
 Item 6 - Report on Planning Applications

Application Ref: NP/13/0195

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|-------------------------|---|
| Application Type | Full |
| Grid Ref: | SN05573836 |
| Applicant | Mrs Lorna Tresidder |
| Agent | Mr C Kimpton, CK Planning |
| Proposal | Erection of Artists Studio, lean-to storage shed and regularise use of land as additional garden area |
| Site Location | Blaenafon, Mill Lane, Newport, Pembrokeshire, SA42 0QT |
| Case Officer | Ceri Porter |

Summary

This application is being reported to the Development Management Committee for consideration as the recommendation for refusal is contrary to the views expressed by Newport Town Council that recommend approval of this proposal.

This application is the third proposal seeking planning permission to construct an artist's studio on land at Blaenafon, Mill Lane, Newport. The first application NP/11/315 (including permission for 2 no. containers on land to the west of the house) was refused in August 2011 for 2 reasons. Firstly, that the change of use from agricultural land to residential garden and the loss of agricultural land would be to the detriment of the character of the open countryside and secondly, due to the impact of the overall scale, massing, height, appearance and siting of the proposal on the character of the surrounding area.

The second application (NP/12/496) was in a better location, within the defined curtilage of the property, but the size of the proposal in combination with the design was still considered to be inappropriate for a curtilage-style structure and would be incongruous and out of keeping with the host dwelling, the wider surrounding area and the special qualities of the National Park.

The current application seeks permission for a detached artist's studio on land to the south of the dwellinghouse on land outside the defined curtilage of the property. The proposed change of use of land to residential curtilage is considered to represent unjustified development in open countryside whilst the proposed building itself is still considered to be overlarge for a domestic curtilage structure in a historic landscape.

Accordingly, and contrary to the view of the Newport Town Council, the application is recommended for refusal for these reasons.

Consultee Response

Newport Town Council: Approve

Dwr Cymru Welsh Water: No objection

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Tree and Landscape Officer: Reply - More information required in respect of retained trees interaction with proposed development (particularly T24)

Natural Resources Wales: No objection - Standard Advice Note 2

Public Response

The application has been appropriately advertised, and no public responses 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 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 53 - Impacts on traffic

PPW5 Chapter 04 - Planning for Sustainability

PPW5 Chapter 05 - Conserving and Improving Natural Heritage and the Coast

SPG05 - Sustainable Design

TAN 12 - Design

Officer's Appraisal

Background

Blaenafon is a traditional detached cottage located to the south of Newport and is accessed via a track that terminates at the property. The property is surrounded by agricultural fields with the gradient rising to the south. The site is considered to be in a remote countryside setting, outside a settlement boundary as defined by the Pembrokeshire Coast National Park Local Development Plan (LDP).

The cottage was extended to each side in the 1980's. The property has a stone front elevation, white painted render to the remaining elevations, painted timber doors / windows and a slate roof.

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The rear garden is relatively compact comprising of a lawn with small trees and shrubs, enclosed by a post and wire fence in addition to a hedgebank with mature tree coverage. There is a gated access with level stone piers giving access to the south near the 2 no. storage containers.

Previous application (NP/11/315) sought permission for a studio building on land to the west of the cottage outside the residential curtilage measuring 5.8m by 8.8m in footprint, 4.6m high and with corrugated sheet cladding to the elevations. It also sought permission to relocate 2 no. storage containers. This application was refused for two reasons; firstly, that the change of use of land would represent unjustified development within the countryside and secondly, that the proposals by virtue of their scale, massing, height, appearance and siting would result in development at odds with the unspoilt character of the area, contrary to policies 1, 7, 8, 15 and 29 of the LDP.

An appeal was subsequently submitted to the Planning Inspectorate but was dismissed in May 2012. The Inspector agreed that the land was agricultural in nature, that both proposals were significant structures in a prominent location and that the proposed studio had a domestic appearance emphasising it as separate development to the existing cottage. An enforcement appeal was also dismissed regarding the retention of the 2 no. containers and these should now be removed from the site.

A later planning application, NP/12/496, sought permission for a studio within the identified curtilage of the dwelling house however the size and design of the proposal was considered inappropriate and represented an incongruous form of development, out of keeping with the surrounding area. The application was therefore refused.

History

NP/11/315 – Erection of artists studios & retention of 2 containers in new location. Refused: 28 September 2011.

Appeal Ref: APP/L9503/A/12/2170848 – Dismissed 25 May 2012

NP/12/496 – Erection of small artist's printing studio in garden of existing dwelling – Refused 29 November 2012

Constraints

- Biodiversity Issue
- Historic Landscape
- Rights of Way Inland – within 50m

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Current Proposal

Planning permission is sought to construct a detached artist's studio on land to the south of Blaenafon, Mill Lane, Newport and seek a change of use of the associated land to residential curtilage.

The area of land measures 10m deep by 16m wide and is located alongside the existing southern boundary of Blaenafon within an existing agricultural field.

The proposed outbuilding would be located on this land set 8m back from the rear of Blaenafon. The building would have a curved roof clad in corrugated steel sheets and vertical timber boarded walls. The south elevation would contain a glazed door with timber shutter and a lean-to storage shed is proposed to provide storage lost from the steel containers.

The west elevation would have glazed panels within the gable at first floor with folding glazed doors at ground floor that has a sliding timber shutter. The east elevation contains a long glass window at first floor level whilst the north elevation contains two full length windows (one with sliding shutter).

The building has an open plan area at ground floor with sinks and a separate shower room with a first floor level set within the roofspace above.

Rooflights are proposed at the apex of the curve of the roof.

The Application is supported by a Planning Report & Design and Access Statement, Transport Statement and Tree Survey.

Key Issues

1. Principle of development
2. Visual amenity and impacts on the special qualities of the National Park
3. Neighbouring amenity

Principle of Development

The site is located in a fairly remote countryside setting and outside the identified residential curtilage of Blaenafon. There is a distinct boundary to the south of the garden with a stone hedgebank and mature tree planting and the land beyond is agricultural in character. The fact that this land adjoins the curtilage of the residential dwelling is not uncommon and dwellings in the countryside often contain parcels of land that are outside the residential curtilage of a dwelling. There is no statutory definition of "curtilage" and it has been held by the Courts that that in the absence of any definition, "curtilage" bears its restricted and established meaning connoting a small area forming part or parcel with the house or building which it contains or to which it was attached. It is therefore a matter of fact to be decided on the evidence in each case as to whether an area falls within the meaning of the term.

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In this case the submitted Planning Statement contends that the site has been used for many years as curtilage and is domestic in appearance. However the site is grassed and, although there is a change in level, blends with the existing agricultural field. Accordingly, in this case, it is not considered that the site can be considered as part of the curtilage of Blaenafon.

Policy 7 (Countryside) of the LDP applies in this instance therefore and the proposal must be assessed against criteria a) to h) inclusive. The proposal does not constitute the infilling of a gap to isolated groups of dwellings; would not provide housing essential for agricultural or forestry workers; does not offer farm diversification or relate to an appropriate conversion; does not provide a tourist attraction or enhancement of community facilities, does not constitute low impact development and would not be a building justified for agricultural purposes. Having regard to this policy, the principle of the erection of a new building on this land for purposes ancillary to Blaenafon cannot be supported.

This stance was sustained in respect of the siting of storage containers at the site and the change of use of the land (albeit for a larger area that included the current planning application site) through the refusal of planning application NP/11/315 and its subsequent dismissal at appeal.

As such, the proposed artist's studio, by reason of its location outside the curtilage of Blaenafon would result in a change of use from agricultural land to residential garden and would represent unjustified development within the open countryside and excessive domestic intrusion into the rural landscape that would detract from the character of the open countryside and neither conserve nor enhance the natural beauty of the National Park; contrary to Policies 1, 7, 8 and 15 of Pembrokeshire Coast National Park Local Development Plan (Adopted: September 2010).

Visual Amenity and Impact on the Special Qualities of the National Park:

Policy 8 of the LDP is a strategic policy that refers to the special qualities of the National Park and lists priorities to ensure that these special qualities will be protected and enhanced. Policy 15 of the LDP seeks the conservation of the Pembrokeshire Coast National Park with criteria 'a', 'b' and 'd' resisting development that would cause significant visual intrusion, be insensitively and unsympathetically sited within the landscape, and/or fail to harmonise with, or enhance the landform and landscape character of the National Park. Policy 29 of the LDP requires all development proposals to be well designed in terms of place and local distinctiveness (criterion 'a'). Policy 30 of the LDP seeks to avoid development that is of an incompatible scale with its surroundings (criterion 'b') or is visually intrusive (criterion 'd').

It should also be noted that the site is located within the Mynydd Carningli Landscape Character Assessment Area that is recognised as an outstanding historic and cultural landscape.

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Notwithstanding that the principle of development does not conform with Policy 7 of the LDP consideration must be given to the impact of the proposed building on the landscape and whether there would be any material considerations that may outweigh the application of policy.

It is understood that the proposed artist's studio has been designed to reflect an agricultural style and uses corrugated metal to the roof and timber boarding with sliding timber shutters over some of the openings to appear less domestic and is set back from the rear of the building. The height is greater than that previously refused under NP/12/496 and, as shown on submitted drawing P01, is over 1m taller than Blaenafon itself. Historically, pre-application advice from officers has been consistent in the need for any ancillary building to appear subservient to the main house in size and design. Whilst appearing less like a dwellinghouse than previous submissions, neither the height nor the footprint has been significantly reduced to ensure that the building to be acceptable in visual terms to allow a building on the edge of open countryside and mountain within a sensitive historic landscape.

Best practice guidance on outbuildings in residential settings can be found within the Planning Officers Society for Wales's guidance 'Design Guide for Householder Development' (October 2005). This guidance states that one of the key principles to consider when considering the size, shape and position of your garage or outbuilding is that an outbuilding must be smaller in scale and subservient to the house.

Given the above, it is considered that the proposed artist's studio by virtue of its scale, massing, height and appearance would result in development that would be out of keeping with the host dwelling and surrounding area and would fail to protect the special qualities of the National Park. As such the proposal is considered contrary to policies 8 and 15(a)(b)(d) of the Pembrokeshire Coast National Park Local Development Plan (Adopted: September 2010).

Neighbouring Amenity:

Policy 30 of the LDP states that development will not be permitted where it has an unacceptable impact on amenity.

The site lies a considerable distance from neighbouring properties and the building is therefore unlikely to impact unacceptably upon the amenity currently enjoyed by neighbours.

Conclusion

The proposal represents an unjustified extension of residential land into the open countryside and an inappropriate outbuilding that fails to respect the host dwelling and surrounding area to the detriment of the special qualities of the Pembrokeshire Coast National Park contrary to the relevant provisions of PPW, TAN12 and LDP policies 1, 7, 8 and 15. As such, the proposal is recommended for refusal.

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Recommendation**That the application is recommended for refused for the following reasons:-**

1. The proposed artist's studio, by reason of its location outside the curtilage of Blaenafon would result in a change of use from agricultural land to residential garden that would represent unjustified development within the open countryside and excessive domestic intrusion into the rural landscape that would detract from the character of the open countryside and neither conserve nor enhance the natural beauty of the National Park; contrary to Policies 1, 7, 8 and 15 of Pembrokeshire Coast National Park Local Development Plan (Adopted: September 2010).
2. The proposed artist's studio, by virtue of its scale, massing, height and appearance would result in development that would be out of keeping with the host dwelling and surrounding historic landscape area and would fail to protect the special qualities of the National Park. As such the proposal is considered contrary to policies 8 and 15(a)(b)(d) of the Pembrokeshire Coast National Park Local Development Plan (September 2010).

Photo 1



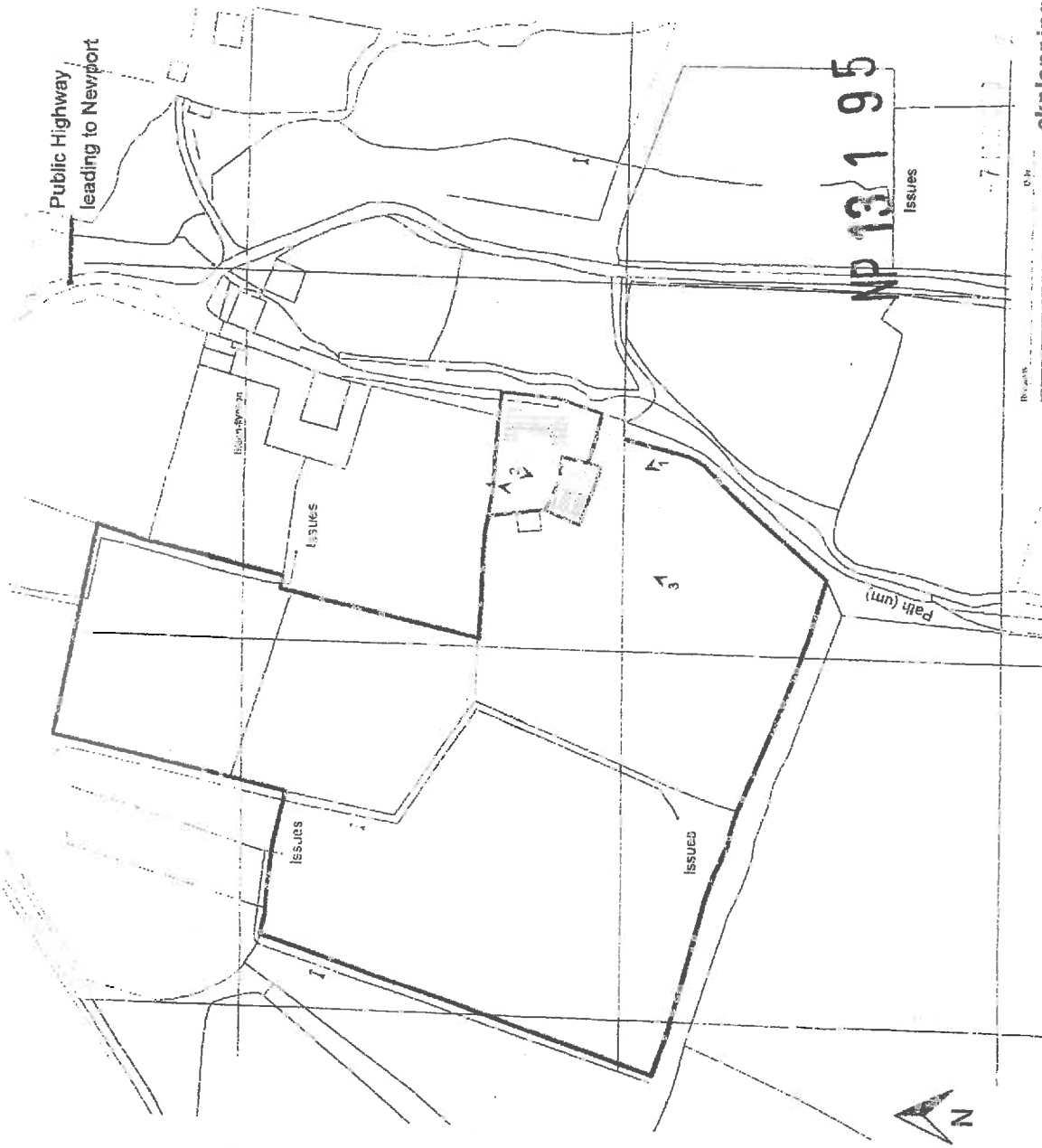
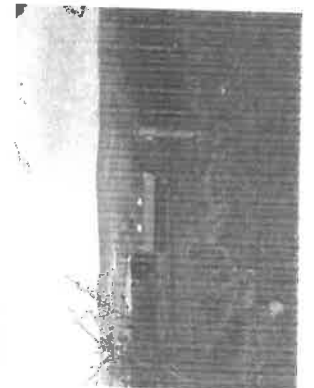
Photo 2



Photo 3



Photo 4



Site Address: Blaenafon, Newport, Pembrokeshire, SA42 0QT

ckplanning
 Chris Kimpton
 BA(HONS), MRTPI

Chartered
 Town Planner

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Site: Loma Tindalir

Extent of Artists Study: Loma Tindalir Storage Shed & Regular Use of Land as additional Caravan Area

Location Map

Scale: 1:1000

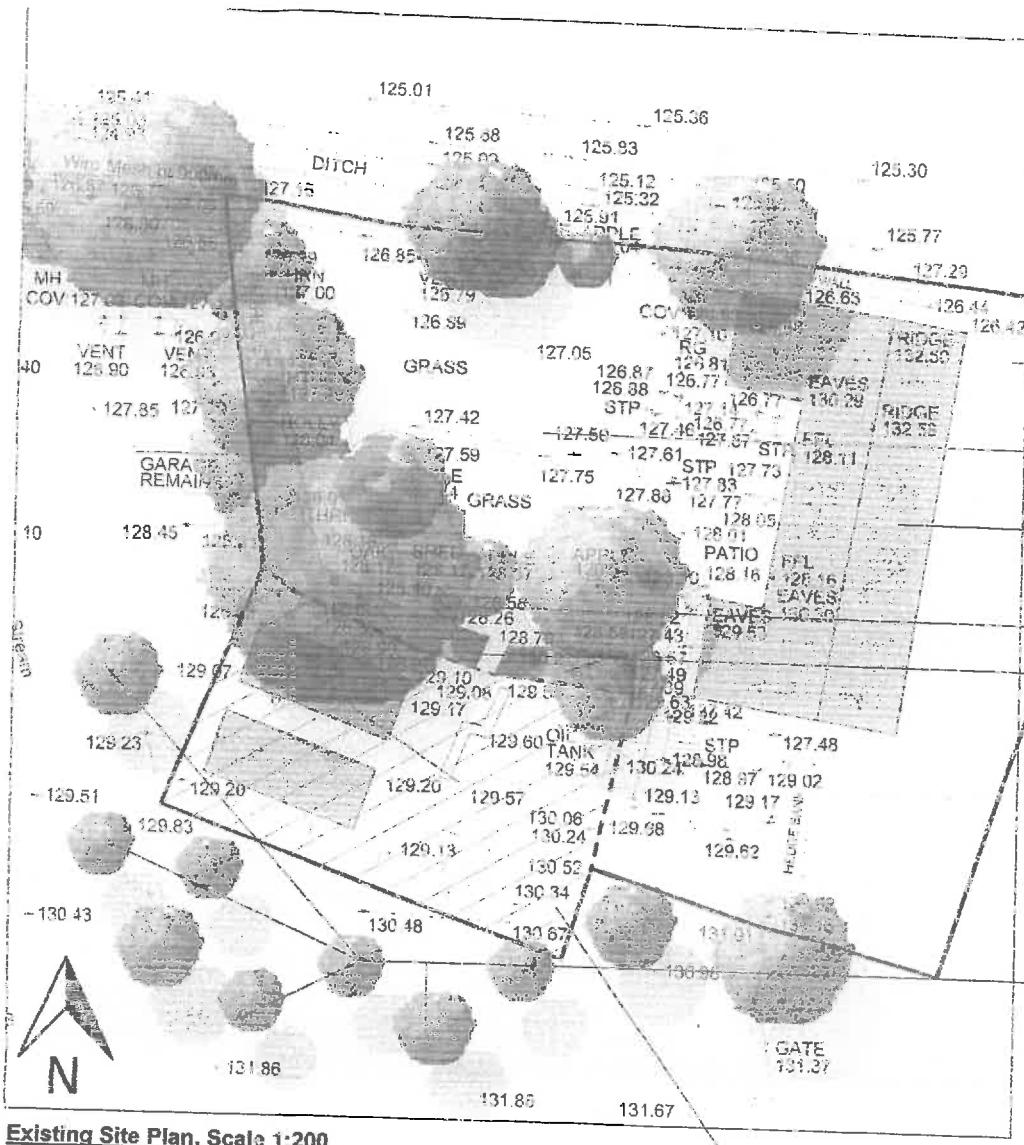
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Author: C.K.

Drawn: C.K.

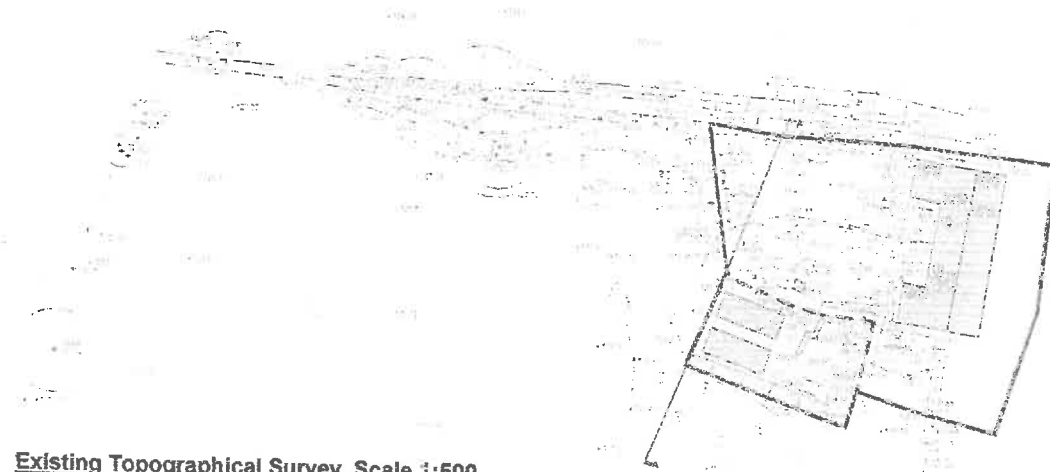
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Approved: C.K.

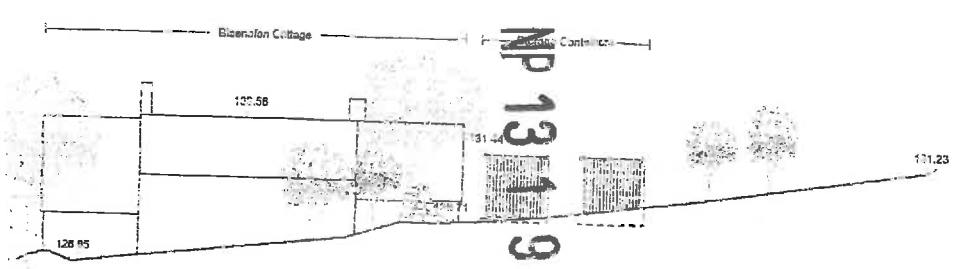


- Existing gravel track provides adequate access / parking and turning area
- Garden
- Blaenafon Cottage (Artist's private living accommodation)
- Concrete shed housing water pump
- Stone bank
- 2 No. Storage Containers (8ft W x 20 ft L x 8ft 6" H)
- New planting consisting of the following tree species:
 - *Quercus robur*
 - *Juglans regia*
 - *Alnus glutinosa*
 - *Sorbus saruentiana*
 - *Prunus myrobalana*
 - *Morus nigra*
 - *Cydonia oblonga*
- Land to be 'regularised' as additional garden area

Existing Site Plan, Scale 1:200



Existing Topographical Survey, Scale 1:500



Existing Site Section A-A, Scale 1:200

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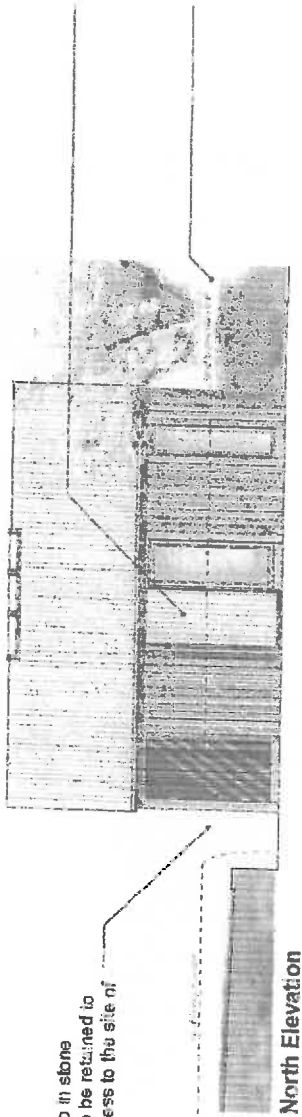
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Project: Loma Treshider
 Erection of Artist's studio, Loan-to Storage Shed & Regularise Use of Land as additional Garden Area

Drawn: Existing Site Plan & Section and Topographical Survey
 Date shown: 13/04/2014
 Drawn by: RC
 Date: April 13

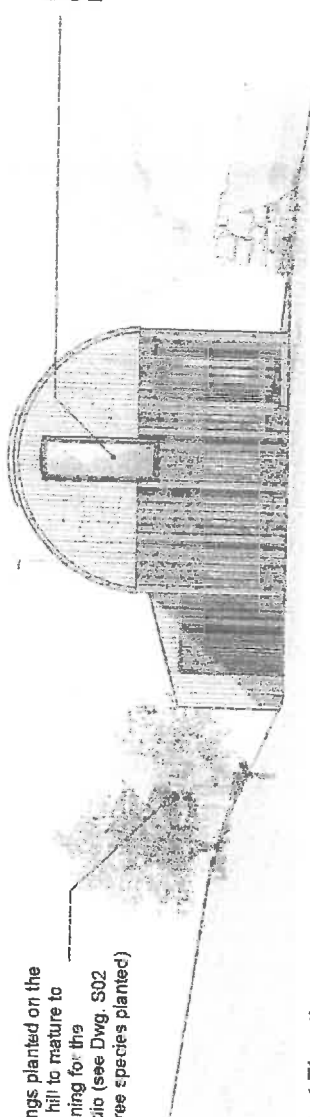
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| 0004 | S02 |

Proposed North and East Elevations, Scale 1:100



Existing gap in stone wall/bank to be retained to provide access to the site of the studio

North Elevation



Existing saplings planted on the south sloping hill to mature to provide screening for this proposed studio (see Dwg. S02 for full list of tree species planted)

East Elevation

Large north window to be provided with a sliding shutter for privacy, security and to reduce heat loss when this studio is not in use

North Elevation to be partially screened by the existing stone wall/bank to be retained (approx. 1.2m High) from the FGL

Openable window to provide an emergency exit route from the mezzanine level in case of a fire

Schedule of Proposed External Materials and Finishes:

1a) Lower External Walls:

Clad in cedar/larch overlapping boards to reflect the character of an agricultural building

1b) Upper External Walls:

Clad in corrugated steel sheets of a traditional 3" profile

2) Roof:

Finished in corrugated steel sheets of a traditional 3" profile

3) Windows, Skylight and Doors:

Painted timber framed units with Double/Triple glazing

4) Lean-to sNP 13 1 95

Walls and Roof to be clad in corrugated steel sheets of a traditional 3" profile. 2 No. transparent corrugated sheets to be included in the roof covering. Pair of timber doors to be finished to match the walls of the studio.

Explanning
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Location of Arts Studio, Llanidloes Storage Shed & Re-use of Land at additional Caerbin Area

1:100 Town & City Plan April 13

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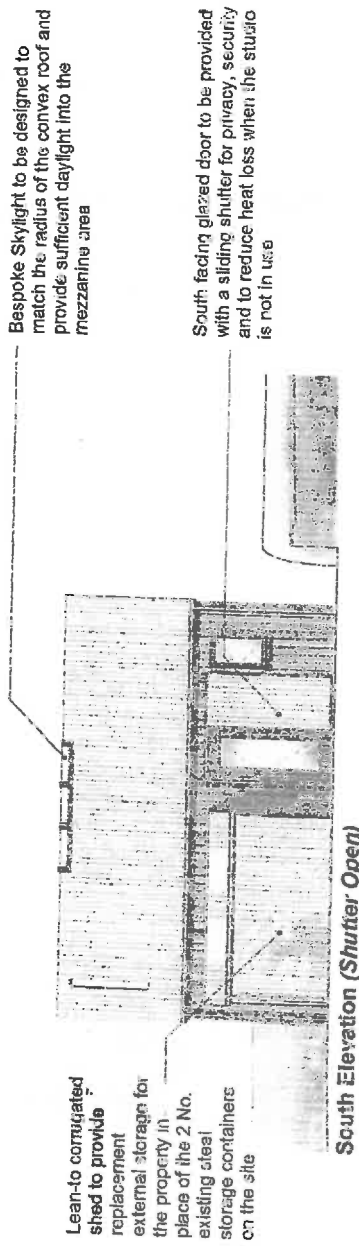
Design Concept for the building:

The proposed artist's studio has been designed to read as an auxiliary building within the curtilage of the main cottage on the site. The location, mass, scale and orientation of the studio have been designed to fit within the natural parameters of the site, preserving the site's contours, boundaries and soft landscaping.

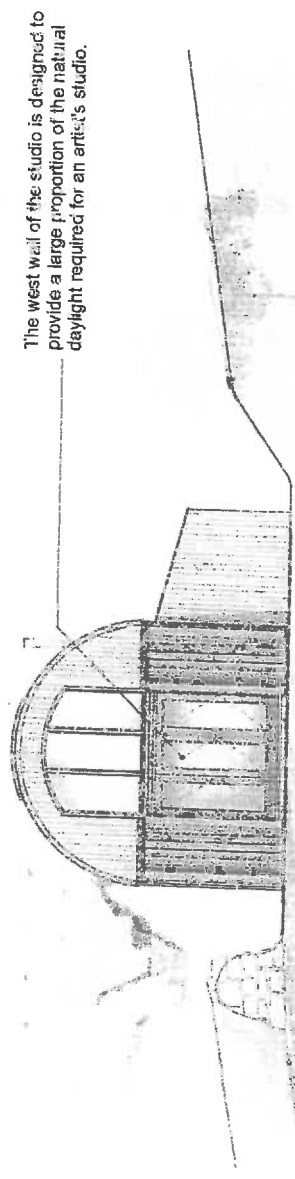
The character of the proposed building reflects an agricultural style structure, familiar with the rural landscape of Pembrokeshire. The palette of materials and external finishes expresses a sense of simplicity through the use of corrugated metal and timber overlapping boards, reinforcing the agricultural character of the building.

The proposed materials and form of the building have been considered externally to respond sympathetically to the context of

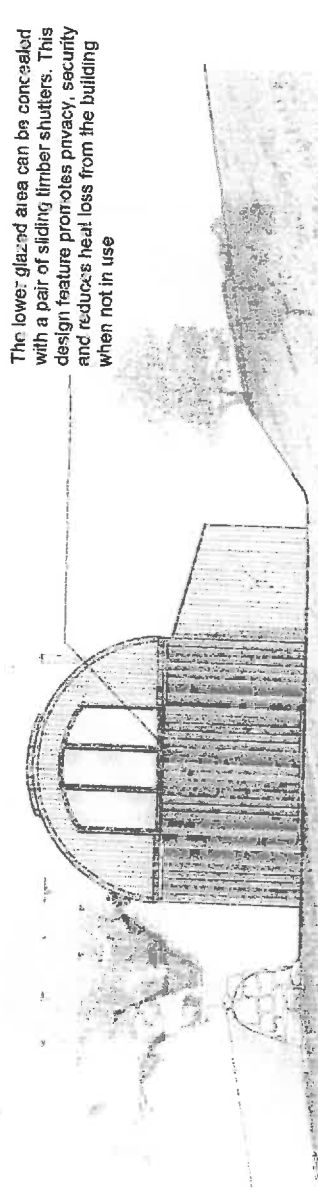
Proposed South and West Elevations, Scale 1:100



South Elevation (Shutter Open)



West Elevation (Shutters Open)



West Elevation (Shutters Closed)

Schedule of Proposed External Materials and Finishes:

- 1a) Lower External Walls:
Clad in cedar/larch overlapping boards to reflect the character of an agricultural building
- 1b) Upper External Walls:
Clad in corrugated steel sheets of a traditional 3" profile
- 2) Roof:
Finished in corrugated steel sheets of a traditional 3" profile
- 3) Windows, Skylight and Doors:
Painted timber framed units with Double/Triple glazing
- 4) Lean-to shed:
Walls and Roof to be clad in corrugated steel sheets of a traditional 3" profile, 2 No. transparent corrugated sheets to be included in the roof covering. Pair of timber doors to be finished to match the walls of the studio.

Date: **NP 13 1 9**
 By: **Chris Kimpton**
 BA(HONS), MRPI
 Chartered
 Town Planner
 Loma Thealdre
 Erection of Artists Studio, Lean-to
 Store, Shed & Regular Use of
 Land at additional Garden Area
 Proposed Elevations: South & West
 Scale: 1:100
 Date: April 13
 Drawing No: 0004
 P04
 Job No: 01548 673352
 0789 614 3152