

Item 5 - Report on Planning Applications

Application Ref: NP/16/0440/FUL

| | | | |
|----------------------|--------------------------------------------------------------------------------------|--------------------|-------------|
| Case Officer | Kate Attrill | | |
| Applicant | Mr & Mrs D Lloyd | | |
| Agent | Mr A Vaughan-Harries, Hayston Development & Planning | | |
| Proposal | Retrospective application for yurt, platform and washroom, and interpretation panel. | | |
| Site Location | Felin Isaf, Feidr Treginnis, St Davids, Haverfordwest, Pembrokeshire, SA62 6QB | | |
| Grid Ref | SM74482505 | | |
| Date Valid | 17-Aug-2016 | Target Date | 11-Oct-2016 |

Summary

This retrospective planning application is for a Mongolian seasonal yurt, a permanent timber decked platform and a timber shed with associated parking to provide a seasonal camping venture.

The site is located within a valley which runs from St Davids to Porthclais and is adjacent to the St Davids Mill Leat, which is both a scheduled ancient monument and a listed structure.

The application is contrary to policies in the Local Development Plan which seek to restrict the development of new camping sites, and development which is insensitively located within historic landscapes. As such, the proposal is recommended for refusal.

Consultee Response

St Davids City Council: Supporting

Natural Resources Wales: Further information required: An electronic copy of the hydraulic model used

PCNPA - Tree and Landscape Officer: Reply

PCNPA - Access Manager: Reply - No public paths affected.

PCNPA - Ecologist: Reply

PCC - Drainage Engineers: Reply

PCC - Transportation & Environment: No objection

Dyfed Archaeological Trust: Conditional Consent.

CADW - Protection & Policy: No adverse comments

PCNPA - Park Direction: Recommend Refusal - Policy 38 of the Local Development Plan is a policy of restraint towards the provision of further camping, caravanning and chalet pitches within the National Park and thus the proposal for the yurt would be contrary to this policy. As such the proposed development would also be contrary to policy 15 of the Local Development Plan (particularly criteria a, b and c).

PCNPA - Buildings Conservation Officer: Recommend Refusal

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Public Response

The application has been advertised in accordance with the requirements of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012, by a site notice and letters to neighbouring properties.

Two representations have been received, one querying the ownership certificates, and another to the principle and visual impact of the development.

The submitted ownership certificates have been checked, and the lease term confirmed by the applicants agent. The letter of representation refers to:

- The introduction of light pollution from the kitchen and bathroom
- Impact on wildlife
- The use of the plural term 'St Davids Yurts' on the website meaning that there are likely to be more provided
- The impact on tranquillity of the development
- Visual impact

The various issues raised are considered further within the report.

Policies considered

Please note that these policies can be viewed on the Policies page Pembrokehire Coast National Park website - <http://www.pembrokeshirecoast.org.uk/default.asp?PID=549>

Circular 60/96 - Planning and the Historic Environment: Archaeology
 LDP Policy 01 - National Park Purposes and Duty
 LDP Policy 05 - St Davids Local Centre
 LDP Policy 07 - Countryside
 LDP Policy 08 - Special Qualities
 LDP Policy 09 - Light Pollution
 LDP Policy 11 - Protection of Biodiversity
 LDP Policy 12 - Welsh Language
 LDP Policy 13 - Historic Landscapes Parks and Gardens
 LDP Policy 15 - Conservation of the Pembrokehire Coast National Park
 LDP Policy 29 - Sustainable Design
 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 38 - Camping, Touring Caravans, Statics and Chalet Sites
 PPW8 Chapter 06 - Conserving the Historic Environment
 SPG06 - Landscape

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TAN 12 - Design

TAN 23 - Economic Development

Constraints

Technical Advice Note 15
Common Land CROW Access
LDP Mineral Safeguard
Historic Landscape
Safeguarding Zone
Rights of Way Inland - within 50m
Ancient Monument - within 50m
Hazardous Zones
ROW Coast Path - within 10m
Potential for surface water flooding
Recreation Character Areas

Officer's Appraisal

Site and Context

The site lies in a narrow valley adjacent to a historic leat described as the St Davids Cathedral Mill Leat. The Mill itself is also a Listed Building, and although the leat falls within the definition of the listed building, its scheduled status takes precedence over the listing. The yurt is two fields from the Mill building linked by a path through the field and parking area.

The development site is also located 60 metres south of another Scheduled Ancient Monument, Parc y Castell Mound and Bailey Castle.

The yurt is located on rising ground immediately adjacent to the leat, with the washroom a short distance away and the vehicular access and parking some distance to the south-west.

Relevant Planning History

NP/98/0480 – workshop – approved
NP/04/629 Creation of holiday cottage - approved
NP/04/630 LB Conversion of redundant outbuilding to holiday cottage – approved

A pre-application request for advice submitted in 2012 (PA/12/0028) sought guidance on a proposal for 3 yurts within the current development site.

At that time the Authority voiced concerns over the proposal and suggested that an application was unlikely to be supported due to Policy 38 of the LDP.

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Description of Proposal

The application is made in retrospect for a single yurt, a timber shed containing washing facilities, and a decked platform on which the yurt sits with canvas covered kitchen area directly adjacent to the yurt.

The applicants have explained that they wished to test the proposal prior to submitting a planning application by using Permitted Development Rights to erect a tent for 28 days, but were unaware that there are no Permitted Developments Rights within the curtilage of a Listed building or structure. The Leat is both a Scheduled Ancient Monument and a listed structure, the yurt being within a few feet of the Leat.

The yurt measures 5 metres in diameter, and 2.5 metres high from the level of the platform. The timber platform has been built as a permanent feature and measures 7 metres by 7 metres, with a 2.7 by 1.5 metre extended area for the outside covered kitchen.

The washroom, 20 metres to the north of the yurt is located in a timber painted shed which measures 2.3 metres wide and 2.9 metres wide and according to the applicant, has been sited in this location from 2014.

Although the use of the yurt is proposed to be seasonal, the shed and platform are permanent features.

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
- Historic Environments
- Access and Parking
- Landscaping
- Biodiversity
- Land Drainage
- Other Material Considerations

Policy:

Policy 35 (Visitor Economy) seeks to allow development which will attract visitors outside the peak season while ensuring that National Park environment is conserved and enhanced as a landscape of national and international importance by:

a) Not allowing any additional camping, caravanning or chalet pitches but allowing change over to other forms of self-catering where the site lies within a Centre and the scheme results in environmental benefits in terms of layout, design and materials used.

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Policy 38 of the Local Development Plan is a policy of restraint towards the provision of further camping, caravanning and chalet pitches within the National Park and thus the proposal for the yurt would be contrary to this policy. The Policy states that *'new camping, caravanning, static caravan or chalet sites or the extension of existing sites either by an increase in the number of pitches or enlargement of the approved site area will not be permitted'*.

The Authority has commenced the Revision of the Local Development Plan and as part of that process commissioned a study to consider the landscape capacity of the National Park to accommodate new camping and caravanning developments. The study is based on the landscape character areas identified in the Authority's Supplementary Planning Guidance on Landscape Character.

The site is within area 17 which identifies the sensitivity of the landscape to further development generally as high and even for small, seasonal sites the sensitivity is high/medium. The area is summarised as having no capacity for further camping or caravanning developments.

The study particularly identifies the incised valley of the River Alun and the historic significance of the valley's role as the access from Porth Clais to St Davids as a characteristic that makes the area sensitive to development.

As such the proposed development is contrary to Policy 38.

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

Planning Policy Wales (Edition 8, January 2016) at 6.1.1. states that the Welsh Governments objectives are to:

- preserve or enhance the historic environment, recognising its contribution to economic vitality and culture, civic pride and the quality of life, and its importance as a resource for future generations'
- protect archaeological remains, which are a finite and non-renewable resource, part of the historical and cultural identity of Wales, and valuable both for their own sake and for their role in education, leisure and the economy, particularly tourism;

At 6.1.2 Planning Policy Wales go to say that: 'local planning authorities have an important role in securing the conservation of the historic environment while ensuring that it accommodates and remains responsive to present day needs. This is a key aspect of local authorities' wider sustainable development responsibilities which should be taken into account in both the formulation of planning policies and the exercise of development management functions.

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There is clearly a balance to be struck between allowing economic and tourism growth whilst protecting those sensitive areas of the National Park which make it a special place.

The site sits within Landscape Area 17 as defined within the Pembrokeshire Coast National Park Landscape Character Assessment (LCA). The two key descriptive paragraphs are copied below:

Location, Context and Physical Characteristics

This LCA is tightly drawn around the urban area of the city of St. David's, with an extension south westwards down the valley of the River Alun, Merry Vale, a long-established link from the city to the sea at Porth Clais and an important transport link for commercial traffic during the height of lime production in the area. Primarily an urban area, lying at approximately 50m AOD, surrounded by open rolling lowland landscape of the St. David's Headland.

Historic and Cultural Characteristics

There are medieval chapels, fishponds, mills, earthworks and limekilns of national significance. The links with the patron saint of Wales gives the city huge significance in the cultural landscape of Wales and the wider Christian world.

There are strong historical and cultural links with the surrounding landscape of the St. David's Headland LCA. The city of St. David's has a Conservation Area, first designated in 1977 and extended in 1995; it covers much of the old city core and encompasses the cathedral close and its environs lying in the valley immediately to the west and north west of the old city. This LCA lies wholly within the St David's Headland and Ramsey Island Registered Landscape of Outstanding Historic Interest in Wales.

Policies 15 and 8 of the Local Development Plan refer to the National Park's commitment to preserving the sense of remoteness and tranquillity is not lost and is wherever possible enhanced.

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.

Policy 8 states that the special qualities of the Pembrokeshire Coast National Park will be protected and enhanced.

a) The sense of remoteness and tranquillity is not lost and is wherever

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possible enhanced

- b) The identity and character of towns and villages is not lost through coalescence and ribboning of development or through the poor design and layout of development. The identification of Green Wedges will assist in achieving this priority.
- c) The pattern and diversity of the landscape is protected and enhanced – see Policy 14 and Policy 15.
- d) **The historic environment is protected and where possible enhanced**

To the immediate north of the site, the Scheduled Ancient Monument Parc-y-Castell is an embanked and ditched ringwork, about 40m by 32m internally, resting on natural valley scarps above the Afon Alun to the south-east, with a probable scarp-edge entrance to the north-east, showing a possible building platform within; a rectangular enclosure, 45m by 40m, banked and ditched, adjoins on the north-east. Thought to have been an early castle of the Bishop of St David's (OS record). Possibly related to linear earthwork (Coflein).

CADW have been consulted as the primary consultee in respect of the Scheduled Ancient Monument, and have no objection to the proposal stating that there is screening by trees between the river which forms part of the setting of the SAM's and the proposed development.

CADW have been asked to further advise whether they would wish to be consulted on the management programme for tree removal proposed by the applicant if the application were to be approved.

Dyfed Archaeology also commented on the proposals and their response is as follows:

The site in question lies within the Registered Historic Landscape of St. Davids peninsula and Ramsey Island HLW (D) 4, as contained within the Register of Landscapes of Outstanding Historic Interest. The site also lies immediately adjacent to Parc Y Castell, Motte and Bailey castle (PRN 2654; PE108) and St. David's Cathedral mill leat (PRN 14398; PE457), both of which are nationally important, statutorily protected monuments.

From the submitted documentation it is clear that these proposals include a significant element of work to the scheduled mill leat itself, and note that Cadw are engaged with this process. As this component of the work will directly affect a scheduled ancient monument and subsequently require SMC consent, we defer to Cadw's view in this matter. Additionally, with regard to matters of setting and statutorily protected monuments, this would also fall within Cadw's remit and consequently recommend that they are consulted with regard to this specific issue.

In terms of the buried archaeological potential, it is clear that several components of the proposal have now been completed without the benefit of archaeological advice. Subsequently, it is not now feasible to say with certainty if any buried deposits have been damaged or destroyed during the course of these works. However we note that there is potential for further ground breaking on site, and that there is a risk that any surviving

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archaeological material may be adversely affected by the proposed development, should consent be forthcoming.

Dyfed Archaeology have been since advised that the application is entirely retrospective, and that there are no further ground works proposed as part of this application.

The Authority's Building Conservation Officer was also consulted prior to the comments from CADW being received, and his view was that 'the development is alien and intrusive in such a location and therefore does not preserve the setting of the leat, and in wider terms, the setting of the mill and its outbuilding', but as previously stated, the Scheduled Ancient Monument setting is given greater weight by Welsh Government in terms of importance to a Listed Building, and thus this is not in itself considered to be a reason for refusal whilst it does still form a material consideration.

However, given the sites important relationship to St David's Cathedral and the valley's historic use to transport goods to the port at Porthclais, a Mongolian yurt and associated activities cannot be considered an appropriate visual feature within such a sensitive landscape.

Although the justification given by the applicants is to fund the maintenance of the land surrounding the site, there are alternatives to a yurt as a funding mechanism and this is not a reason to set aside both local and national planning policy. There has previously been approved a consent for conversion of an outbuilding directly adjacent to the Mill which has been completed. The precedent in allowing a single yurt in this location would likely lead to a further intensification of use, the strong likelihood being based on the pre-application request for multiple yurts to the detriment of the surrounding landscape and the special qualities of the National Park.

Although the appropriate management of the land, and clearance of the leat would be supported by the National Park, the clearing of vegetation alongside the leat would inevitably make the yurt, shed, and platform more visible within the landscape, thereby exacerbating the adverse visual impact. On the basis of Policies 8 and 15, the application cannot be supported.

Access and Parking:

The County Highways department have no objection to the proposal on the basis of highways impacts.

Biodiversity:

Our Ecologist has been consulted with regards the submitted Ecological Appraisal and has commented:

"I'm satisfied with the survey effort and conclusions that the proposed clearance will have no overall negative impact on biodiversity. A phase 1 survey was completed in May 2016 by Aderyn Ecology. The survey identified species rich unimproved neutral grassland, likely presence of reptiles and a small patch of Japanese knotweed, which is to be treated. This habitat is a priority habitat so very high value however the proposed clearance, if

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undertaken in accordance with the recommendations will improve rather than harm species and habitats.

I would request a condition be included [should the application be approved] requiring works to be undertaken in accordance with the recommendations set out in section 5.3 of the 'Extended Phase 1 Ecology Survey Report, Ref Aderyn/160510' produced by Paddy Jenks, Aderyn Ecology".

Natural Resources Wales:

The site is located within a flood zone being adjacent to the Afon/River Alun although the adjacent leat located above/immediately adjacent to the yurt is currently unused. Although CADW have said they would support the leat's re-use, this would likely be contrary to NRW's advice on safety to a vulnerable use being located within a flood zone, so the current proposal does not seek to re-use the leat.

Natural Resources Wales requested further information on the modelling used for the Flood Consequences Assessment before they were able comment, and at the time of this report being written, they had not issued their final consultation response.

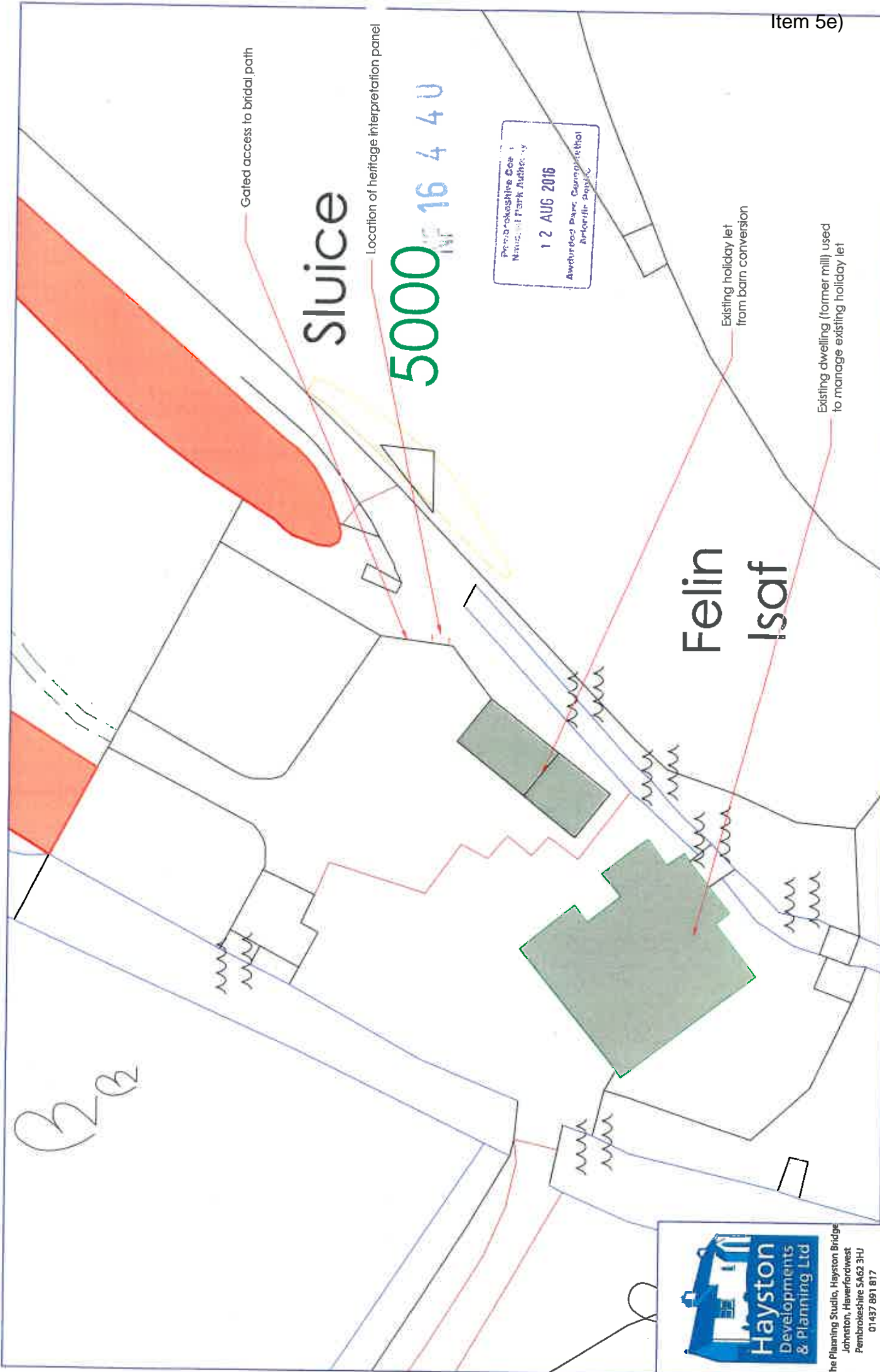
Conclusion

The yurt, shed and platform are located within an extremely sensitive location, and do not contribute to the sense of remoteness or tranquillity which the National Park Authority seeks to preserve, contrary to Policies 8 and 15 of the LDP. The proposal is also contrary to Policy 38 of the LDP which seeks to restrict new camping sites. As such, the proposal is contrary to both national and local planning policies and cannot be supported.

Recommendation

REFUSE, for 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 pattern and diversity of the landscape, and prevent development that fails to harmonise with or enhance the landform and landscape character of the National Park; that fails to incorporate traditional features; that is insensitively and unsympathetically sited within the landscape; and is visually intrusive. The proposed development – due to its location and siting – forms a visually intrusive and incongruous feature in the landscape, which is harmful to the special qualities of the National Park, and therefore is contrary to adopted development plan Policy 8, criteria a, c, and d, Policy 11 and Policy 15, criteria a, b, c, and d.
2. Policy 35 and 38 of the Pembrokeshire Coast National Park Local Development Plan state 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.

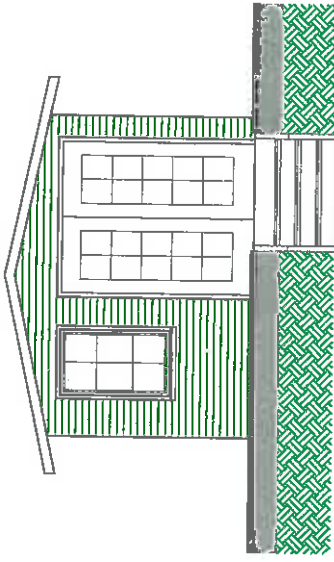


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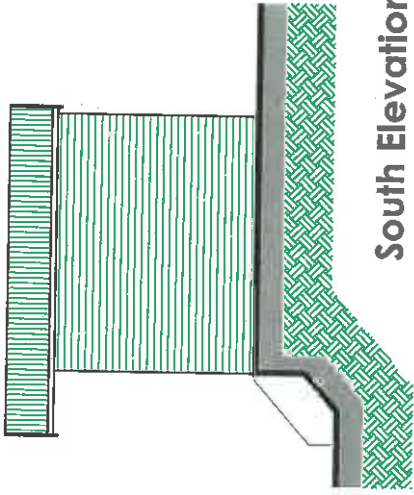
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| Creation of a Seasonal Holiday Yurt as Expansion to Felin Isaf Holiday Business - Plus Repairs / Conservation & Interpretation of St Davids / Felin Isaf Mill Leat at Felin Isaf, St Davids, Pembrokeshire | | | | | | |
| Plan Showing Location of Information Panel | | | | | | |
| | | | | | | Dwg No. |



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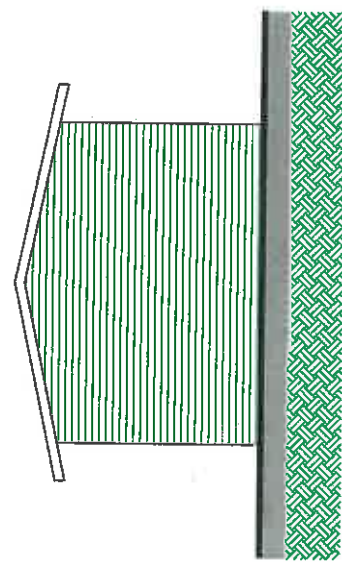


West Elevation

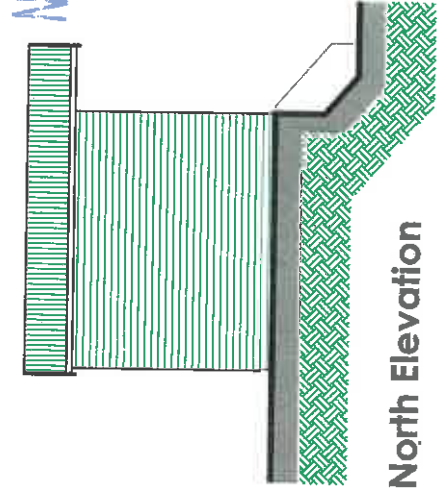


South Elevation

Pembrokeshire Coast
National Park Authority
12 AUG 2016
Audited by: David Jones/John
Dunne/John



East Elevation



North Elevation

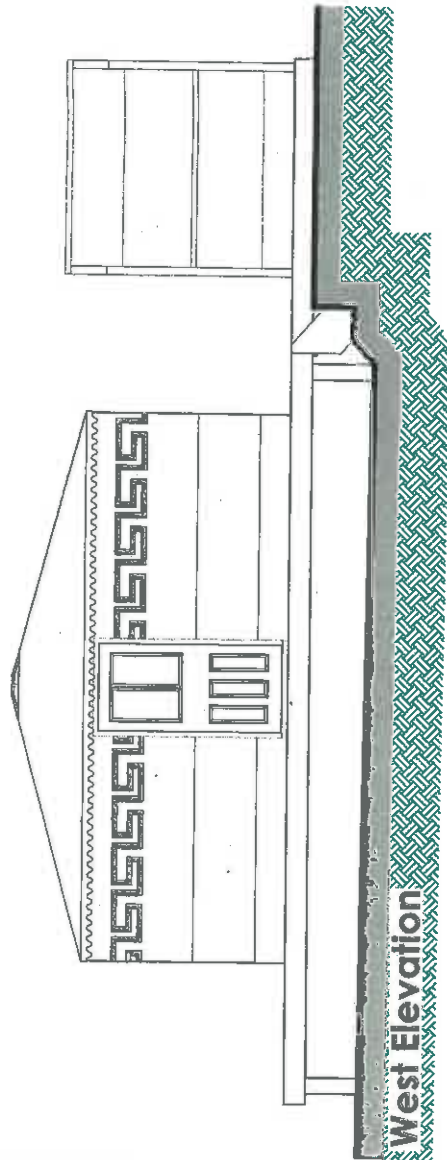
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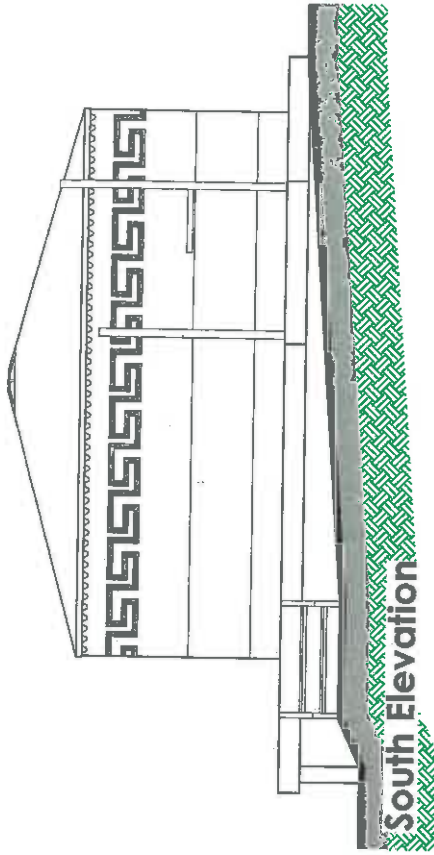
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Creation of a Seasonal Holiday Yurt as Expansion to Felin Isaf
Holiday Business - Plus Repairs / Conservation & Interpretation of
St Davids / Felin Isaf Mill Leat
at Felin Isaf St Davids Pembrokeshire

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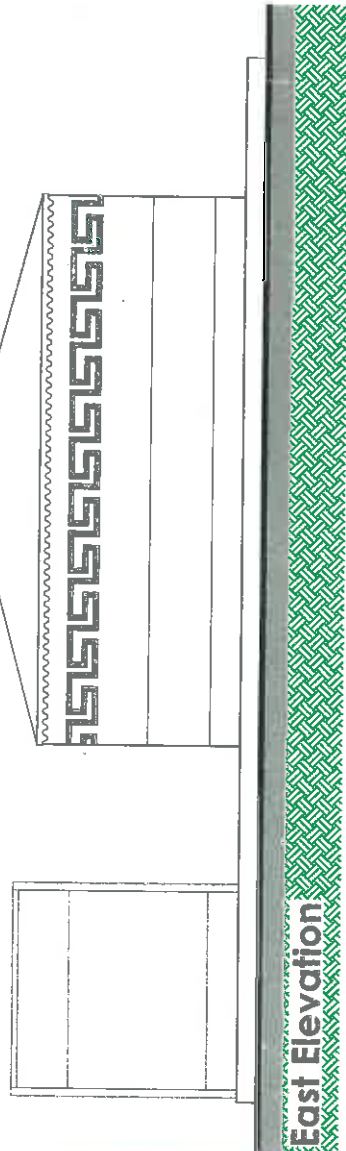


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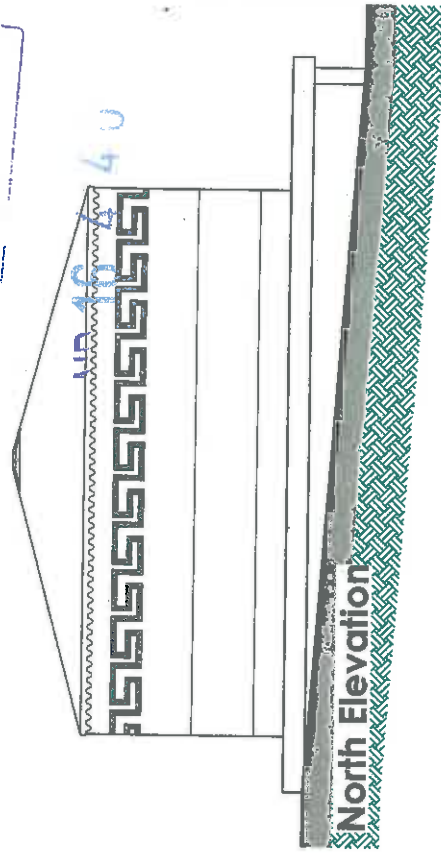


South Elevation

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National Park Authority
12 AUG 2016
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East Elevation



North Elevation



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at Felin Isaf St Davids Pembrokeshire

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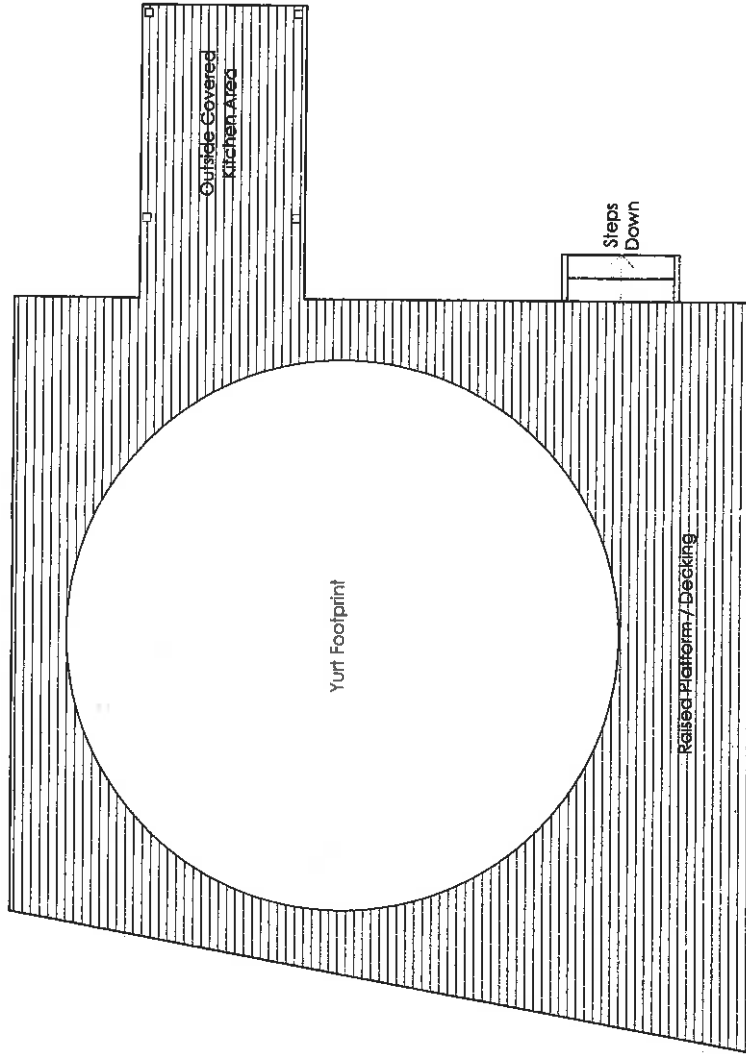
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Client
Mr & Mrs David Lloyd

Dwg No.

Pem Brokeshire Council
 Municipal Park Applications
 12 AUG 2016
 Awarded Permitted Planning
 for this application

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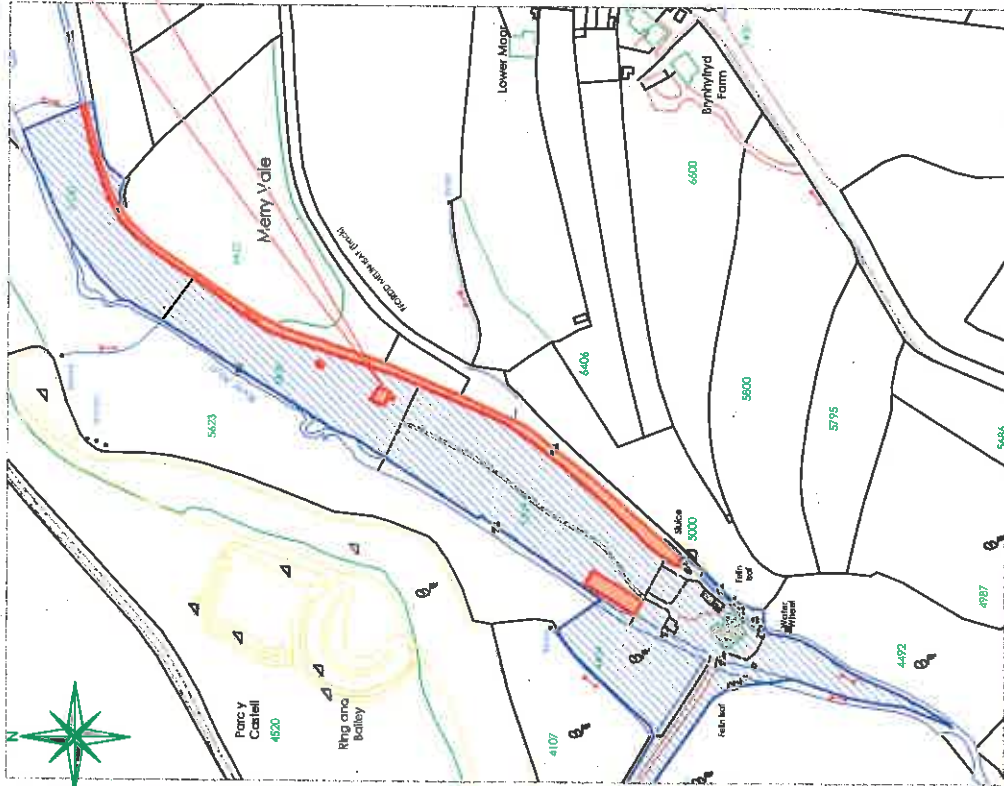
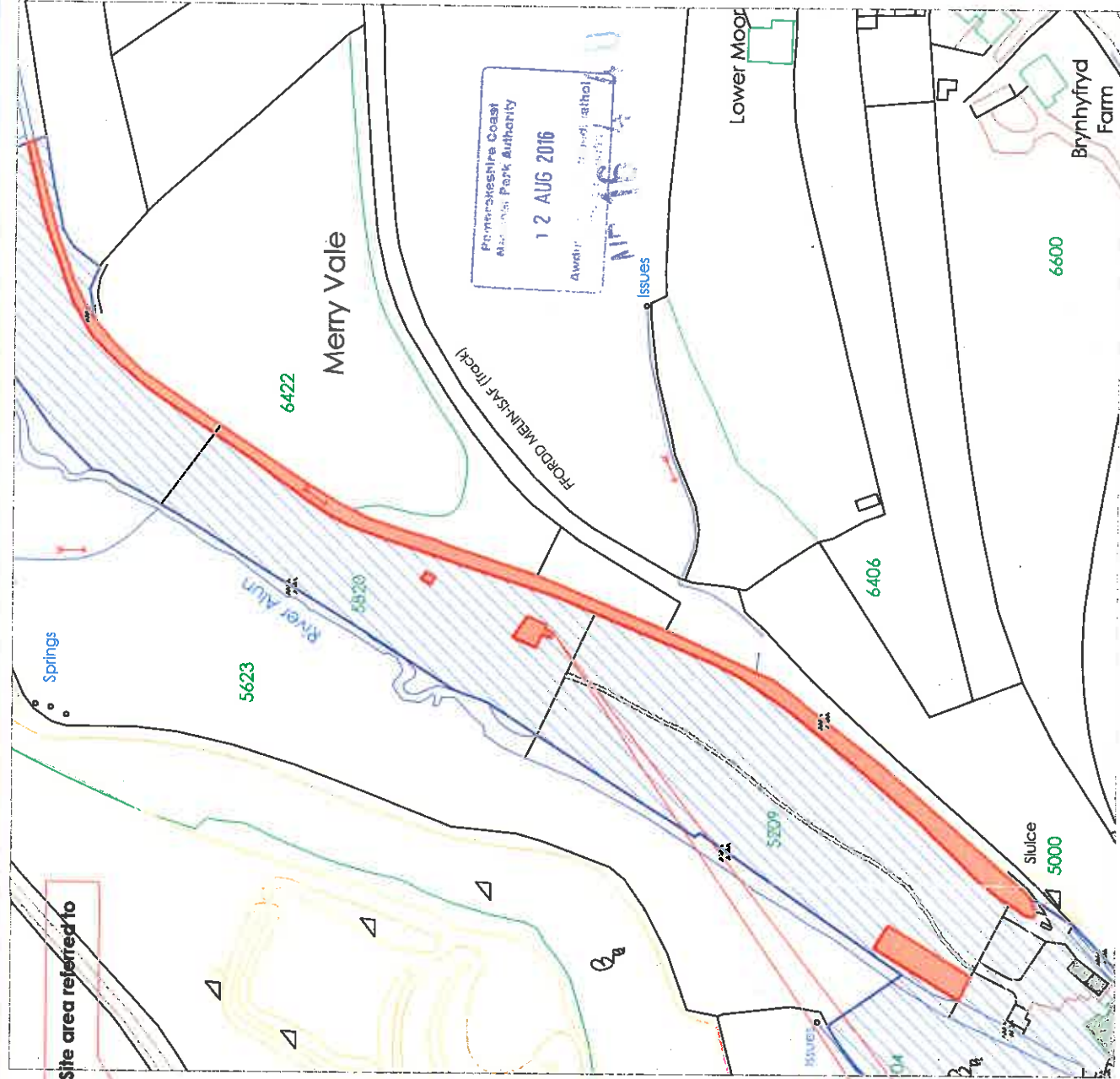
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Creation of a Seasonal Holiday Yurt as Expansion to Felin Isaf
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Location Plan
Scale 1:2500

Block Plan - Scale 1:1000



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at Felin Isaf St Davids Pembrokeshire

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AVH_299
Date
27.04.2016
Scale
A3 - As Shown
Client
Mr & Mrs David Lloyd

Drawing Title
Location Plan and Block Plan