

Item 5 - Report on Planning Applications

Application Ref: NP/16/0555/FUL

Case Officer	Andrew Richards		
Applicant	Mrs L Parkes		
Agent	Mr A Vaughan-Harries, Hayston Development & Planning		
Proposal	Change of use of land and siting of shepherds hut for seasonal holiday accommodation together with associated washroom and boardwalk (Partly retrospective)		
Site Location	Land to the rear of Isfryn, Pontyglasier, Crymych, Pembrokeshire, SA41 3SA		
Grid Ref	SN13943645		
Date Valid	01-Nov-2016	Target Date	26-Dec-2016

This application is reported to the Development Management Committee due to a request from a member of the Authority.

Consultee Response

PCNPA Park Direction: The proposal is contrary to adopted Local Development Plan Policy

Eglwysrwrw Community Council: No response received

Natural Resources Wales: No objection

PCNPA Tree and Landscape Officer: Conditional consent

PCNPA Access Manager: No objection

PCC Transportation and Environment: No objection

PCC Pollution Control: No objection in principle, subject to further information required to enable a full consideration of the proposed application and its waste disposal

PCC Drainage Engineers: No response received

PCC Planning Ecologist: No response received

Dwr Cymru Welsh Water: No response received

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. No responses have been received.

Policies considered

Please note that these policies can be viewed on the Policies page of 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 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 34 - Flooding and Coastal Inundation
 LDP Policy 35 - Visitor Economy
 LDP Policy 37 - Self-Catering Development
 LDP Policy 38 - Camping, Touring Caravans, Statics and Chalet Sites
 LDP Policy 53 - Impacts on traffic
 PPW8 Chapter 03 - Making and Enforcing Planning Decisions
 PPW8 Chapter 04 - Planning for Sustainability
 PPW8 Chapter 05 - Conserving and Improving Natural Heritage and the Coast
 PPW8 Chapter 07 - Economic Development
 PPW8 Chapter 08 - Transport
 PPW8 Chapter 11 - Tourism, Sport and Recreation
 PPW8 Chapter 12 - Infrastructure and Services
 PPW8 Chapter 13 - Minimising and Managing Environmental Risks and Pollution
 SPG05 - Sustainable Design
 SPG06 - Landscape
 SPG12 - Parking
 SPG23 - Enabling Sustainable Development in Welsh NPAs
 TAN 05 - Nature Conservation and Planning
 TAN 06 - Planning for Sustainable Rural Communities
 TAN 12 - Design
 TAN 13 - Tourism
 TAN 15 - Development and Flood Risk
 TAN 18 - Transport
 TAN 23 - Economic Development

Constraints

Technical Advice Note 15
 LDP Mineral Safeguard
 Safeguarding Zone
 Rights of Way Inland - within 50m
 Hazardous Zones
 Potential for surface water flooding
 Recreation Character Areas
 Landscape Character Assessment

Officer's Appraisal

Background and History

The application site forms part of the existing residential property known as Isfryn, and also a paddock to the rear of the property. The site is located at Pontyglasier which is a small cluster of dwellings centred on a river crossing and includes a chapel. The host property Isfryn lies to the north of Penddol and the C class road which runs through Pontyglasier from Crymych and Crosswell.

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Isfryn is a large detached dwelling set within spacious grounds in a wooded valley. The dwelling has a large gravelled area to the rear which provides parking and also accommodates a stable structure.

Further beyond the residential curtilage is a grassed paddock area leading onto the existing unauthorised shepherds hut, wash room and boardwalk which is currently located in proximity to the stream. This site is within the C2 flood zone, hence the requirement for relocation.

The proposed site is located further into the countryside to the west; some 40 metres away from the existing siting, 130 metres northwest of the host property and located within a field which is elevated several metres in relation to the existing siting of the structures.

The following previous applications have been identified for the site:

- NP/06/162 – Replace porch – Approved 30.05.2006
- NP/06/615 – Alterations and extensions – Approved 17.04.2007

Current Proposal

Planning approval is sought for the change of use of agricultural land to site a shepherds hut for seasonal holiday accommodation together with associated washroom and boardwalk (Partly retrospective). The shepherd's hut and associated washroom and boardwalk are currently located on a lower section of land adjacent to the stream which runs alongside the property.

It is noted that these works have been completed since June 2015 but do not have planning consent. The current proposal seeks to retain the structures but relocate them to the new elevated site to the west.

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
- Amenity and Privacy
- Highway Safety and Access
- Landscaping
- Biodiversity
- Land Drainage, Waste and Flooding
- Other Material Considerations

Policy and Principle of Development

The proposal seeks approval for a new holiday let use in an open countryside location. The proposal lies outside the existing residential curtilage of Isfryn. In order to establish whether the principle of the above proposed development is acceptable, the following LDP policies are relevant:

- Policy 35 – Visitor Economy
- Policy 38 – Camping, Touring Caravans, Statics and Chalet Sites

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The proposed shepherds hut is considered to fall under the statutory definition of a caravan for planning purposes as a structure designed or adapted for human habitation which is capable of being moved from one place to another. The associated structures do not fall under this classification and would require planning permission in their own right:

LDP policies 35 and 38 state that additional camping, caravanning or chalet pitches will not be permitted, but change over to other forms of self-catering for existing sites within centres, will be permitted. The policy is specific in limiting self-catering accommodation on brownfield sites within Centres or through the conversion of appropriate buildings in the countryside.

The current proposal is therefore considered to conflict in principle with the above LDP policies.

The submitted application refers to statements within national policy that support the provision of tourism related development within rural areas and businesses within the rural economy.

However, the particular use proposed is one which, in the local context of the Pembrokeshire Coast National Park, is not considered appropriate under local planning policy. The LDP provides flexibility for updating existing sites within the centres to adapt to new trends in tourist accommodation demand. It also allows for other forms of tourist related development in appropriate locations within the centres or where a countryside location is considered essential.

Small tourism accommodation ventures can also benefit from permitted development rights becoming "Certificated sites" through various recognised caravanning and camping organisations.

It is also material to mention that LDP policy 38 refers in paragraph 4.168 by way of justification of the policy to the fact that the majority of caravan and camping sites in the County are concentrated in the National Park, which occupies only 37% of the total land area of the County.

Accordingly, the proposal is contrary to policy 38 of the Local Development Plan, and cannot be supported, unless there were very strong material considerations that outweighed the conflict with LDP policies 35 and 38.

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

The site is located within the National Park and also close to the boundary to the Landscape Character Assessment Area 27 – Mynydd Preseli.

Policy 8 of the LDP refers to the National Park's commitment to preserving and wherever possible enhancing the special qualities of the Pembrokeshire Coast National Park. Policy 15 sets out that development will not be permitted where this would adversely affect the qualities and special character of the Pembrokeshire Coast National Park by:

- a) causing significant visual intrusion; and/or,
- b) being insensitively and unsympathetically sited within the landscape; and/or
- c) introducing or intensifying a use which is incompatible with its location; and/or

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- d) failing to harmonise with, or enhance the landform and landscape character of the National Park; and/or
- e) losing or failing to incorporate important traditional features.

Whilst there is little visual intrusion to the wider landscape from the proposed development the proposal would result in the extension of the built form extending into the surrounding countryside to the rear of the residential dwelling which would result in the development being insensitively and unsympathetically sited within the landscape, which also fails to harmonise with or enhance the landform and landscape character of the National Park.

Amenity and Privacy

The existing and proposed sites are located approximately 120metres and 130metres respectively from the rear of the host dwelling and approximately 170metres away from the nearest neighbouring property at Dolgoed. Based on the nature of the proposal and the respective distances away from existing development it is not considered that in this instance the proposal will have an adverse impact on the amenity and privacy of surrounding properties.

Highway Safety and Access

Access to the site is via the adjacent C class road and shares the main access into Isfryn, with the proposal incorporating a shared parking area to the rear of the residential curtilage. The holiday accommodation pedestrian access leads onto a winding gravel track from the parking area to the existing site located immediately adjacent to the stream. The current proposal seeks to extend this path into the adjacent field to serve the new location. The winding path passes through a tree lined paddock and onto a raised board walk which provides access directly into the shepherds' hut and associated washroom.

The proposal is not considered to affect the nearby inland right of way. Pembrokeshire County Council Transportation and Environment section considers that the existing access and parking areas are suitable to support the holiday let. As such, no objections are raised in relation to highway safety or access.

Landscaping

The proposed site is flanked on two sides by mature landscaped hedge banks to the south and west. The relocation of the structures will include an extension to the access path but also the mains water supply and electricity which extends from Isfryn and the associated stable block up to the site. The extended footpath, services and landscaping will need to be carefully considered in relation to any excavations in close proximity to trees and also Himalayan Balsam which is present within the immediate area.

At this present time no information has been submitted in the form of an implementation method for the extended footpath and other services required which may also include foul drainage facilities to serve the accommodation. In addition, no details of any proposed landscaping have been submitted. As such, further information would be required to be submitted, and this could be

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secured via planning conditions to cover these aspects if the application was to be approved.

Biodiversity

PPW, TAN5 and LDP policy 11 requires biodiversity and landscape considerations to be taken into account in determining individual applications. The presence of a species protected under UK or European legislation is a material consideration when dealing with applications that are likely to result in disturbance or harm to the species or its habitat.

The proposal will include external lighting and the application indicates that such lighting will be directed away from field boundaries and vegetation and use low level, low wattage lighting. No details of the proposed lighting have been provided with the application but drawing 6 indicate location of lighting related to the extended footpath and new siting of the structures.

An ecological walkover and appraisal report has been submitted in support of the application and the planning ecologist has been consulted but no response has been received at the time of this report. As such, a further verbal report will be given at the committee meeting on any consultation response received in relation to the impact on biodiversity and external lighting.

Land Drainage, Waste and Flooding

The application states that a compost toilet is currently provided and any waste arising from this is spread around trees on the small holding as and when required and this will continue at the new site. The application also states that all surface water drainage will be directed to soakaways, with grey water from the shepherds' hut and washroom directed to a sealed treatment unit. No details of these existing or proposed waste features have been submitted in support of the application and officers have requested this information from the agent. The agent has confirmed that this information will be provided in due course and officers will report the information based on any response received at the committee meeting.

No response has been received from Pembrokeshire County Council Drainage Engineers section at the time of this report. As such, a further verbal report will be given at the committee meeting on any consultation response received.

A flood risk map has been submitted with the application which confirms that the existing siting of the structures falls within the C2 zone and also confirms that the proposed siting will not fall within the flood zone. Natural Resources Wales has no objection to the current proposal.

Pembrokeshire County Pollution Control have indicated that whilst there is no objection in principle to the current application, additional information is required for further consideration in the form of full details of the existing and proposed sewerage and waste water disposal methods for the shepherds' hut and associated washroom facilities. No details have been provided at the time of the report in this respect and a further verbal report will be given at the committee meeting on any details that are received.

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Other Material Considerations

The “Pembrokeshire Destination Management Plan 2013-18” does include reference to the need to increase profitability and to attract more visitors, especially at times when there is capacity. To achieve this, the document lists a number of aims including protection of the environment; new products to attract new markets and keep pace with visitor expectations and protecting the environment – which is the reason that people come to the area. In support of creating a year-round visitor economy the Plan aims to improve the availability of good quality serviced accommodation; support continual upgrading of self-catering accommodation and upgrading of camping and caravanning accommodation. It does not seek to increase the number of accommodation providers. This supports the policy position of the LDP.

The application also includes a financial report to support the proposal and provide information to confirm that the proposal is financially viable. Officers consider that whilst this information confirms the viability of the scheme in financial terms and confirms that this enterprise can provide an income for the applicant’s family this does not outweigh the policy concerns raised on the principle of the proposal as set out in the above report.

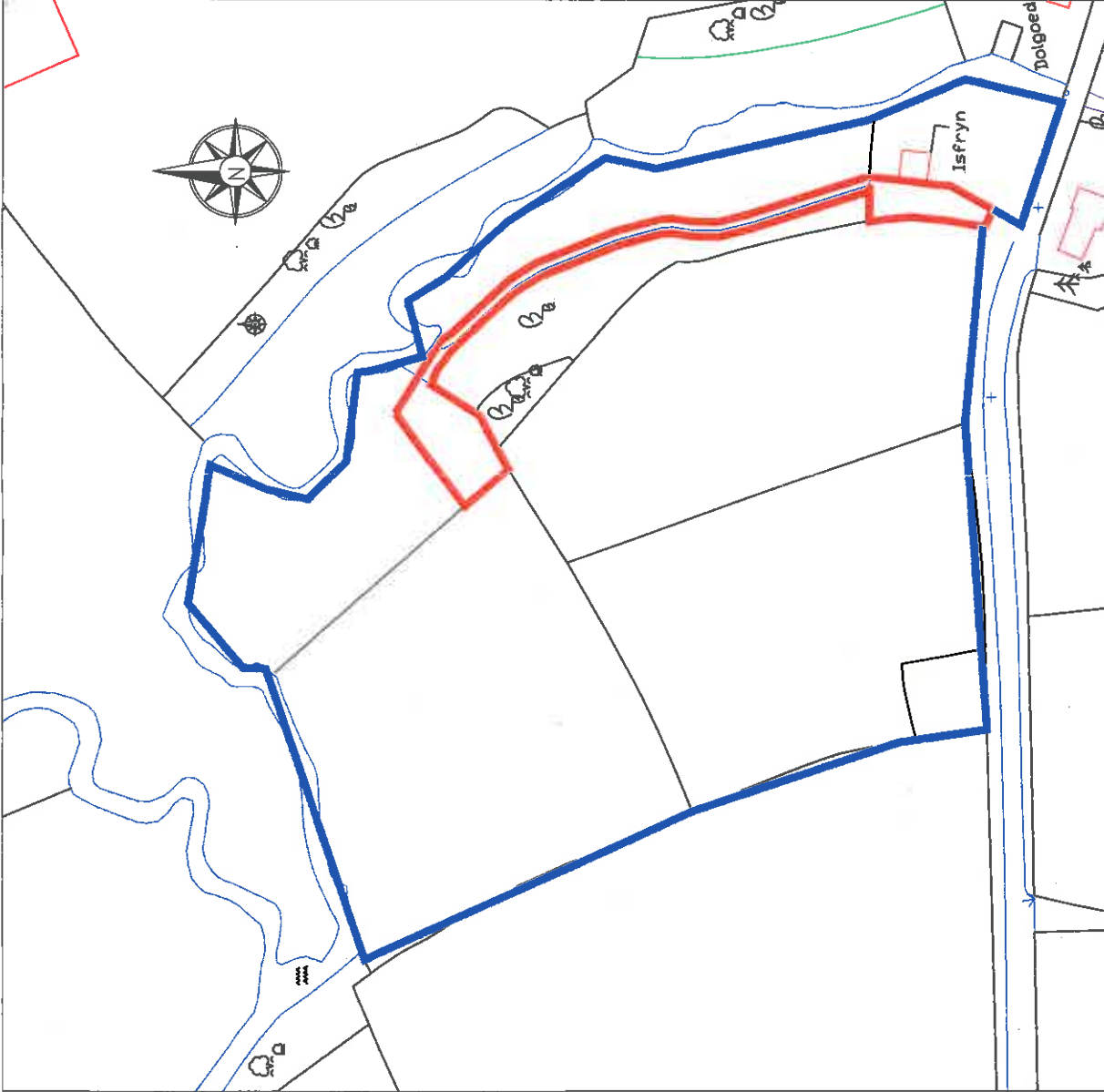
Conclusion

The proposal has been considered against the policies of the adopted Local Development Plan, and officers consider that the proposal is contrary to policies 8, 15, 35 and 38. Policies 35 and 38 indicate that no further new camp sites would be supported. No material considerations have been put forward which would be considered to outweigh the very clear policy position set out in policy 38 of the Local Development Plan, regarding such developments. As such, the application cannot be supported by officers, and the recommendation is of refusal.

Recommendation

The application shall be refused, subject to the following reasons:

1. Policies 1, 8, 15 and 30 of the Pembrokeshire Coast National Park Local Development Plan seek to protect and enhance the sense of remoteness and tranquillity of the landscape, and prevent development that fails to harmonise with or enhance the landform and landscape character of the National Park. The proposed development – due to its location and siting – fails to protect or enhance the sense of remoteness and tranquillity in the landscape and also fails to harmonise or enhance the landform and landscape character, which is harmful to the special qualities of the National Park, and therefore is contrary to adopted Development Plan Policy Policy 8 – criterion (c), and Policy 15 - criteria (b) and (d).
2. Policy 35 and 38 of the Pembrokeshire Coast National Park Local Development Plan states that new camping, caravanning, static caravan or chalet sites will not be permitted in the National Park. The provision of a new campsite and associated development is therefore contrary to adopted Development Plan Policy 35 – criterion (a), and Policy 38.



Scale as shown when printed at A3

NP 16 5 53
 N. Cwm, Hayston Bridge
 Park Authority
 Awdurdod Bro, Cwm, Isfryn
 Arfordir Penfro
 22 OCT 2016

Hayston
 Developments
 & Planning Ltd

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 07515 851 704
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 planningpembrokeshire.co.uk

Isfryn, Pontyglasier, Pembrokeshire
 Re-siting of Shepherd's Hut & Amenity Block
 Drawing 1 Location Plan
 August 2016
 Scale 1:1250

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Isfryn, Pontyglasier, Pembrokeshire
Re-siting of Shepherd's Hut & Amenity Block
Drawing 2 Site Plan
August 2016
Scale 1:500



Existing Site to be closed and relocated

NF 16 5 55

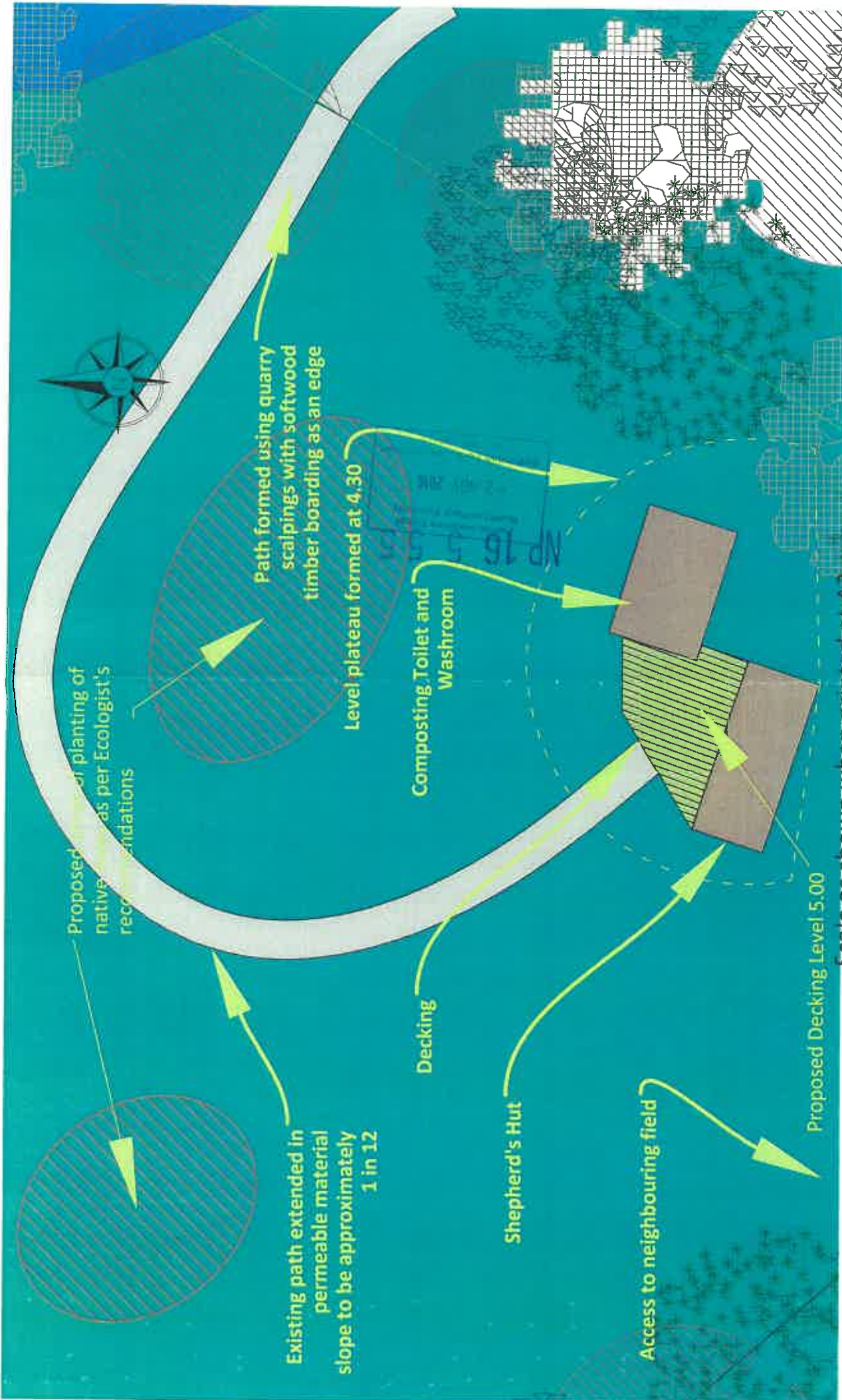
Pembrokeshire Coast National Park Authority
 12 OCT 2016
 Approved for use



Scale as shown when printed at A3

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Isfryn, Pontyglasier, Pembrokeshire
 Re-siting of Shepherd's Hut & Amenity Block
 Drawing 3 Existing Block Plan
 August 2016
 Scale 1:100



Scale as shown when printed at A3

Istfryn, Pontyglasier, Pembrokeshire
 Re-siting of Shepherd's Hut & Amenity Block
 Drawing 4 Proposed Block Plan
 August 2016
 Scale 1:100

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Washroom & Composting Toilet



Shepherd's Hut

Dimensions

Shepherd's Hut

Length 5100mm Width 2100mm

Washroom

Length 3800mm Width 2600mm **NP 16 5 55**

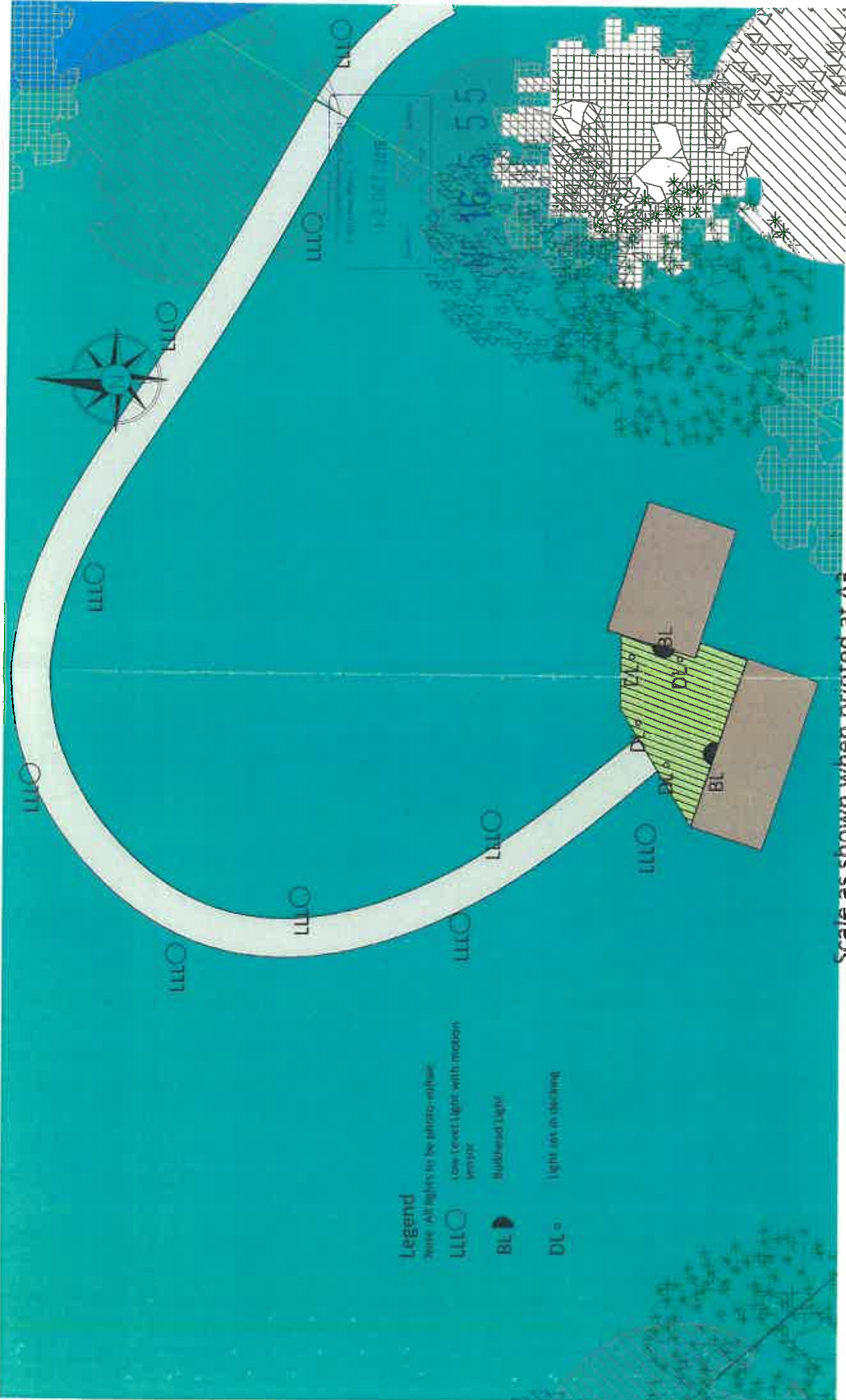
Angle Coast
Peninsula P.T. Community
12 OCT 2016
Muredon Parc Coned/laethol
Arfordir Penfro



Proposed New Site

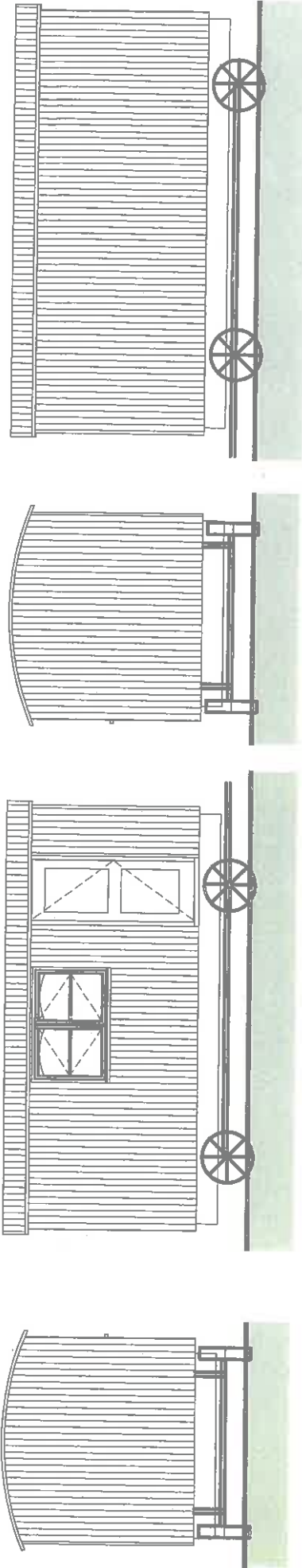
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Isfryn, Pontyglasier, Pembrokeshire
Re-siting of Shepherd's Hut & Amenity Block
Drawing 5 Photographs of Buildings
August 2016



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Isfryn, Pontyglasier, Pembrokeshire
 Re-siting of Shepherd's Hut & Amenity Block
 Drawing 6 Proposed Block Plan
 August 2016
 Scale 1:100

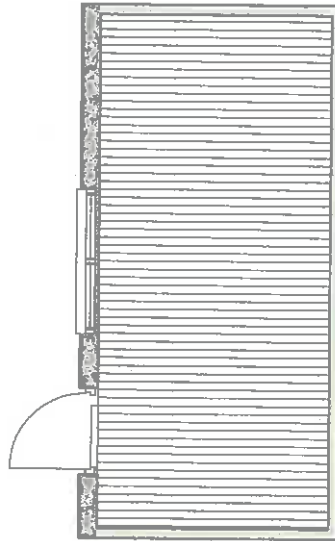


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1 : 50

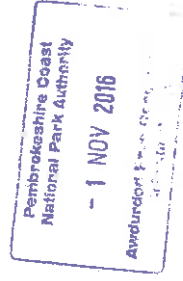
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1 : 50

3 Side Elevation 2
1 : 50

4 Rear Elevation
1 : 50

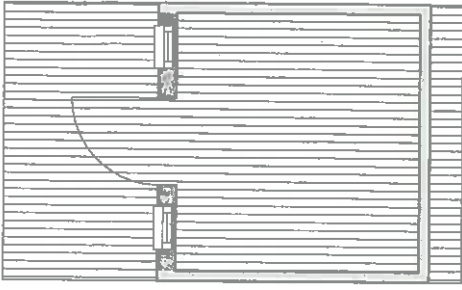


5 Shepherd's Hut Floor Plan
1 : 50



NP 16 5 55

Iain MacRae, Pembroke Coast National Park Authority
Re-siting of Shepherd's Hut & Amenity Block
Drawing 7 Shepherd's Hut Details
October 2016
Scales as shown @ A3

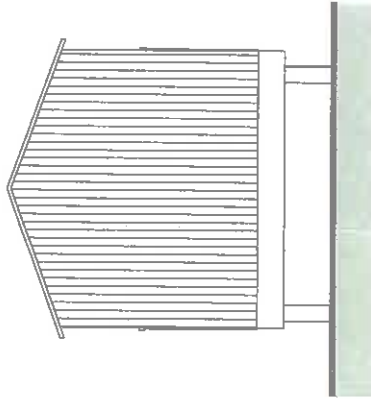


5 Washroom Floor Plan

1 : 50

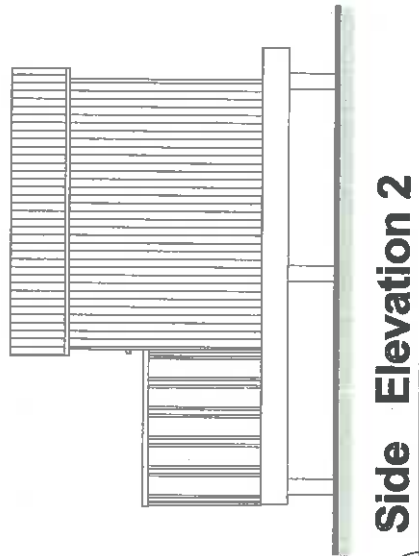
Peir Naido:
- 1 NOV 2016
Awdurdod Ffarc Corffwrddol
Arfordir Penryn

NP 16 5 55



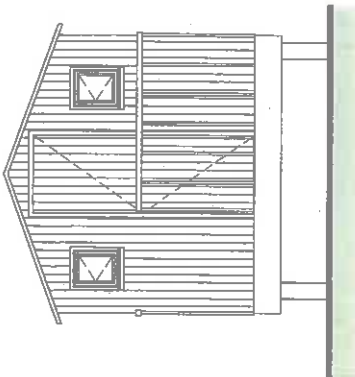
2 Rear Elevation

1 : 50



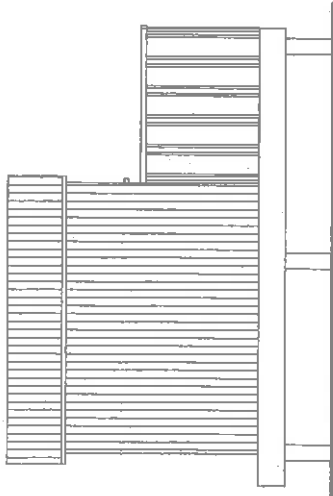
4 Side Elevation 2

1 : 50



1 Front Elevation

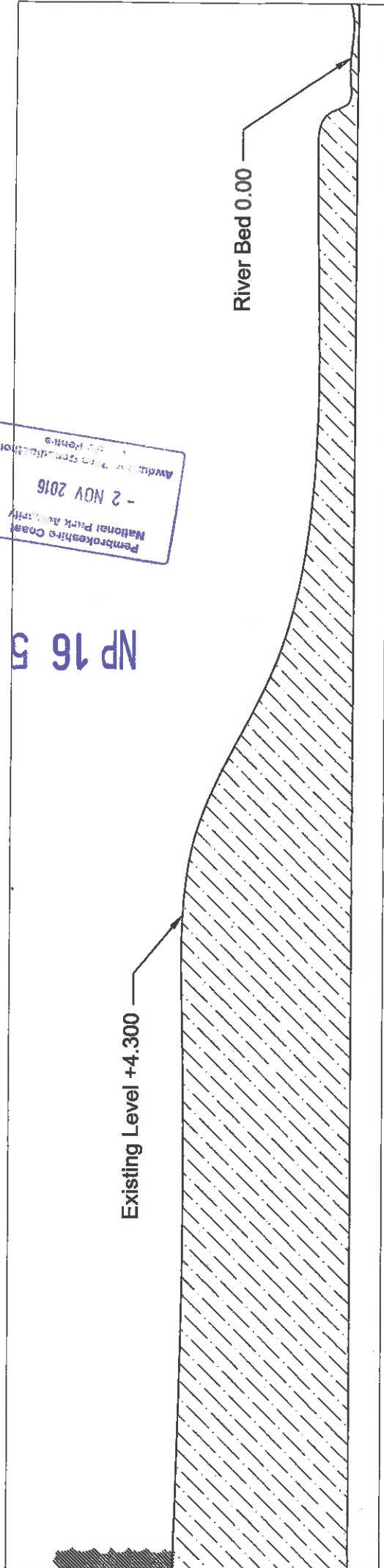
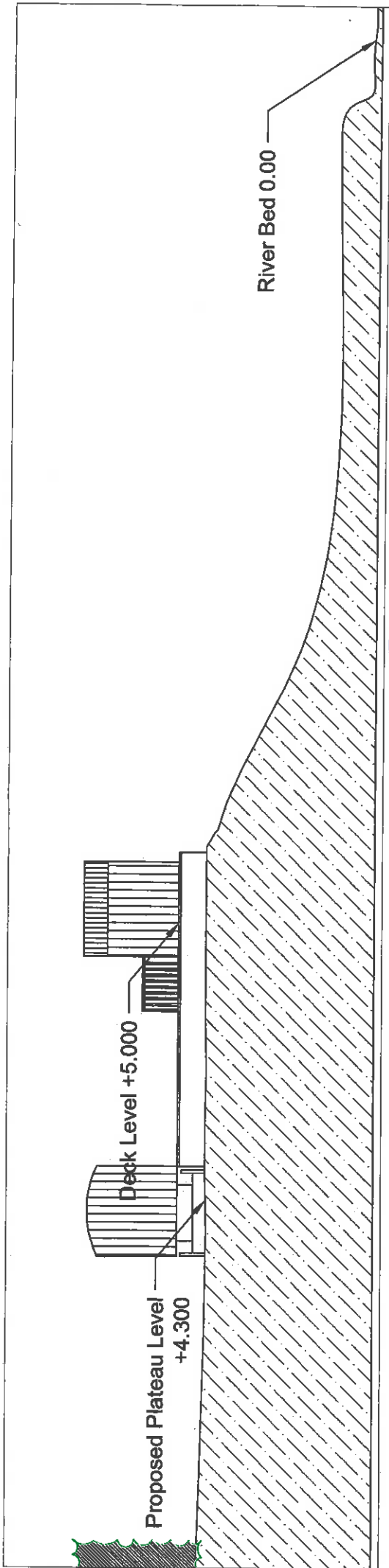
1 : 50



3 Side Elevation 1

1 : 50

Isfryn, Pontyglasier, Pembrokeshire
Re-siting of Shepherd's Hut & Amenity Block
Drawing & Amenity Block Details
October 2016
Scales as shown @ A3



Item 5e)

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Isfryn, Pontyglasier, Pembrokeshire
 Re-siting of Shepherd's Hut & Amenity Block
 Drawing 9 Existing and Proposed Sections
 October 2016
 Scale 1:200 @ A3