

**Application Ref: NP/16/0555/FUL**

<b>Case Officer</b>	Andrew Richards		
<b>Applicant</b>	Mrs L Parkes		
<b>Agent</b>	Mr A Vaughan-Harries, Hayston Development & Planning		
<b>Proposal</b>	Change of use of land and siting of shepherds hut for seasonal holiday accommodation together with associated washroom and boardwalk (Partly retrospective)		
<b>Site Location</b>	Land to the rear of Isfryn, Pontyglasier, Crymych, Pembrokeshire, SA41 3SA		
<b>Grid Ref</b>	SN13943645		
<b>Date Valid</b>	01-Nov-2016	<b>Target Date</b>	15-Feb-2017

The application was previously reported to the Development Management Committee on 14<sup>th</sup> December 2016. No decision was reached at the meeting following a tied vote on the recommendation to refuse and it was decided that the application would be referred to the next available Committee meeting for further discussion. During the debate on the application it was indicated that in the event of a decision to grant permission contrary to the recommendation it would be made subject to a "cooling-off" period due to the proposal being considered a significant departure from adopted LDP policy. A motion to amend the recommendation to grant permission failed. The application is now reported again for members to determine.

**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:** No objection and advisory note

**PCNPA Access Manager:** No objection

**PCC Transportation and Environment:** No objection

**PCC Pollution Control:** No objection

**PCC Drainage Engineers:** No objection

**PCC Planning Ecologist:** Conditional consent

**Dwr Cymru Welsh Water:** No objection

**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 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  
 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.

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

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.

Adopted 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 adopted 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 adopted 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. The LDP does not allow for additional caravanning pitches as proposed in this application.

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 adopted 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 adopted 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 adopted 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
- 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

170metes 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 hedgebanks 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.

Further information has now been submitted which indicates appropriate information relating to the footpath implementation method, location/route of the mains electricity and also the specific details of proposed native planting. These details are considered to be acceptable and can be supported subject to an informative note added to any permission granted indicating that the proposed Bird Cherry species whilst acceptable may be changed to Wild Cherry which is native to Pembrokeshire.

*Biodiversity:*

PPW, TAN5 and adopted 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 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 extend 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 and does not raised objections to the current proposal subject to the works being carried out in accordance to the recommendations indicated within the submitted ecological report.

*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.

Pembrokeshire County Council Drainage Engineers section has now considered the proposal and do not raise any adverse comments.

A flood risk map has been submitted with the application with 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 Council, 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. Further details have now been provided on Drawing 10 which indicates a proposed location for a new 2,600 litre sealed cesspit to replace the above method of foul waste disposal, this new facility is proposed to be installed in accordance with Part H of the current Building Regulations. Based on these details the Pollution Control department do not raise concerns with the amended proposal.

*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 keeping 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 adopted 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.

It is noted that the applicant has also approached The Greener Camping Club regarding the possibility of the site becoming a certified camping site. Further consideration on this matter has been put on hold by the applicant until the current planning application has been determined.

### **Conclusion**

The amended proposal has been considered against the policies of the adopted Local Development Plan, and officers consider that the current 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 adopted Local Development Plan, regarding such developments. As such, the application cannot be supported by officers, and the recommendation is of refusal.

### **Recommendation**

The application 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 in a countryside location is therefore contrary to adopted Development Plan Policy 35 – criterion (a), and Policy 38.





Scale as shown when printed at A3

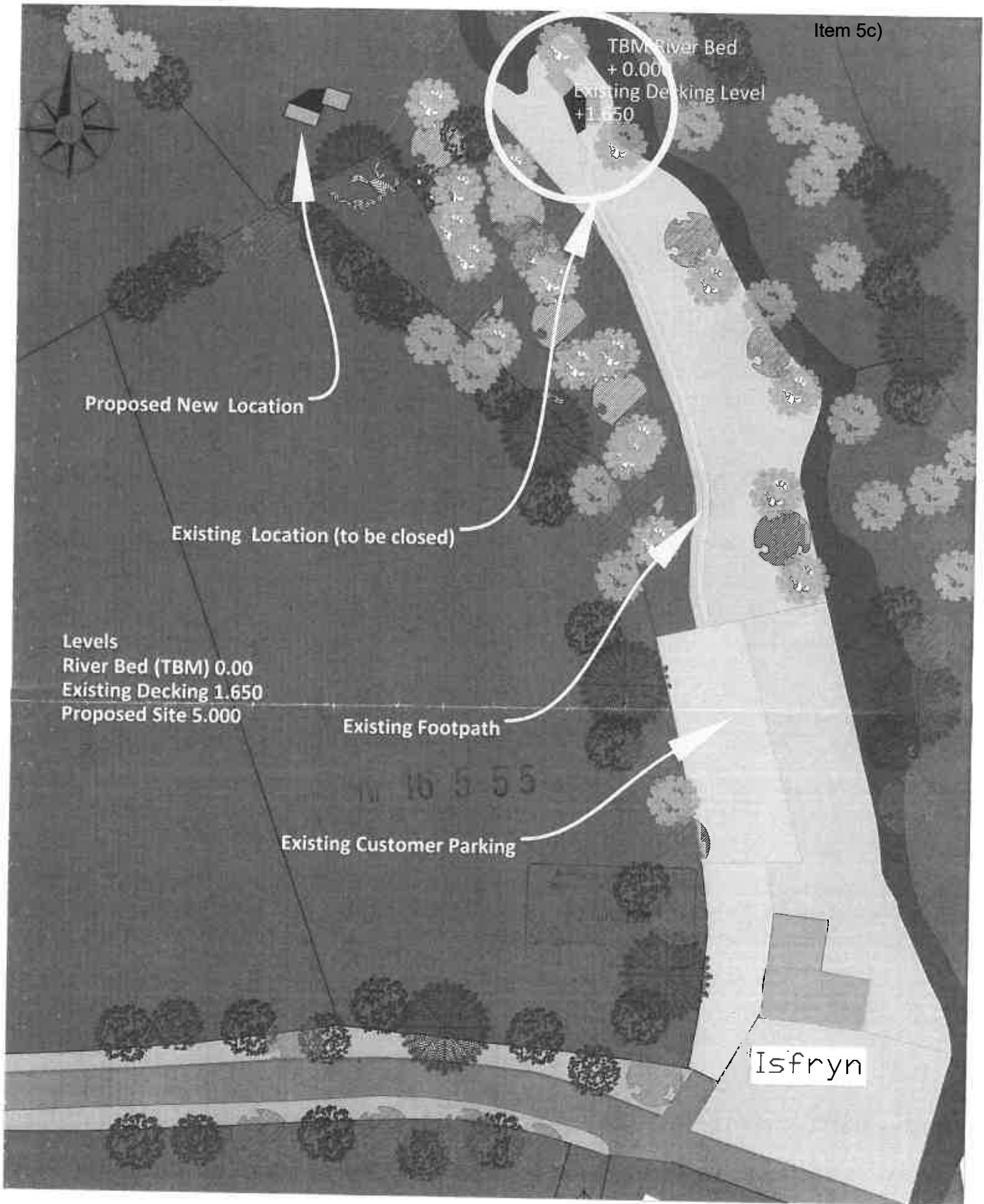
NP 16 5 55  
 N. Cwm, Hayston Bridge  
 Johnston, Haverfordwest  
 Pembroke Park Authority  
 Awdurdod Parc Ddeddfaeltho:  
 Arfordir: Penfro  
 12 OCT 2016

**Hayston**  
 Developments  
 & Planning Ltd

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 plusper10@aol.com  
 planningpembrokehire.co.uk

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

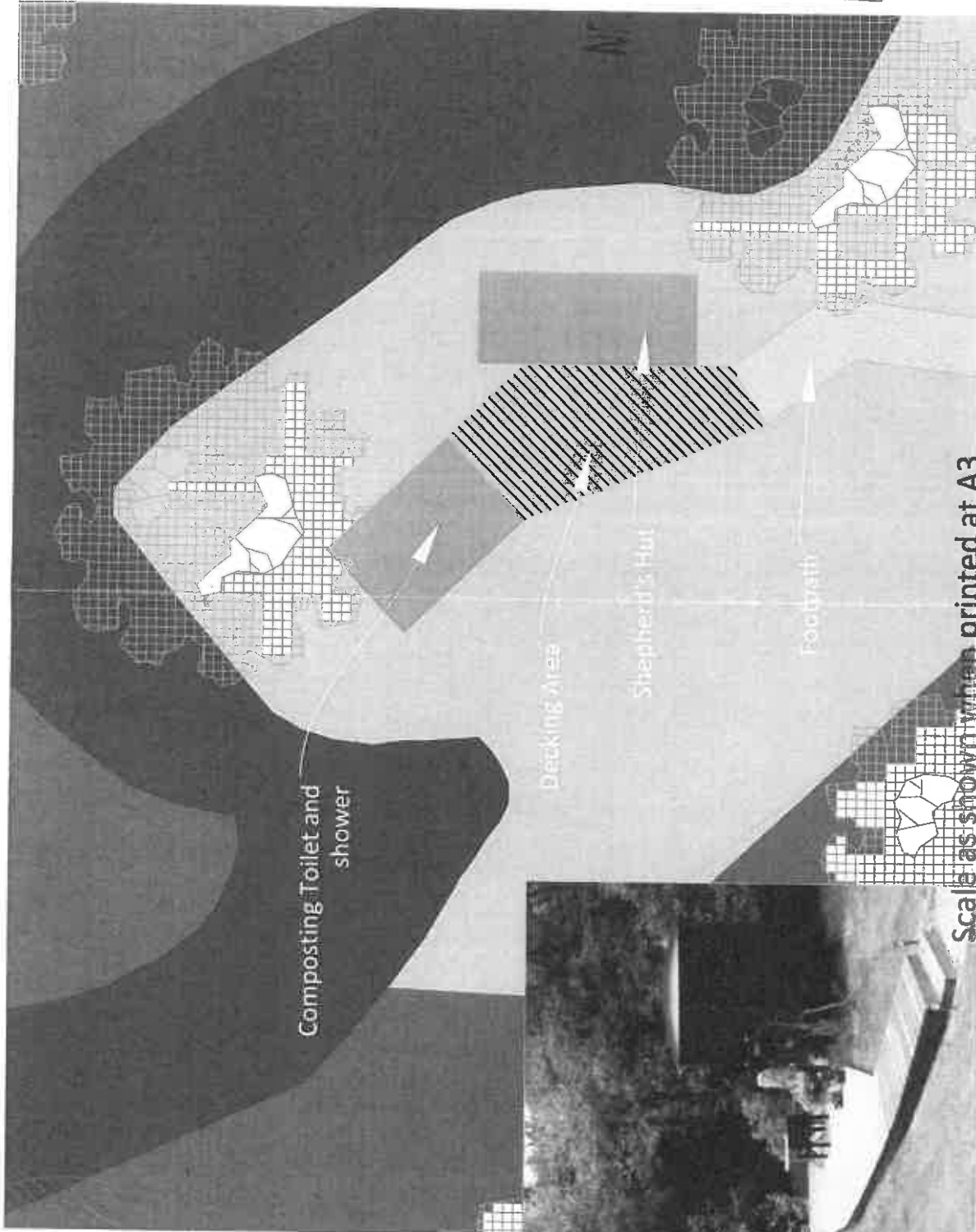
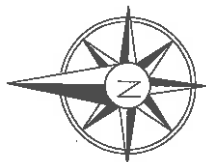
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Scale as shown when printed at A3

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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

16 5 55

Pembrokeshire Coast National Park Authority  
 12 OCT 2016  
 Approved for Planning

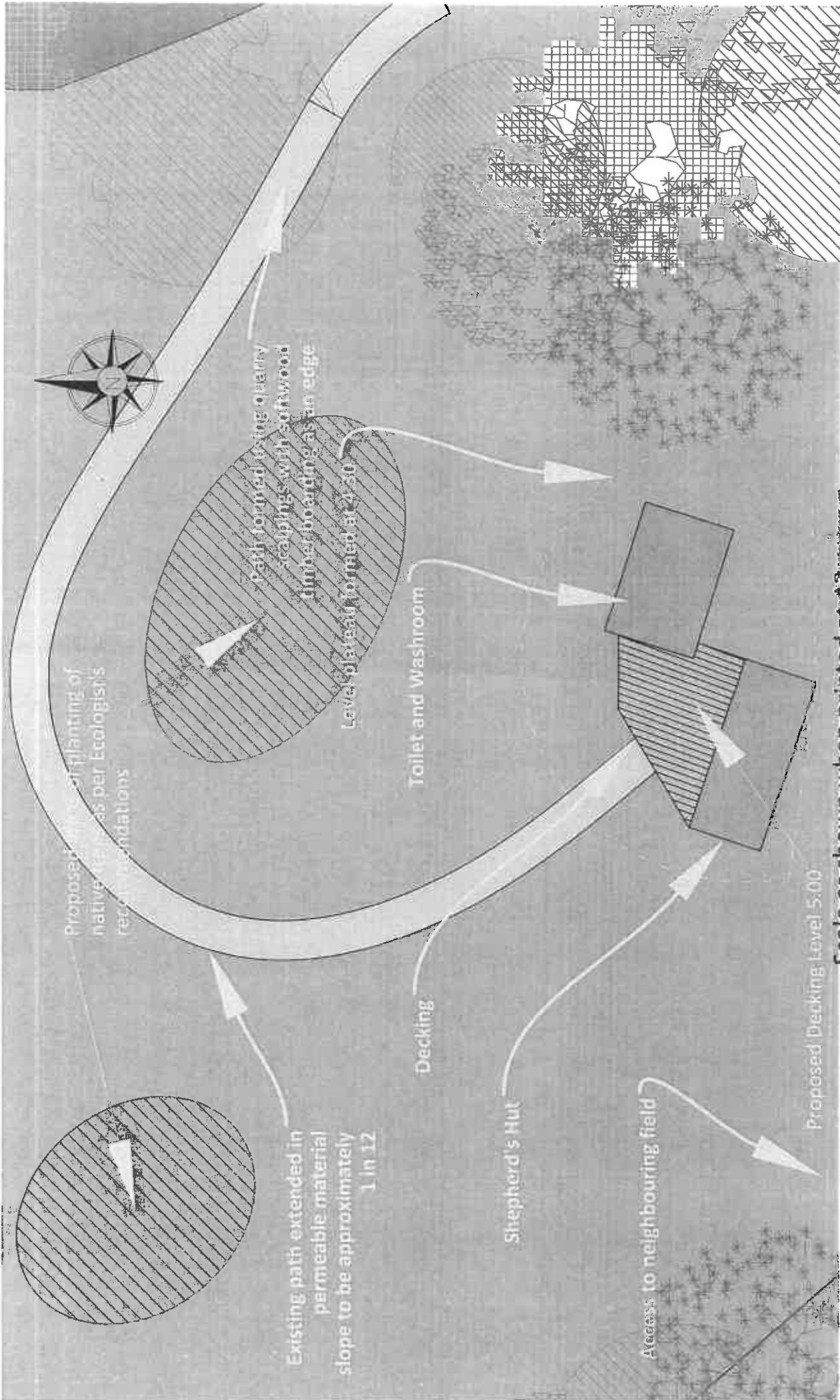
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Isfryn, Pontyglasier, Pembrokeshire  
 Re-siting of Shepherd's Hut & Amenity Block  
 Drawing 3 Existing Block Plan  
 August 2016  
 Scale 1:100

Item 5d)



Scale as shown when printed at A3

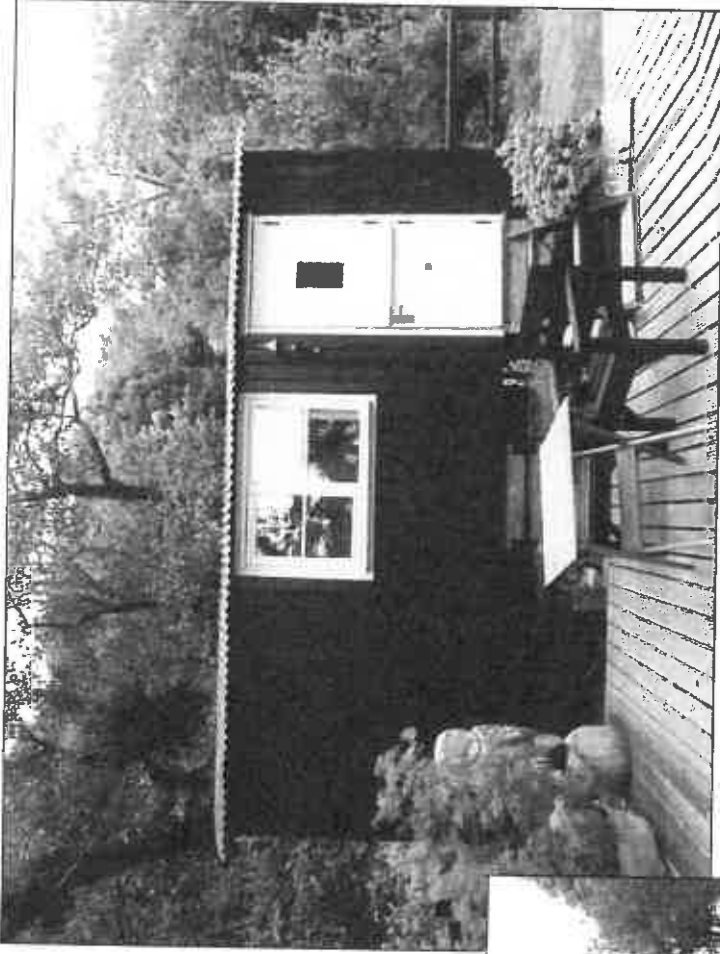
Pembrokeshire Coast National Park Authority  
 16 JAN 2017  
 Attendance: ...  
 E. ...

Isfryn, Pontyglasier, Pembrokeshire  
 Re-siting of Shepherd's Hut & Amenities Block  
 Drawing 4B Proposed Block Plan  
 November 2016  
 Scale 1:100

Iain Macrae: Chartered Surveyor  
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Washroom & Composting Toilet



Shepherd's Hut

Penryn Coastal Coast  
Plymouth City Council  
12 OCT 2016  
Aurard Parc Genedlaethol  
Aurford Parro

**Dimensions**

**Shepherd's Hut**

Length 5100mm Width 2100mm

**Washroom**

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

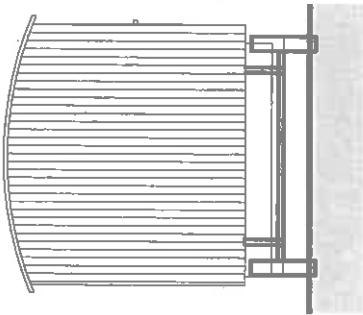


Proposed New Site

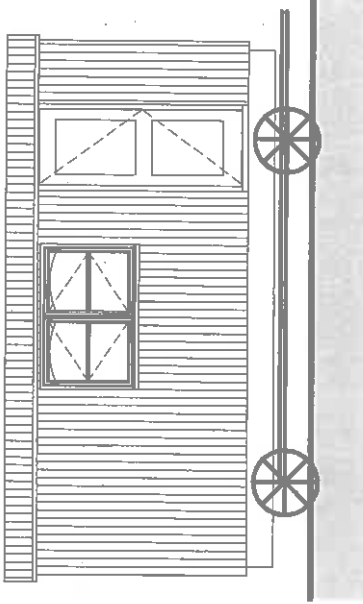
Iain Macrae: Chartered Surveyor  
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Isfryn, Pontyglasier, Pembrokehire  
Re-siting of Shepherd's Hut & Amenity Block  
Drawing 5 Photographs of Buildings  
August 2016

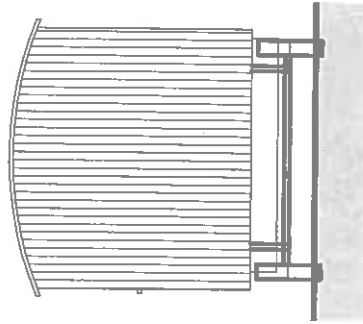




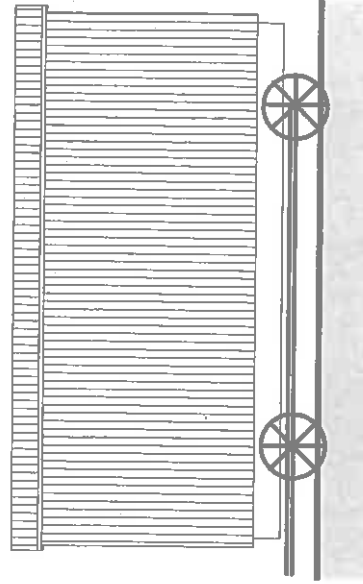
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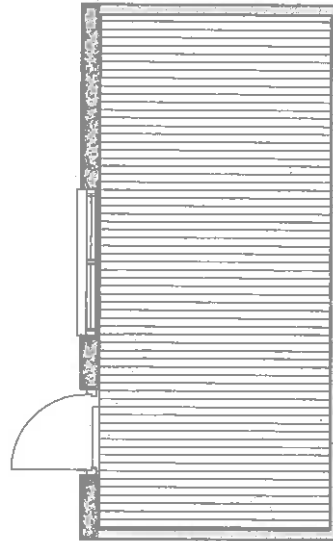
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3 Side Elevation 2  
1 : 50



4 Rear Elevation  
1 : 50



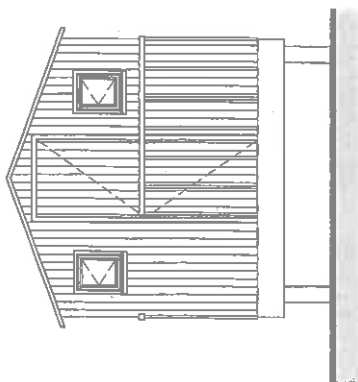
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Pembrokeshire Coast  
National Park Authority  
- 1 NOV 2016  
Approved Paper No. 1000  
1000/1000

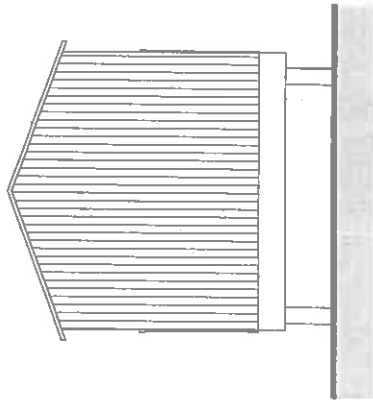
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Item 5d)

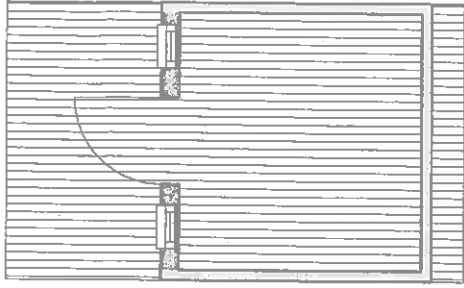
Isfryn, Pontyglasier, Pembrokeshire  
Re-siting of Shepherd's Hut & Amenity Block  
Drawing 7 Shepherd's Hut Details  
October 2016  
Scales as shown @ A3



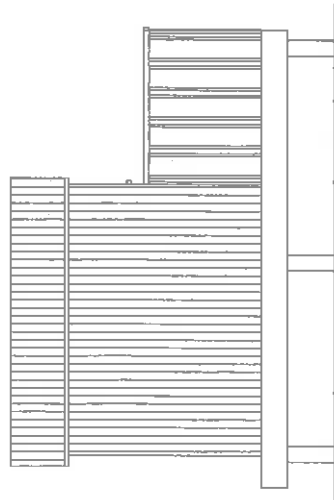
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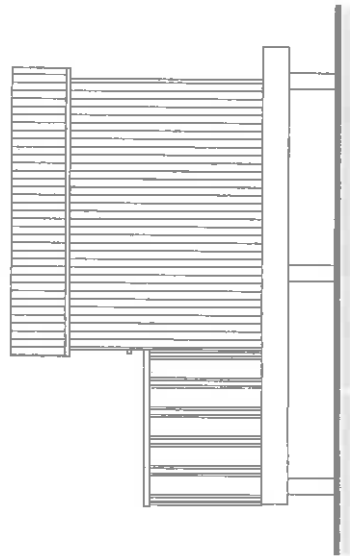
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**5** Washroom Floor Plan  
1 : 50



**3** Side Elevation1  
1 : 50



**4** Side Elevation 2  
1 : 50

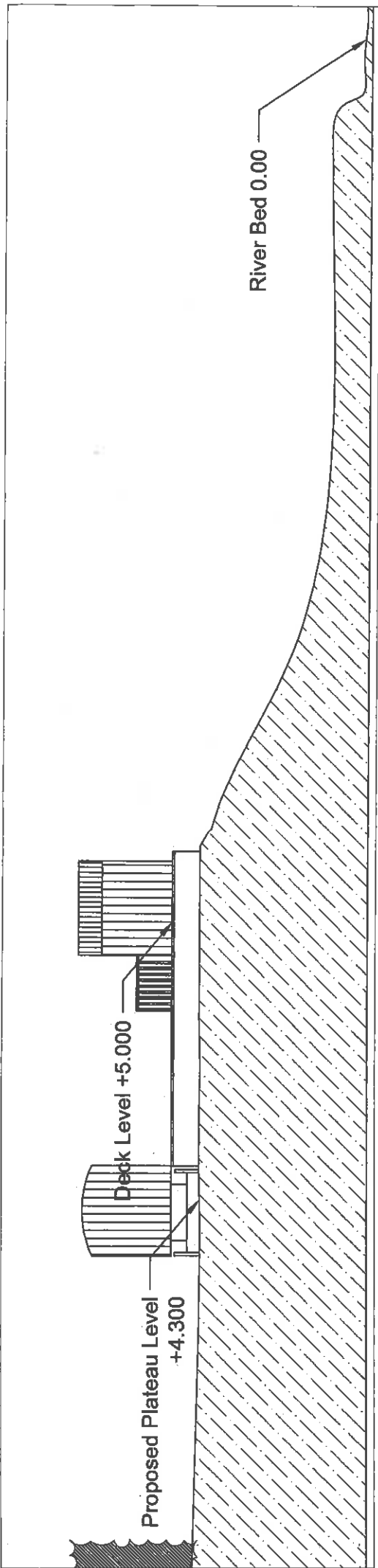
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Awdurdod Ffwr Coneddiastho!  
Afonrhir Penrhyn

NP 16 5 55

Item 5d)

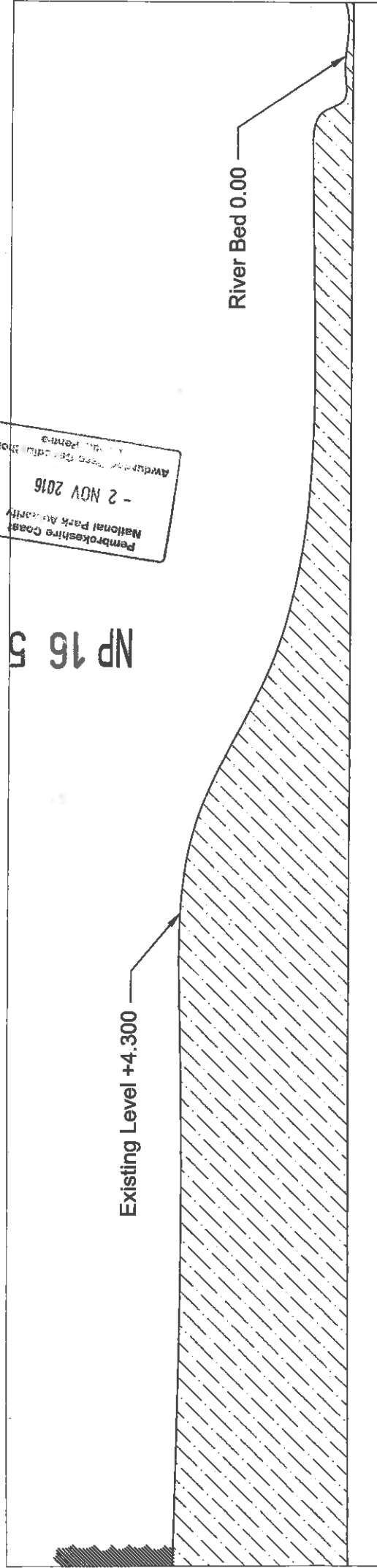
Isfryn, Pontyglasier, Pembrokeshire  
Re-siting of Shepherd's Hut & Amenity Block  
Drawing 8 Amenity Block Details  
October 2016  
Scales as shown @ A3





NP 16 5 5 5

Pembroke Park Authority  
 - 2 NOV 2016  
 Approved for Construction

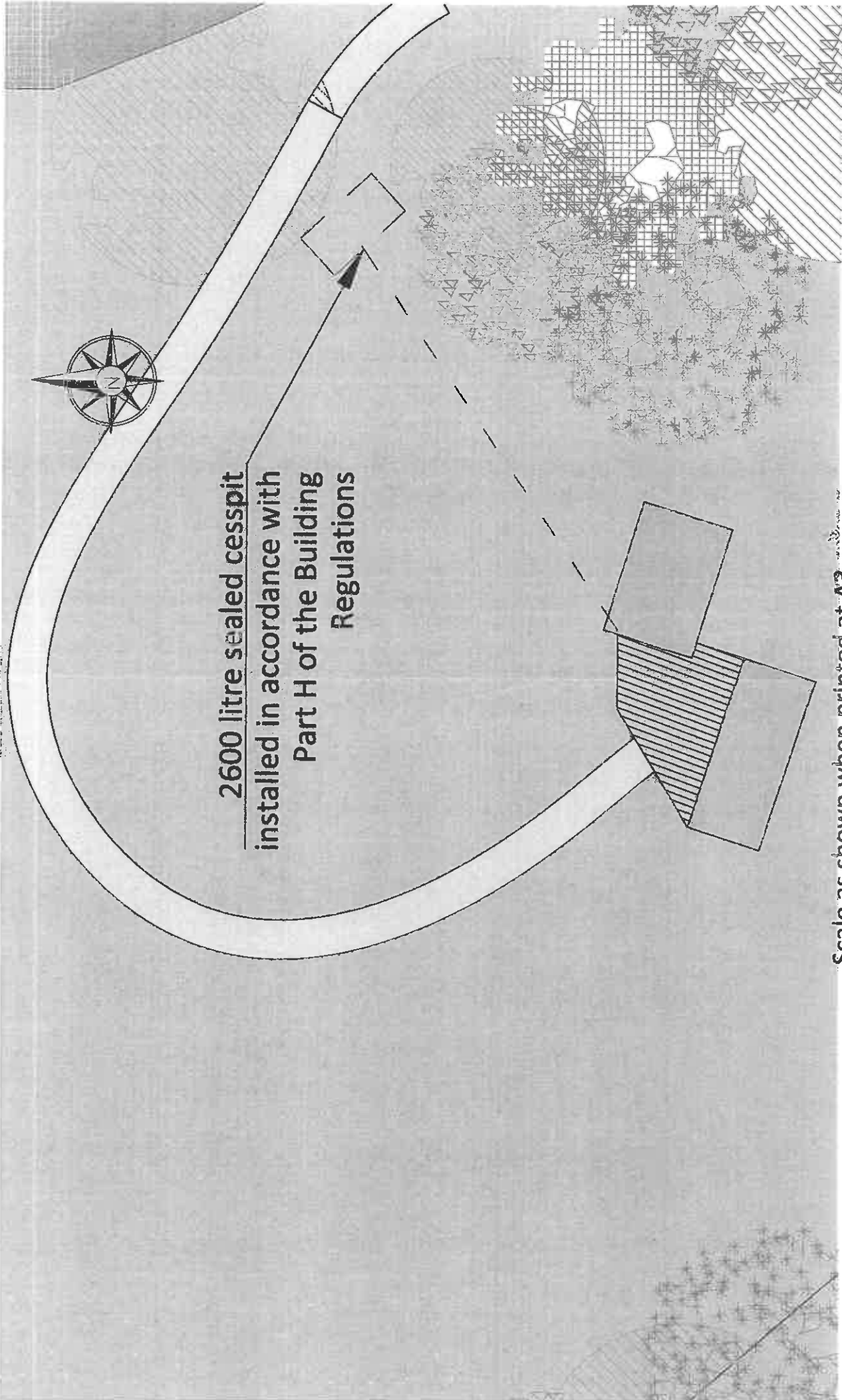


Existing Section

Item 5e)

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



Scale as shown when printed at A3

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Pembrokeshire Council  
 National Park Authority  
 13 JAN 2017  
 Awdardod Parc Cenedlaethol  
 Arfon/Parc Cenedlaethol

Isfryn, Pontyglasier, Pembrokeshire  
 Re-siting of Shepherd's Hut & Amenity Block  
 Drawing 10 Proposed Treatment of Foul Sewage  
 January 2017  
 Scale 1:100