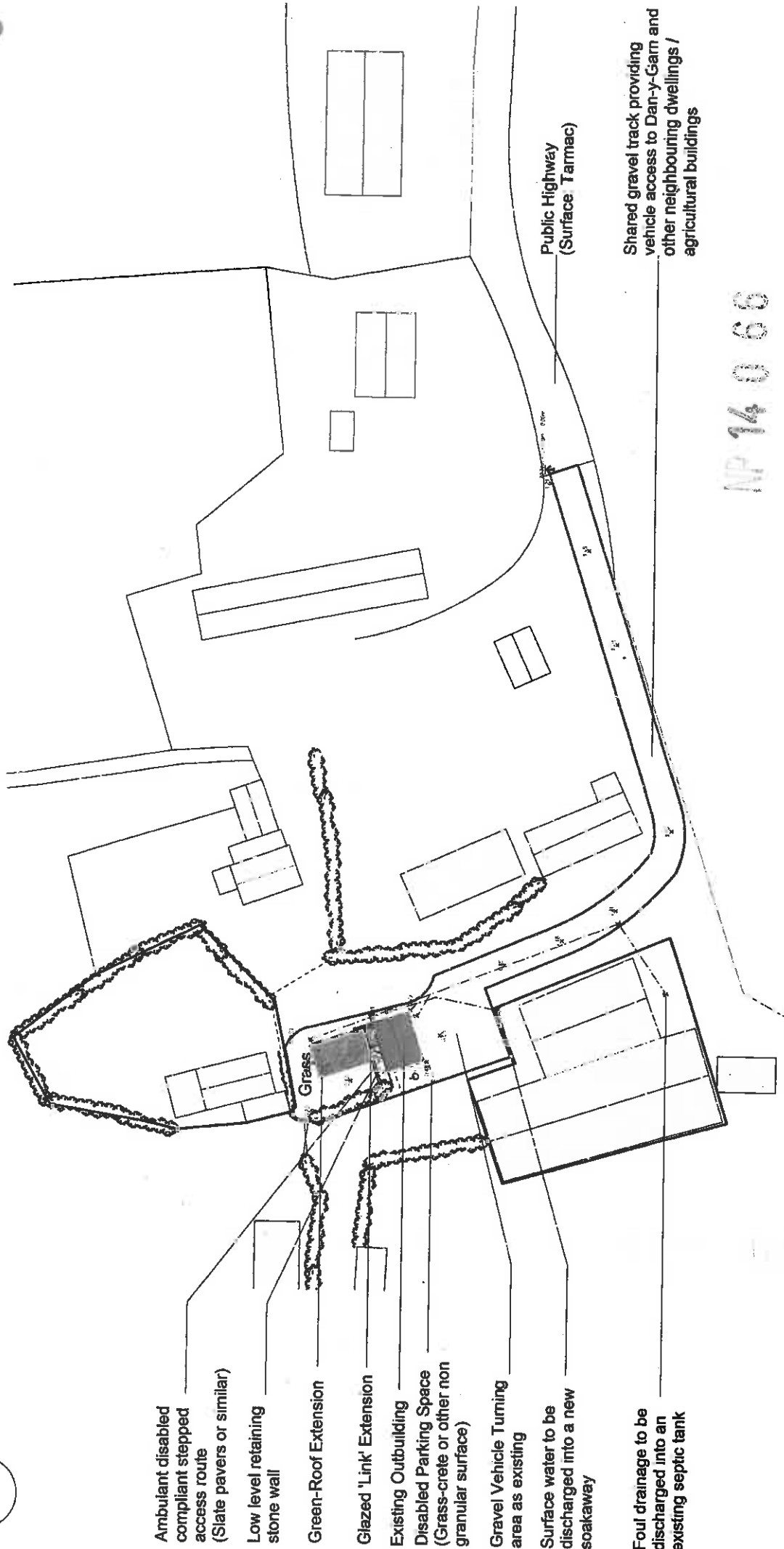
### **Decision**

29. The appeal is dismissed.

*Tim Belcher*

**Inspector**

North



NP 14 0 66

Heights shown in red indicate existing levels

ckplanning

Chris Kimpston  
BA(HONS) MRTPP

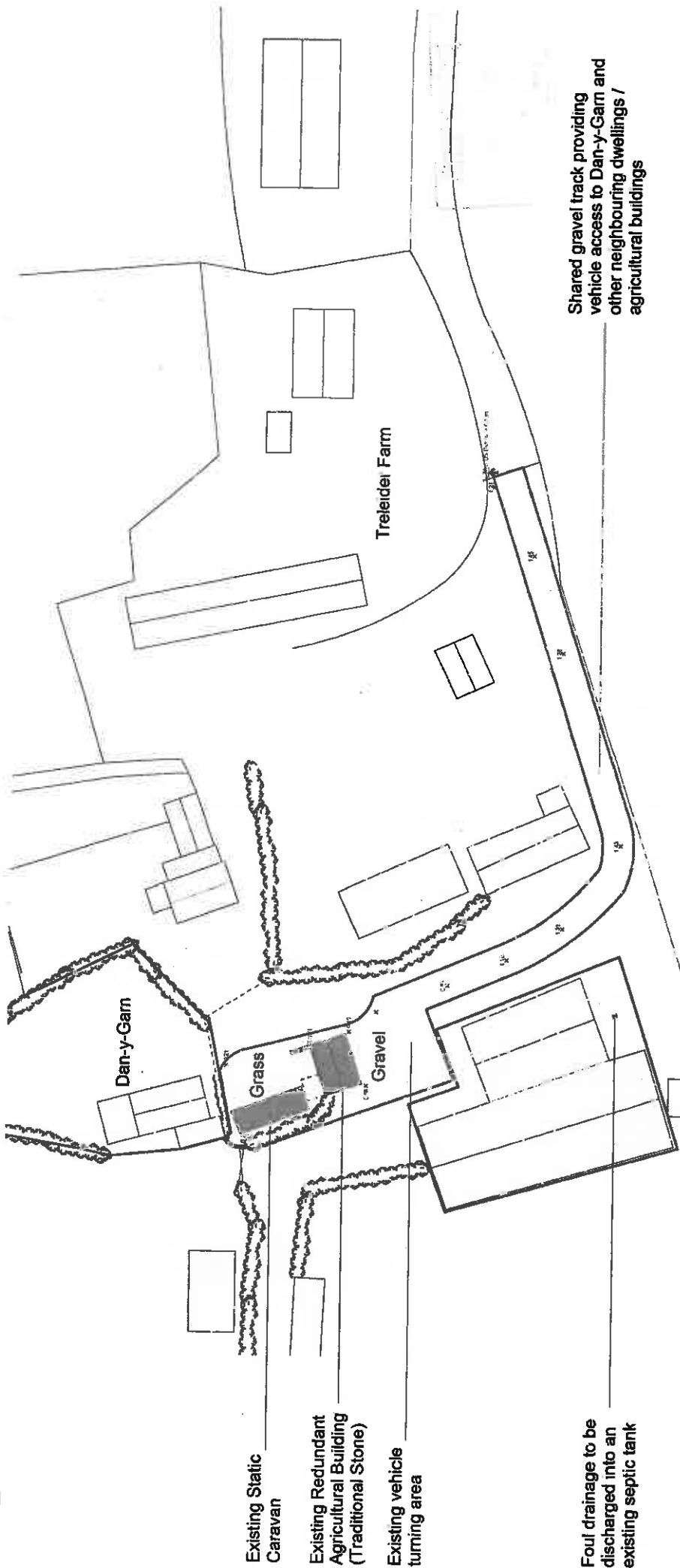
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Town Planner

Item 6b

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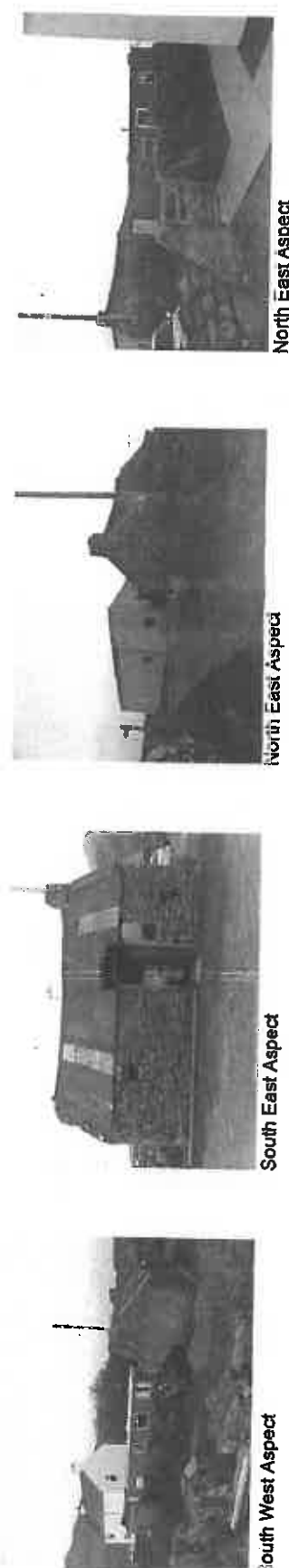
Mr Robert Clunne  
Proposed Conversion and  
Single Storey Extension  
to Redoubt Agricultural  
Building (Traditional Stone) to  
Create One-Bedroom Dwelling  
Proposed Site Plan

Scale: 1:500 Date: April 13



Shared gravel track providing vehicle access to Dan-y-Garn and other neighbouring dwellings / agricultural buildings

AP 14 0 86



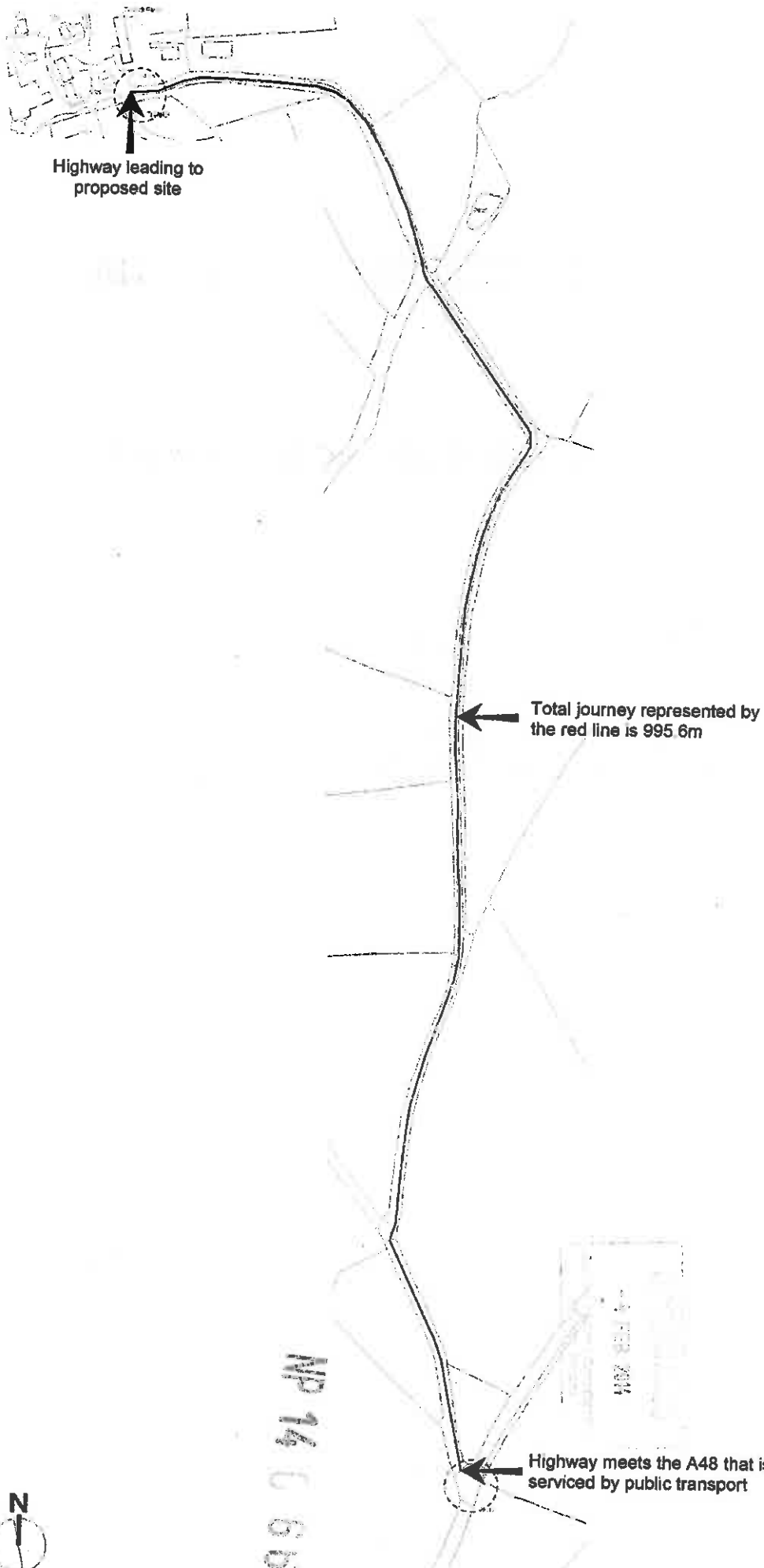
**ckplanning**  
 Chris Kimpton  
 BA(HONS) MRTPI

**Chartered**  
 Town Planner

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Mr Robert Cumine  
 Proposed Conversion and  
 Single Storey Extension  
 to Redundant Agricultural  
 Building (Traditional Stone) to  
 Create One-Bedroom Dwelling  
 Existing Site Plan

1:500 17th April 12



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 BA(HONS) MRTPI

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 Town Planner

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Scale 1:2500 Drawn By: RC Date: Oct 12

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 BA(HONS) MRTPI

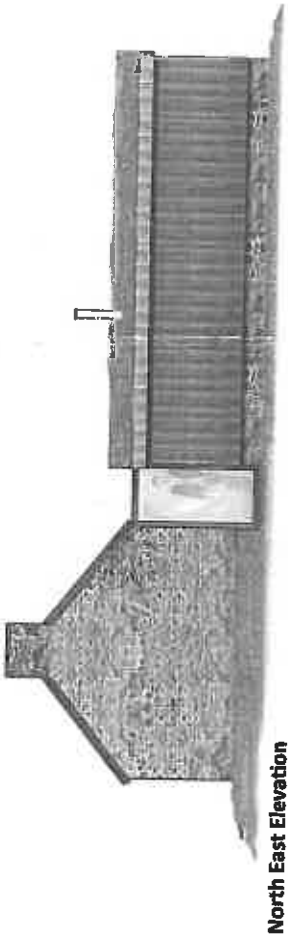
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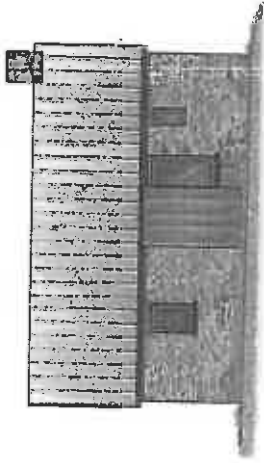
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## Proposed Elevations



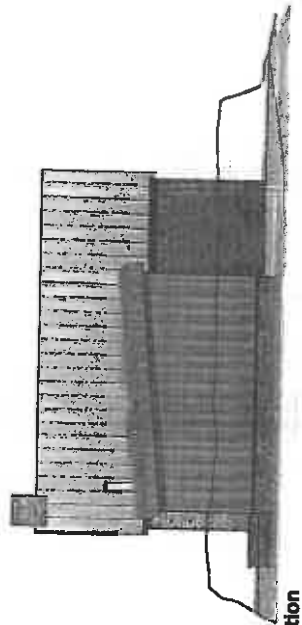
North East Elevation



South East Elevation



South West Elevation



North West Elevation

## Proposed Materials and External Finishes

The proposed extension is designed to be subservient in terms of scale and mass to the original outbuilding. This design objective ensures the existing approaching vista of the building is not affected as a result of the scheme

**Vertical Timber boarding** reflects the character of the surrounding agricultural barns adjacent to the site and also provides a material juxtaposition to the heavy weight stone construction of the original outbuilding

**Lightweight Glazed 'Link'** designed to express a clear distinction between the original outbuilding and the modern extension

**Metal Standing Seam Roof** provides a contemporary yet sympathetic alternative to the existing traditional agricultural corrugated roof

**Sliding timber shutter** provides additional privacy for the dwelling's bedroom, whilst emulating the character of the original stable door opening

Stone outbuilding to be re-pointed with a lime mortar

The contemporary extension takes advantage of being able to incorporate a glazed south facing wall to maximise passive solar gain as part of the energy efficiency strategy

## Private Courtyard Garden

- Green Biodiversity Roof** incorporated to:
- mimic the natural surrounding landscape
  - increase the biodiversity of the site by planting appropriate native plant species
  - reduce surface water run-off
  - provide a contemporary juxtaposition to the metal standing seam roof of the original building

AP 14 0 68

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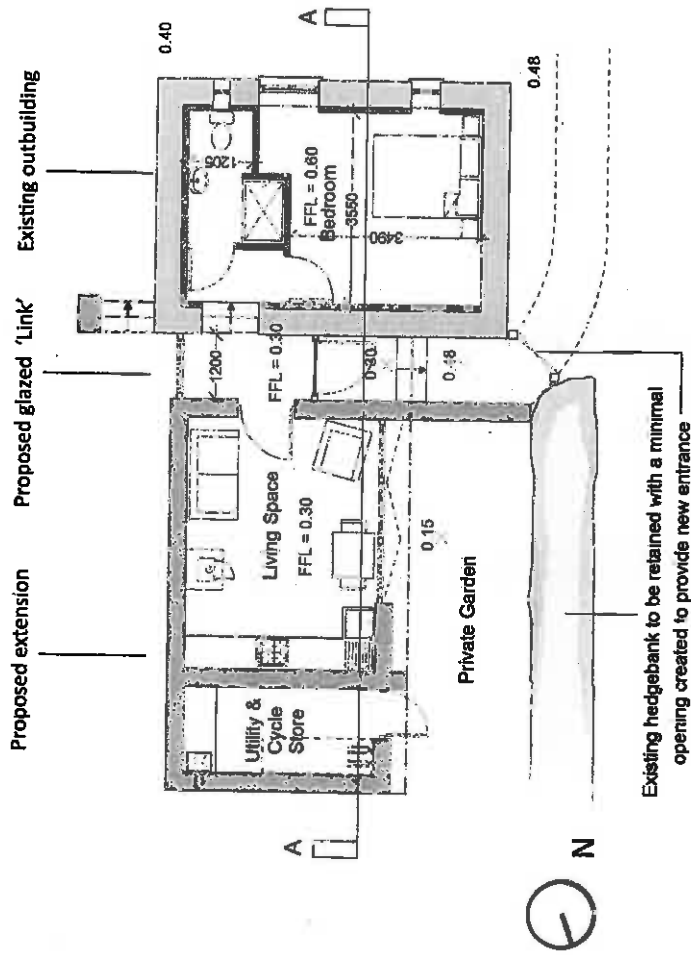
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**Chris Kimpson**  
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 Chartered  
 Town Planner

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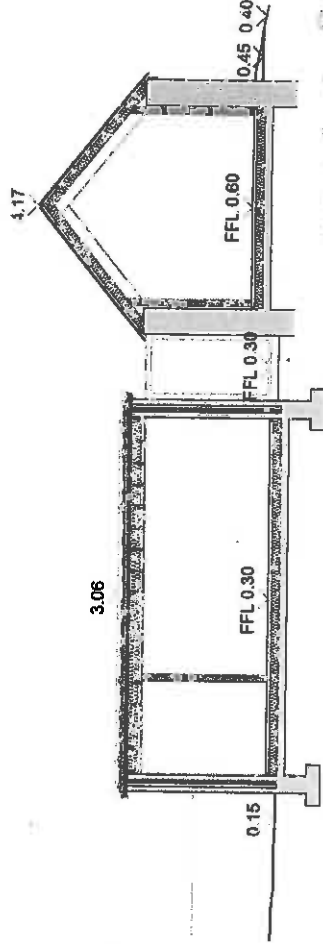
I hereby declare that the information provided in this document is true and correct to the best of my knowledge and belief.  
 I am a member of the Royal Institution of Chartered Surveyors (RICS) and the Institution of Planning (IP).  
 I am a member of the Institution of Professional Planners (IP).  
 I am a member of the Institution of Planning (IP).  
 I am a member of the Institution of Planning (IP).

Mr Robert Cumliffe  
 Proposed Conversion and Single  
 Storey Extension  
 to Redwood Agricultural Building  
 (Traditional Stone) to  
 Create One-Bedroom Dwelling  
 Proposed Elevations

**Proposed Floor Plan**



**Proposed Section A-A**



AP 14 0 66

**Design Stage Energy Efficiency Statement**

Energy efficiency is a core design principle for the proposed new dwelling. By considering energy efficiency at the early stages of the project enables a holistic energy strategy to be incorporated. The design adopts the 'Energy hierarchy' strategy that promotes efficiency through excellent levels of insulation and air-tightness to achieve a building envelope that performs beyond minimum thermal standards. By incorporating these passive thermal measures reduces the dwelling's dependence on fossil fuel intensive energy sources, and ensures any future renewable energy installations work at their optimum efficiency.

In addition to the above, the design considers orientation and internal spatial planning in relation to the building's environmental and climatic context. Openings and glazed areas have been designed to maximise passive solar gain and reduce infiltration from the prevailing wind.

**Plan Key:**

Existing wall construction

New wall construction

Heights shown in red indicate existing levels

**ckplanning**  
**Chris Kimpston**  
 BA(HONS) MRTP

Chartered  
 Town Planner

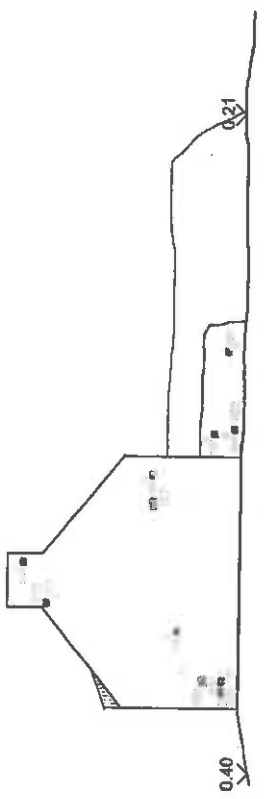
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Mr Robert Cumine  
 Proposed Conversion and Single Storey Extension to Redundant Agricultural Building (Traditional Stone) to Create One-Bedroom Dwelling  
 Proposed Floor Plan & Sections

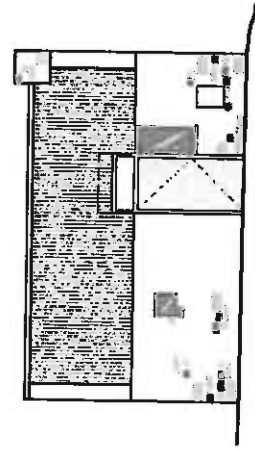
10th April 2016



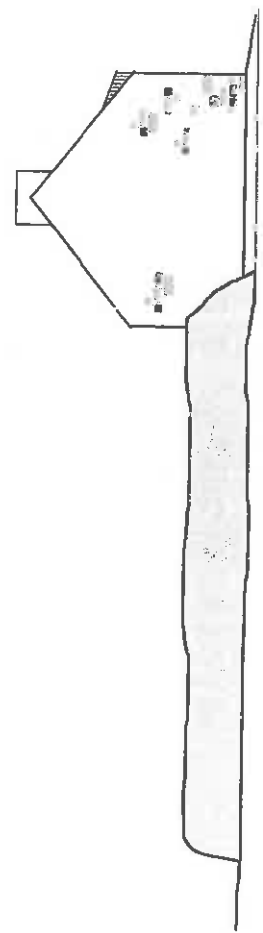
Existing Elevations



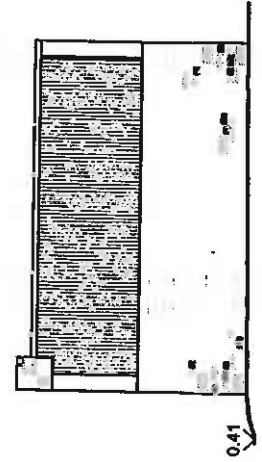
North East Elevation



South East Elevation

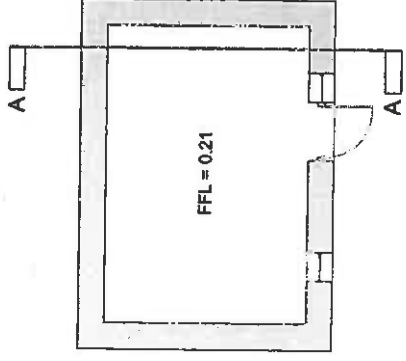


South West Elevation

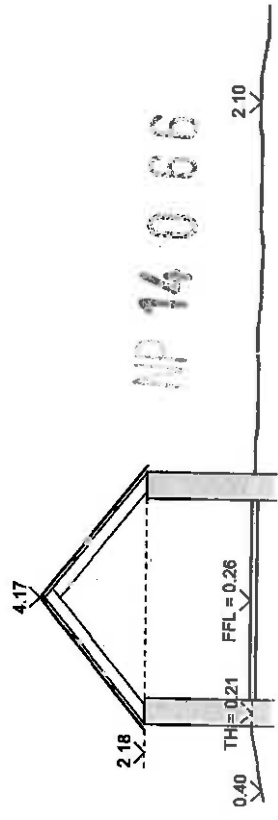


North West Elevation

Existing Floor Plan



Existing Section A-A



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 0789 814 9152  
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 9C  
 April 12  
 Mr Robert Cummins  
 Project Consultant and  
 Single Storey Extension  
 to Redwood Appraisal  
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