

Application Ref: NP/19/0512/FUL

Case Officer	Matthew Griffiths		
Applicant	Mr J Meyrick		
Agent	Mr A Andrew Vaughan-Harries, Hayston Development & Planning		
Proposal	Replacement of authorised residential caravans with linked managers dwelling associated with the adjacent holiday let units		
Site Location	Manor Farm, Lydstep, Tenby, Pembrokeshire, SA70 7SG		
Grid Ref			
Date Valid	18-Oct-2019	Target Date	01-Mar-2020

The application is referred to the Development Management Committee for consideration as the recommendation differs to that of the Community Council's and at the request of the Chair following consultation through the extended scheme of delegation.

Consultee Response

Natural Resources Wales: No objection

PCNPA Access Manager: No objection - No PROW issues

Dyfed Archaeological Trust: Conditional Consent

Dwr Cymru Welsh Water: Conditional Consent

PCC - Transportation & Environment: Conditional Consent

PCNPA Planning Ecologist: Conditional Consent

Manorbier Community Council: Recommend Refusal

Public Response

The application has been appropriately advertised in accordance with statutory requirements. No comments have been received at the time of writing this report.

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 15 - Conservation of the Pembrokeshire Coast National Park

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 53 - Impacts on traffic
PPW10
SPG05 - Sustainable Design
TAN 12 - Design

Local Development Plan 2 Inspector's Report

Constraints

LDP Mineral Safeguard
Biodiversity Issue
Historic Landscape
Safeguarding Zone
Rights of Way Inland - within 50m
Ancient Monument - within 500m
Hazardous Zones
ROW Coast Path - within 10m
Recreation Character Areas
Landscape Character Assessment
Seascape Character Assessment
Affordable Housing Submarkets
Seascape Character Areas

Officer's Appraisal

Introduction

This is an application for the erection of a single dwelling at the property known as Manor Farm, Lydstep.

Site description and description of development

The application site is an existing group of buildings to the northern flank of the main A4139 linking Tenby to Pembroke. The complex contains the main farmhouse and linked outbuilding conversion, both of which have permission to be used as holiday lets. To the rear and the western side of the farmhouse is a range of undeveloped outbuildings, which are subject of a planning permission for conversion to further holiday lets.

To the rear of the site are two static caravans – one is used for full residential purposes between Easter to October and then for holiday let purposes, the other is for ancillary storage. Access is to the south east of the front boundary, which leads past the farmhouse to a large central yard.

In the wider setting, the site lies at the northern edge of Lydstep which is classed as an isolated group of dwellings in the countryside for policy purposes. To the north, the site is bordered by open countryside. To the east lies a residential property (The Old Police Station). To the south, beyond the A4139, there are residential properties, and to the west lies the residential property, Highlands.

Full planning permission is sought for the replacement of the two static caravans with a managers dwelling, to be linked to the holiday lets.

Planning Policy Context

The Local Development Plan 1 (2010) (Hereafter LDP 1) is the local development plan for the consideration of this application. The Authority's replacement Local Development Plan (Hereafter LDP 2) has progressed to an Inspectors Report on the soundness of LDP2.

This report was received by this Authority on the 13th May 2020. The requirements are that the Plan should be adopted within 8 weeks of its receipt due to the persisting exceptional circumstances relating to the Covid-19 restrictions limiting public access to documents, the Plan will be reported to a future National Park Authority meeting for Adoption.

In the interim the Inspector's report has been made available on the National Park Authority website to help provide a context for Development Management Committees and applications determined through the delegated powers process.

The findings in the Inspector's Report are binding on the Authority and although not yet formally adopted by the Authority, the policies in LDP2 now become a material consideration of significant weight.

Within both LDP 1 and LDP 2 Lydstep lies outside of any Centre boundary, therefore the application site falls in the countryside for policy consideration. This reflects the continuing rural restraint policies in Planning Policy Wales (Edition 10) paragraph 356, which states that "Development in the countryside should be located within and adjoining those settlements where it can best be accommodated in terms of infrastructure, access, habitat and landscape conservation. Infilling or minor extensions to existing settlements may be acceptable, in particular where they meet a local need for affordable housing or it can be demonstrated that the proposal will increase local economic activity. However, new building in the open countryside away from existing settlements or areas allocated for development in development plans must continue to be strictly controlled. All new development should be of a scale and design that respects the character of the surrounding area."

Policy 7(a) of LDP 1 states that development can be permitted within the countryside where "it constitutes sensitive filling in of small gaps or minor extensions (ie rounding off) to isolated groups of dwellings". Interpretation of this policy is included as a footnote to the policy: "i.e.. where there is a physical cohesion of dwellings. Infill is defined as development for one or two units of a size compatible with its setting in a small gap in an otherwise continuous, built up frontage. 'Rounding off' which would complete or consolidate the built up perimeter will entail the development of no more than one or two dwellings."

Policy 7(b) of the LDP allows for essential housing for farming and forestry purposes. This policy should be interpreted in accordance with Planning Policy Wales (Edition 10) which allows for the construction of rural enterprise dwellings subject to the development meeting a set of criteria justifying an exception to rural restraint policies.

Planning History

The site has a planning history that is material to the determination of this planning application:

- NP/14/0096 – Certificate of Lawfulness of Existing Use for a Residential caravan. Approved.
- NP/16/0647/FUL - The conversion and extension of existing redundant buildings to two holiday let cottages. - Approved.
- NP/17/0639/FUL - Full planning application is sought to extend the permitted seasonal residential use of the caravan (from Easter to October) to use as a holiday let for the remaining period. Approved.
- NP/19/0517/FUL – Extension and garage at Manor Farmhouse.- Approved

Key Issues

Applying the planning policy context provided above, the nature of the development, site, planning history and representations made in relation to the application the following are considered to represent the main material considerations in determining this proposal:

- Principle of development (the main issue)
- Siting and design
- Amenity and privacy
- Access and parking
- Landscaping
- Drainage/Water issues
- Other matters

Principle of development

In considering the principle of this proposal the following is viewed as material:

- i. is the proposal an acceptable infilling or rounding off of development?
- ii. the material fall back position of the continued use and occupation of the caravans;
- iii. the proposed use of the dwelling as managers accommodation to an existing holiday business.

Taking these matters in turn:

Principle of development – Infilling / rounding off of development

Manor Farm has a distinct character in that the existing holiday lets, outbuildings and caravans form a legible group within the village setting. The

site of development is set back from the road frontage of Manor Farm. It is considered that this positioning would mean that the site would not form the infilling of development as allowed for by Policy 7(a).

Policy 7(a) also allows for 'Rounding off'. This is a form of development that would complete or consolidate the built up perimeter of an isolated group of dwellings. Assessing whether the proposal amounts to rounding off is a matter of fact and degree and planning judgement. In this case the boundaries of the residential area of Manor Farm are the boundaries to the open countryside with fields stretching from the northern boundary of the site. This proposal would remain in this already developed area of land around the converted buildings and the caravan at the site. Based on an assessment of the site it is considered that the proposal would not extend the built envelope of the settlement and would only consolidate development at the boundary of Lydstep. It would not form a sporadic development unrelated to group of dwellings forming the settlement..

National policy guidance states that a wide range of economic activity can be sustainably accommodated in rural areas – TAN 6 – Planning for the Sustainable Rural Economy identifies 'rural enterprises' which can encompass agriculture, forestry, tourism and leisure uses. The site is accessible by public transport and is close to the Local Development Plan Centres of Tenby and Saundersfoot.

Material fall-back position continued use and occupation of the caravans at the site

Planning permission NP/17/0639/FUL gave permission on the 5 December 2017 for the use of an existing static caravan for full residential occupation from Easter to October; then as holiday accommodation for the remaining months in any one calendar year. The occupation of the caravan was secured through condition 3 of the planning permission. The grant of planning permission followed the approval of a certificate of lawfulness at the site.

This represents a lawful use within the Manor Farm site and the applicant's have indicated that they would be willing for this use to cease if it would provide support for their application for a permanent dwelling at the site. It is noted that the established independent use of the caravan would allow for its replacement by a new caravan (within the statutory definition of a caravan) and this could be a more substantial dual unit caravan.

The fact that a caravan with a seasonal lawful residential use at the site would be removed is considered to be a material consideration in determining this planning application.

Principle of development – Managers dwelling and affordable housing

The applicants have not sought to justify the proposal on the basis of it being an exception as a rural enterprise dwelling, through the provision of a rural enterprise dwelling justification. However, they have noted that there is a rural business operating at the site. If considered justified the Authority could seek

a condition limiting the use of this dwelling to a manager of the business / other local qualifying rural enterprise.

The proposed manager's accommodation would be a new dwelling, at paragraph 6 of the Authority's Supplementary Planning Guidance on Affordable Housing it states that managers dwellings would be exempt from providing a contribution to affordable housing.

While it is not clear that the holiday accommodation on site would allow for a justification for a managers dwelling on its own (e.g. applying the criteria in Planning Policy Wales and Technical Advice Note 6). It is clear that there is a business operating at the site and that a manager of the business could occupy the proposed dwelling. Subject to the imposition of the restrictive occupancy condition limiting use to a managers accommodation it is considered that the proposal would not require an affordable housing contribution.

Principle of development conclusion

The site of development is considered to amount to a rounding off of the built form on land that has already been developed. The site is used partially residentially through the siting of a residential / holiday accommodation caravan. On balance, subject to a requirement to remove the existing caravans and a condition limiting occupancy to a manager of the business it is considered that a dwelling, in this location is in principle acceptable.

Scale, siting and design.

Policy 15 refers to the conservation of the Pembrokeshire Coast National Park, with criteria (b) and (c) resisting development that would be insensitively and unsympathetically sited within the landscape, and would introduce or intensify a use which is incompatible with its location.

In respect of the design and scale of the proposed manager's accommodation, the dwelling will be two-storey in mass with a slate pitched roof profile. The walls will be plain render with stone detail. The dwelling is considered appropriate in scale to the wider setting.

Amenity and Privacy:

Policy 30 seeks to avoid incompatible development and significant adverse impact upon the amenity enjoyed by neighbouring properties, particularly where the development is an inappropriate use, is of a scale incompatible with its surroundings, development leads to an increase in traffic, noise, odour or light or the development is visually intrusive.

The managers' accommodation will be to the rear of the site and will be set in from the boundary. This, together with its orientation into the site will ensure that existing privacy and amenity can be maintained. The gable nearest the neighbour to the west will be blank.

The proposed development is not considered to give rise to any adverse impact on amenity.

Access and parking.

The Highways Authority has recommended conditional consent, commenting that.. *‘There is no objection to the manager’s dwelling. The access is wide and the front wall completely rebuilt and set-back for improved visibility. The addition of a permanent residence will increase the traffic to the farm, however it will not have a significant impact on the highway.* This was subject to an objection from the Community Council, however taken into account the advice of the highways authority and the established use of the site for residential use within the caravan it is considered that the proposal is acceptable in terms of highway safety.

Landscaping.

The application site does not fall within a Conservation Area, and there are no tree preservation orders on the application site. The detailed plans illustrate that there will be additional planting following the development, particularly to the east of the managers accommodation, otherwise the landscaping will be retained.

Biodiversity.

Following consultation, the Authority’s Ecologist and Natural Resources Wales did not object subject to the requirement for a condition to secure ecological enhancement. The site is on the edge of the village, adjacent to open countryside, thus opportunities for biodiversity enhancement are justified and would comply with the Authority’s Section 6 duty under the Environment (Wales) Act 2015.

Drainage/Water issues

Policy 32 of the LDP requires development to incorporate sustainable drainage systems for the disposal of surface water on site. Welsh Water has raised no objection to the proposal subject to a condition concerning surface water drainage.

Other matters.

Dyfed Archaeological Trust have recommended that a written scheme of investigation be carried out, due to the site’s proximity to the Grade 1 listed medieval Lydstep Palace.

The concerns of Manorbier Community Council have been carefully considered. For matters concerning the highway safety, officers would defer to the advice of the Highway Authority, who are the statutory consultee in such matters. As the Highways Authority support the proposal, and, in the absence of evidence to contract their advice, officers would concur with the advice of the statutory consultee.

Conclusion

Notwithstanding the objection raised, based upon the existing permission for the residential use of the site the proposed development is considered to be acceptable, and would not be considered to have an adverse impact on the

host dwelling or the special qualities of the National Park in terms of its scale, siting and design. It is also considered to be acceptable in terms of neighbouring amenity and other issues and as such, the proposal is recommended for approval subject to a section 106 agreement regarding the removal of caravans and appropriate uses, and conditions.

Recommendation

The application be delegated to Team Leader Development Management/ Director of Planning & Park Direction/Chief Executive to grant permission subject to the submission of a legal agreement, tying the managers accommodation to the farmhouse and holiday lets at Manor Farm and requiring the removal of caravans, within 3 months of the date of the resolution to approve the application. If the legal agreement is not forthcoming the application will be refused as it is contrary to Policy 7 & 44 of the LDP.

Conditions/Reasons

1. The development shall begin not later than five years from the date of this decision.

Reason: Required to be imposed pursuant to Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

2. The development shall be carried out in accordance with the following approved plans and documents:

Site location plan received 23 September 2019

Proposed site plan received 23 September 2019

C/4336/8 Site plan received 23 September 2019

C/4336/21 East & West Elevations received 23 September 2019

C/4336/22 North & South elevations received 23 September 2019

C/4336/20 First & Ground floor plans received 23 September 2019

Reason: In order to be clear on the approved scheme of development in the interests of protecting visual amenity and the special qualities of the National Park. Policy: Local Development Plan – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 15 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).

3. The occupation of the new dwelling shall be limited to persons solely or mainly employed in the holiday accommodation business occupying the plot edged red on the approved plan, or a widow, widower, civil partner and/or any resident dependents of those persons. In the event that it can be demonstrated that there are no such eligible occupiers, the dwelling shall be occupied by a person or persons who would be eligible for consideration for affordable housing under the local authority's housing policies, or a widow, widower or surviving civil partner of such a person, and to any resident dependants.

Reason: This permission has been granted solely having regard to the special circumstances of the case and use not in accordance with the requirements of the condition would require the further consideration of

the Local Planning Authority in the light of the Local Development Plan and any other material considerations. Policy: Local Development Plan - Policy 42 (Employment Sites and Live Work Units).

4. The off-street parking facilities (for all vehicles, including cycles) shown on the plan hereby approved shall be provided before the building is first occupied, and thereafter retained for that purpose.

Reason: To ensure the satisfactory provision of parking facilities and in the interest of highway safety and the amenity of the area, and to accord with Policy 53 of the Local Development Plan.

5. No development shall take place until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved, in writing, by the National Park Authority, prior to development commencing.

Reason: To assess the archaeological value of the site and the Local Development Plan - Policy 8 - Special Qualities

6. Prior to the erection of external lighting, a light mitigation strategy, including measures to ensure a dark corridor around entrances to the bat roost, and to reduce light spillage onto foraging habitats for bats, shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

Reason: To ensure that animal and plant species and habitats listed under the Conservation of Habitats and Species Regulations 2010 are adequately protected, and to protect and enhance the character and appearance of the site and its setting within the Pembrokeshire Coast National Park. Policy: Local Development Plan – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 11 (Protection of Biodiversity) and 15 (Conservation of the Pembrokeshire Coast National Park).

7. Prior to the conversion and construction of the outbuildings and managers dwelling hereby approved, details and colours of the materials to be used in the construction of the external surfaces of the development shall be submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure a proper standard of development and appearance in the interests of conserving the amenities and special qualities of the area. Policy: Local Development Plan – Policies 1 (National Park Purposes and Duty), 15 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).

8. Prior to the beneficial use of the development hereby approved, the static caravans as shown on the approved plans shall cease to be used and shall be removed from the land.

Reason: To protect the character and appearance of the building and its setting and the amenity and appearance of the Pembrokeshire Coast National Park. Policy: Local Development Plan – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities) and 15 (Conservation of the Pembrokeshire Coast National Park).

9. Notwithstanding the provisions of Article 3 of The Town and Country Planning (General Permitted Development) Order 1995, (relating to extensions to, and changes to the external appearance of, the dwelling and to development or the siting of a caravan within the curtilage of the dwellinghouse), no development of Parts I, 2, 5 and 40 of Schedule 2 to that Order (or any Order revoking or re-enacting that Order) shall be carried out without specific planning permission being obtained.

Reason: To preserve the character of the area. Local Development Plan - Policy 1 - National Park Purposes and Duty, 8 - Special Qualities, 15 - Conservation of the Pembrokeshire Coast National Park and 30 - Amenity.

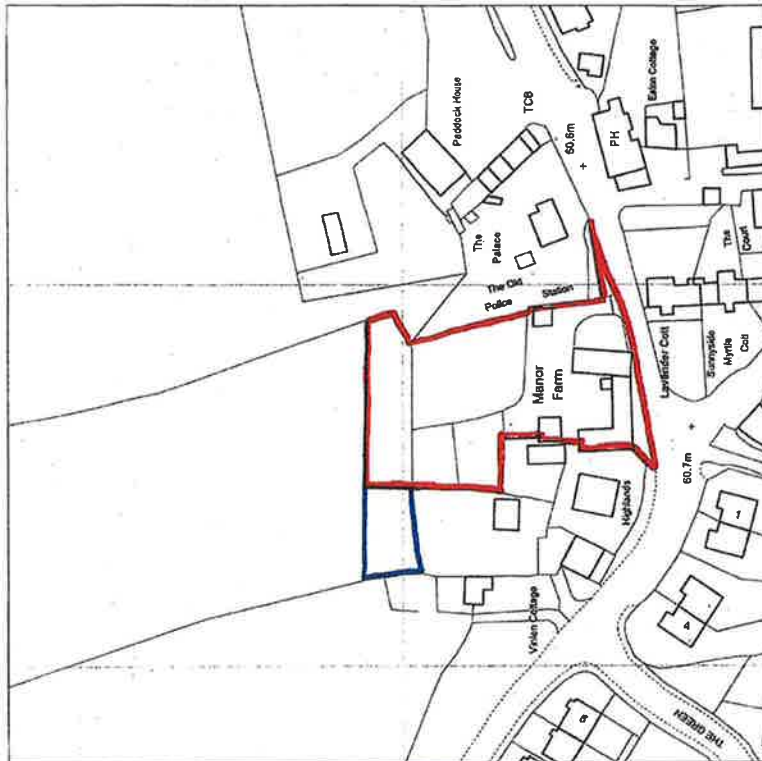


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MANOR FARM
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OS Mastermap
09 August 2013, ID: B011-00248775
maps.blskwell.co.uk

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Replacement of Authorised Residential Caravans with a Linked Manager's Dwelling.

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pensaer : architect

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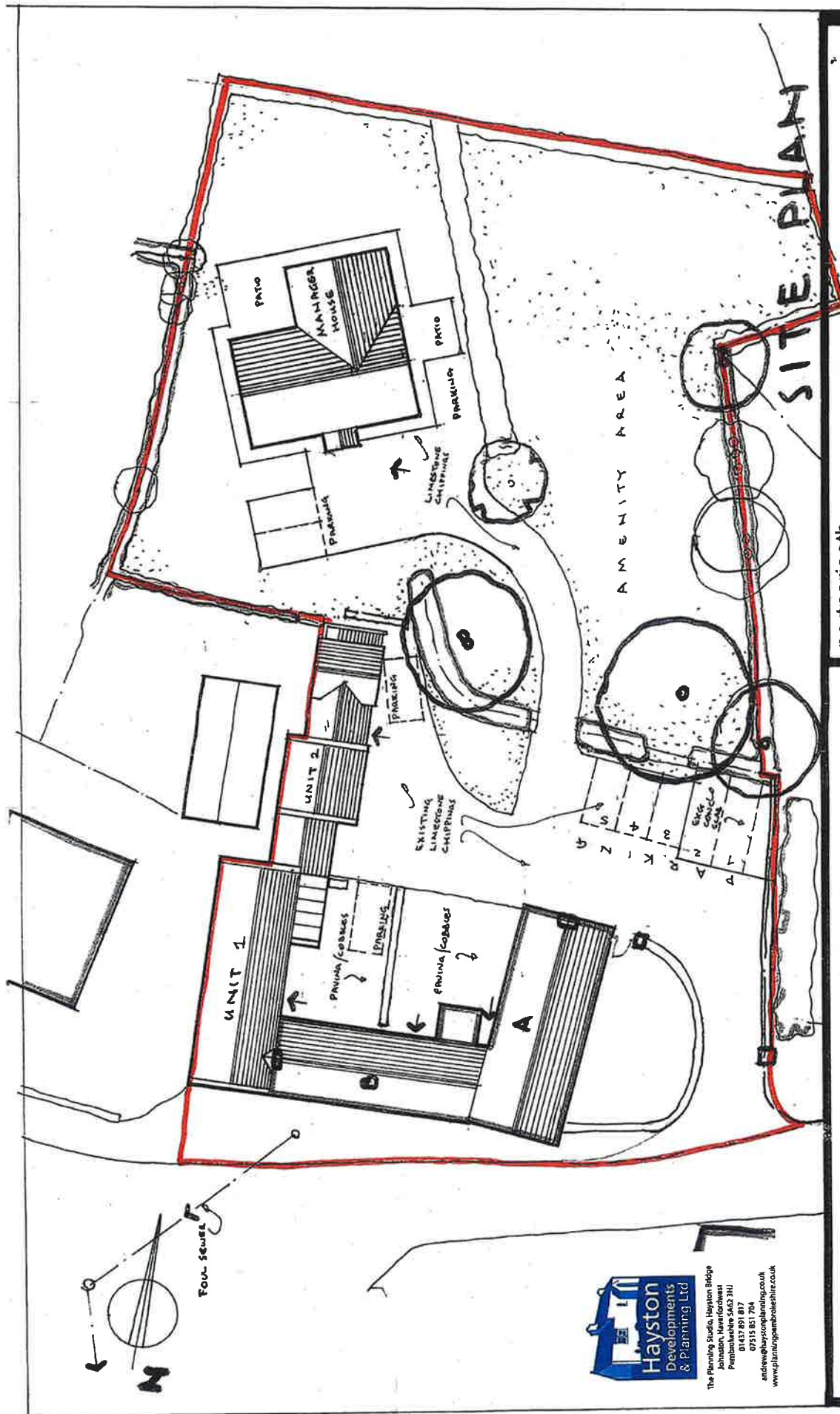
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MANOR FARM PROPOSED 'FARM' COMPLEX.

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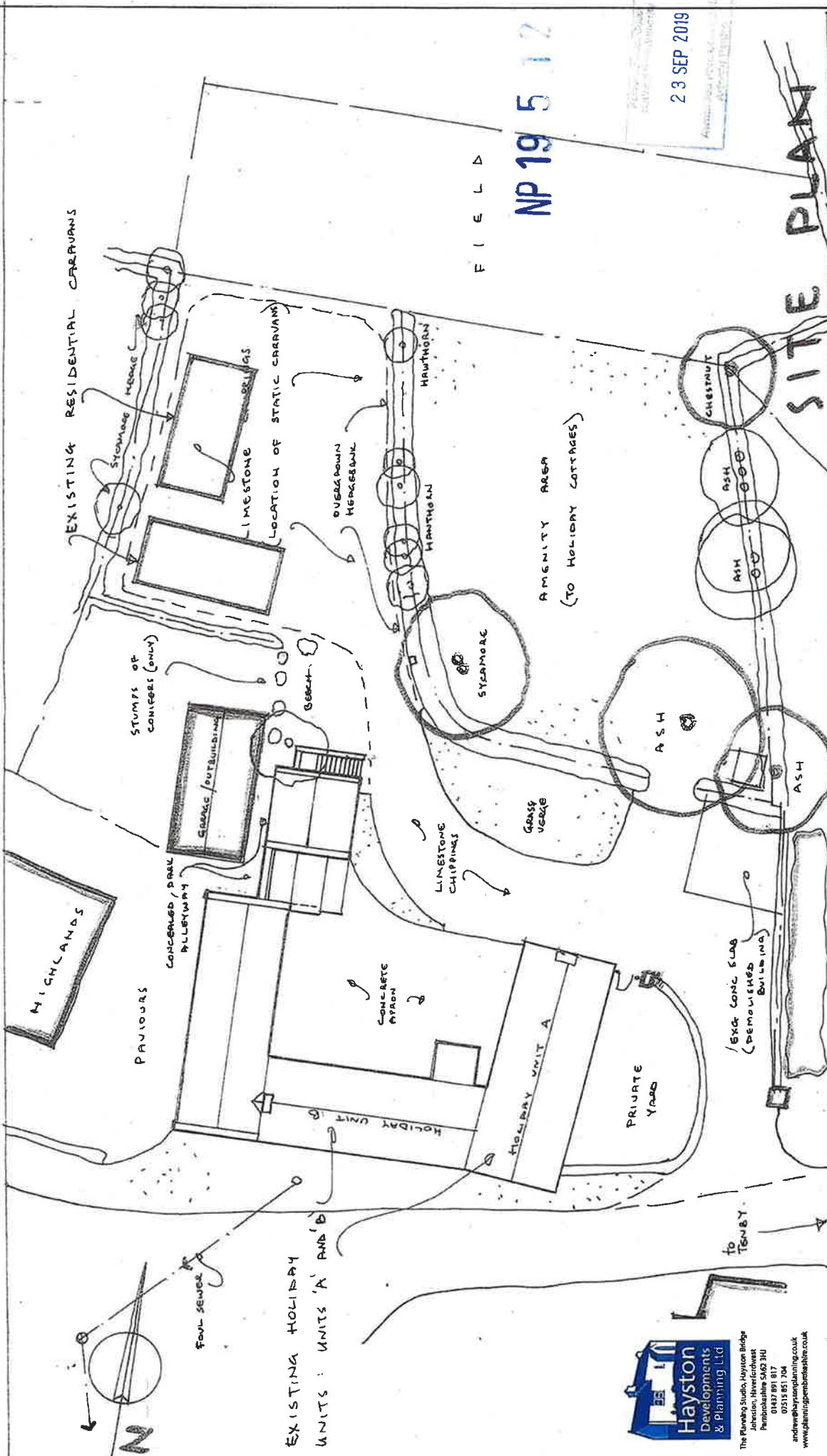
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MANOR FARM SURVEY

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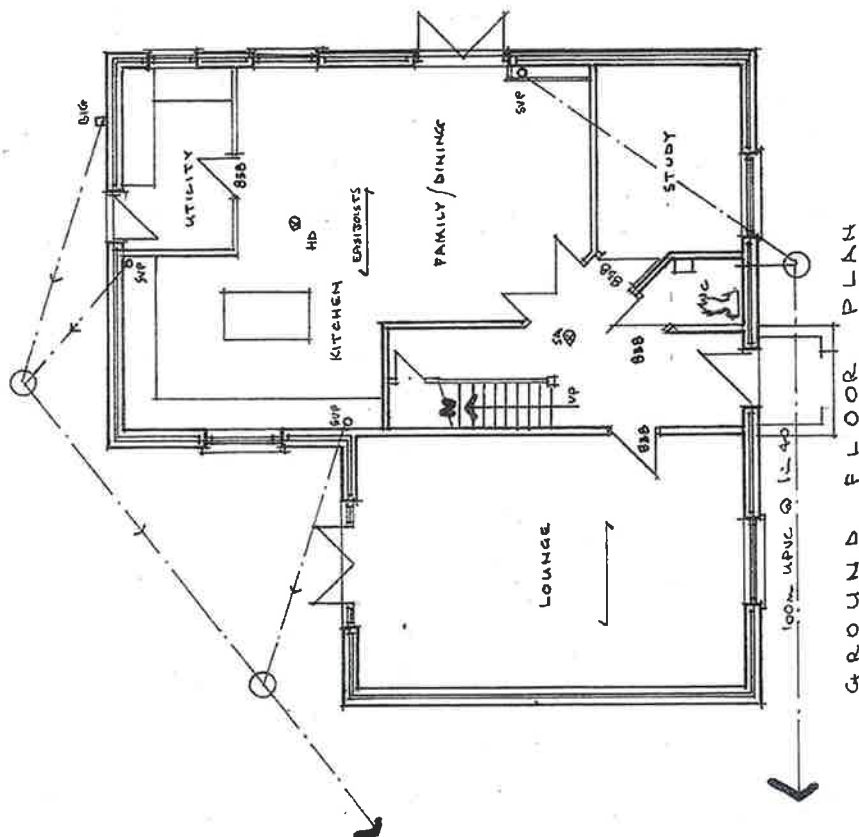
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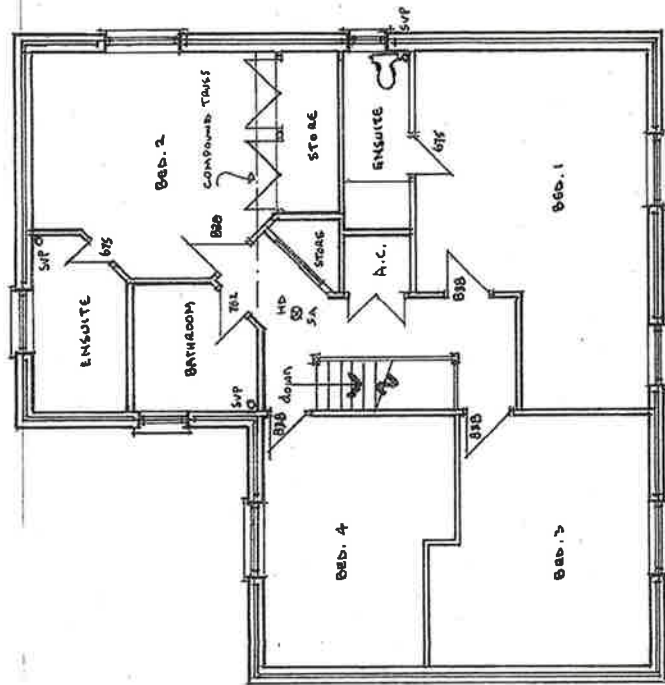
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FIELD

SITE PLAN



GROUND FLOOR PLAN



FIRST FLOOR PLAN



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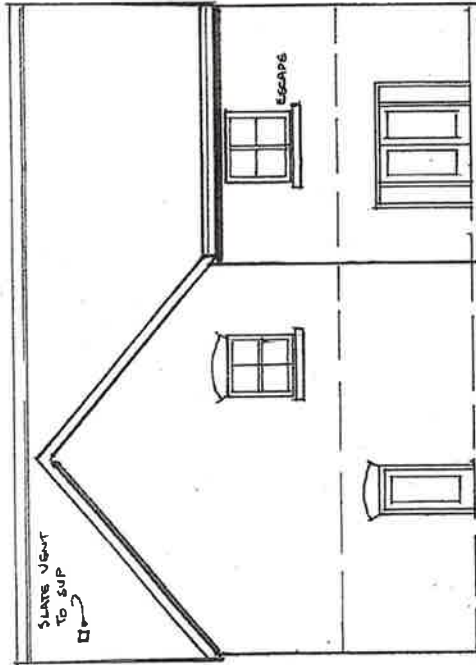
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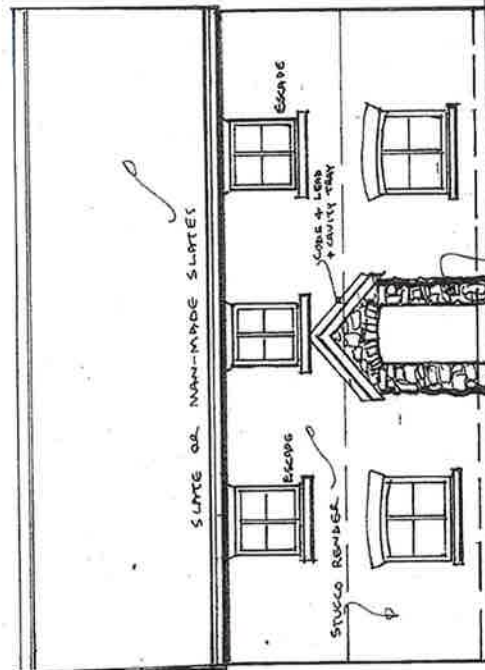
MANOR FARM.
PROPOSED NEW DWELLING.



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REAR: WEST ELEVATION



FRONT: EAST ELEVATION

23 SEP 2019
Approved by the Council
Planning Officer

NP 19 5 17

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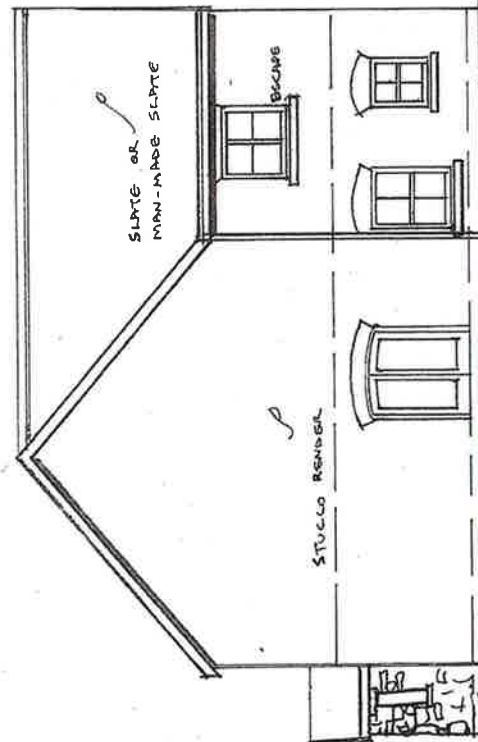
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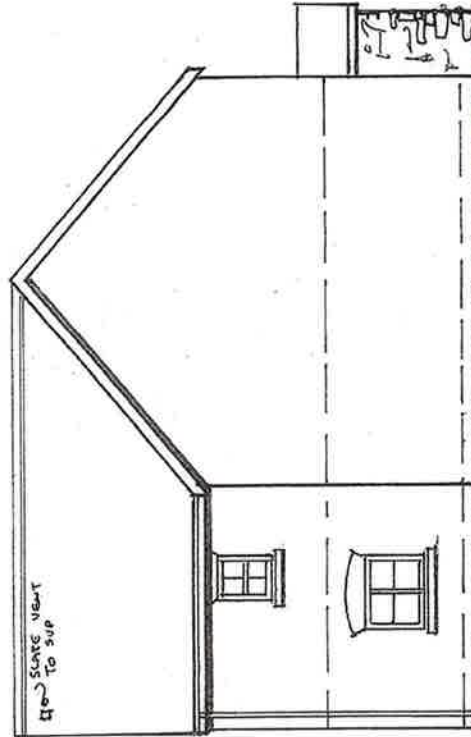
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NORTH ELEVATION



SOUTH ELEVATION

NP19 5 12

Hayston Developments & Planning Ltd
 23 SEP 2019
 Approved for planning
 Approved for building

MANOR FARM. PROPOSED NEW DWELLING.

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