

REPORT OF THE DEVELOPMENT MANAGEMENT TEAM LEADER ON APPEALS

The following appeals have been lodged with the Authority and the current position of each is as follows:-

NP/17/0551/S73 Variation of conditions 2, 3 & 9 and removal of Condition 10 of NP/14/0713
Type Hearing
Current Position The initial paperwork has been submitted to the Planning Inspectorate.

NP/17/0595/FUL Conversion of outbuilding with rear extension to create self-catering holiday unit – The Mill, Sandy Haven, St Ishmaels
Type Written Representations
Current Position The appeal has been dismissed and a copy of the Inspectors decision is attached for your information.

NP/17/0596/CLE Use of the south field known locally as Caldey Acres at Buttyland Caravan & Camping Park as a touring & camping field for up to 140 touring caravans and tents at any one time on a seasonal basis for holiday purposes only 1st March up to 28th September in any one year – Buttyland Caravan & Camping Park, Manorbier.
Type Inquiry
Current Position The initial paperwork has been submitted to the Planning Inspectorate.

NP/18/0151/FUL Retrospective change of use & proposed extension of former Goat Shed/Office to holiday cottage – Pen y Mynydd Uchaf, Dinas Cross
Type Written Representations
Current Position The initial paperwork has been submitted to the Planning Inspectorate.

EC/15/0112 Material Change of use of the Building to use for Residential Purposes – Anti U Boat Listening Station, Garn Fawr, Nr Strumble Head, Pembrokeshire SA64 0JJ
Type Hearing (changed from an Inquiry to an Appeal Hearing)
Current Position The initial paperwork has been submitted to the Planning Inspectorate



Penderfyniad ar yr Apêl

Ymweliad â safle a wnaed ar 30/07/18

**gan Paul Selby BEng (Hons) MSc
MRTPI**

Arolygydd a benodir gan Weinidogion Cymru

Dyddiad: 15.08.2018

Appeal Decision

Site visit made on 30/07/18

by Paul Selby BEng (Hons) MSc MRTPI

an Inspector appointed by the Welsh Ministers

Date: 15.08.2018

Appeal Ref: APP/L9503/A/18/3202657

Site address: The Mill, Sandy Haven, St Ishmaels, Pembrokeshire SA62 3DN

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 Messrs and Ms Joyce against the decision of Pembrokeshire Coast National Park Authority.
 - The application Ref NP/17/0595/FUL, dated 22 September 2017, was refused by notice dated 9 February 2018.
 - The development proposed is Conversion of outbuilding with rear extension to create self-catering holiday unit.
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Decision

1. The appeal is dismissed.

Procedural Matter

2. For the avoidance of doubt I have determined the appeal based on the elevations shown on drawing reference 874.13C, which I understand to be the most recent revision.

Main Issue

3. This is the effect of the proposal on the character and appearance of the host building and surrounding area, having particular regard to the special qualities of the Pembrokeshire Coast National Park (NP).

Reasons

4. The appeal relates to a stone outbuilding, formerly a mill, situated adjacent to a lane on a site of rural appearance fringed by mature woodland and hedges. A range of traditional stone farm buildings, now converted to holiday lets, lie immediately opposite the site southeast of the lane.
 5. Internally, two unconnected rooms at different levels are accessed via timber doors in the southeast and northeast elevations. The proposal involves their conversion to living accommodation, with new roof lights and openings provided in two elevations. A proposed two storey extension would comprise a timber-clad 'curve link' element and
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an adjoining stone structure of similar form to the mill. In combination, these modifications would facilitate the mill's use as a holiday let comprising 2 bedrooms.

6. Policy 8 of the Pembrokeshire Coast National Park Local Development Plan (LDP) seeks to protect and enhance the special qualities of the NP, including by protecting the historic environment. This is reinforced by Policy 14, which aims to ensure that development does not adversely affect the distinctive appearance, architectural integrity or setting of buildings of local importance, and Policy 29, which requires proposals to be well designed in terms of place and local distinctiveness, amongst other things. Policy 15 aims to resist new development which would be insensitively and unsympathetically sited within the landscape.
7. Technical Advice Note 24 'The Historic Environment' (TAN 24) states that if a local planning authority chooses to identify historic assets of special local interest it must include policies for their preservation and enhancement in the LDP. Whilst the Pembrokeshire LDP predates TAN 24 I consider the relevant parts of the policies cited above to be broadly in line with its aims and those of the accompanying Cadw guidance 'Managing Lists of Historic Assets of Special Local Interest in Wales'.
8. The outbuilding lacks any obvious external features associated with a mill and it has little tangible connection with the nearby stream. It has also been modified in various ways, not always sensitively, particularly in the case of some of the external joinery. But despite this it remains a building of some character. It has retained its simple form and much original stonework, and remains physically isolated from other buildings within a site of substantial rural character. As a consequence it is unambiguously perceived as a traditional farm outbuilding. In making an essential contribution to the historic landscape character and interest of the area, I concur with the opinion of the Authority that it qualifies as a building of local importance under LDP policy 14.
9. Whilst somewhat remote in its location, the mill is a prominent feature in public views from the lane. The low level of the appeal site relative to the lane masks the building's actual height, such that it appears as a structure of substantially modest scale.
10. The roofline of the two parts of the extension would be set down from the ridge of the mill, significantly so in the case of the curve link. The extension's visual prominence would also be moderately reduced by its oblique orientation relative to the lane. Nonetheless, the extension's footprint would be considerably larger than the original building. Although described as a rear extension, it would be readily visible from the public realm. Irrespective of the proposed boundary planting, the progressively set back elevation of the extension would reveal its full height and width from the lane.
11. The submitted drawings indicate that the extension would be partially located under the canopy of mature trees. As acknowledged by the appellant, felling or raising of tree canopies would be an inevitable consequence of the proposal. In my view, the works required would further expose the extension's significant scale relative to the original mill. In this regard, given the site plan and elevations, I am not persuaded that the submitted photo visualisations provide a sufficiently accurate portrayal of how the proposed extension would appear.
12. As a consequence of the factors described above, when viewed from the lane the extension would not appear subordinate to the original building but would overwhelm it. Further, in my view the substantial glazing proposed in the existing northeast elevation would alter the appearance of the mill to the extent that it would not be

clearly distinguishable as the original part of the extended structure, thereby fundamentally altering the character of the site, to its detriment.

13. I saw on my site visit that buildings in the converted farm range opposite the appeal site have been subject to various modifications, some of them extensive. Nonetheless, as the lane separates the mill from the farm range, these alterations have a limited visual impact on the appeal site itself.
14. Other examples of extended rural properties in Pembrokeshire and elsewhere have been cited by the appellant, but these do not appear to be directly comparable to the appeal proposal, varying as they do in design, scale or setting. In any case, I do not know the full circumstances of how these other cases came about. I have proceeded to determine the appeal scheme based on its individual merits.
15. Whilst I have no issue with the architectural treatments employed in the extension, or indeed the principle of echoing the form and materials of the original building, I find that the extension's scale and location would dominate the original building, harming its integrity and immediate setting. The opening in the northeast elevation would further erode its distinctive rural appearance. In combination, these modifications would harm the character of the mill and that of the immediate area.
16. For the above reasons I conclude that the proposal would conflict with the historic environment and landscape objectives of the relevant parts of LDP policies 8, 14, 15 and 29 and the general thrust of TAN 24 and the associated Cadw guidance.

Other Matters

17. The appellant contends that the scale of the proposal is necessary for the building to be used as a viable holiday let. But whilst I recognise that the provision of two bedrooms may have practical benefits, little convincing evidence has been submitted that converting the appeal building to a smaller holiday let would be unviable.
18. The Authority considers the proposal to conflict with LDP Policy 30 'Amenity'. However, the reasoned justification to this policy states that its aim is to protect the amenity enjoyed by people in their residences, workspaces and recreational areas. Based on my reading of the policy, I find that the proposal would not conflict with its stated aim.
19. In reaching my decision, I have taken into account the requirements of sections 3 and 5 of the Well-Being of Future Generations (Wales) Act 2015. I consider that this decision is in accordance with the Act's sustainable development principle through its contribution towards the Welsh Ministers' well-being objective of supporting safe, cohesive and resilient communities.

Conclusion

20. I recognise that the appellant has sought to respond to concerns raised by the Authority during the consideration of the planning application and a previous application, which was withdrawn, including measures to mitigate the impact on bats, which appear to use the building to roost. Nonetheless, these and the other matters raised do not outweigh the identified harm. I conclude that the appeal should be dismissed.

Paul Selby

INSPECTOR