

Item 5 - Report on Planning Applications

Application Ref: NP/15/0310/FUL

Case Officer	Caroline Bowen		
Applicant	Ms S Gillooley		
Agent			
Proposal	Eco-smallholding, including one dwelling - One Planet Development		
Site Location	Land Adjacent to Castle Hill, Newport, Pembrokeshire, SA420QE		
Grid Ref	SN05893830		
Date Valid	15-Jun-2015	Target Date	09-Aug-2015

Summary

Members will recollect that at the Development Management Committee meeting held on the 27th January 2016, a site visit was moved and seconded in order to allow members to view the proposal's location.

The site description and main land use considerations for this proposal are referred to in last month's officer's report for this application. These considerations are not repeated in this report.

Summary of previous conclusion

Officers have previously reported that, based upon the details set out in the applicant's Management Plan, the applicant has put forward a proposal for single occupant self-sufficiency which is considered to be appropriate to the site characteristics – the land is low grade grazing land, therefore the proposal is mainly based on raising sheep and chickens, with supplemental activities; and the Authority's Agricultural Advisor has agreed that the targets proposed are realistic.

The dwelling element of the proposal is contemporary in appearance, and is to be sited within an existing small enclosure, which is well screened by mature trees. The siting of the dwelling has been assessed by the Tree Officer in order to establish whether the existing trees would be harmed by the development. The dwelling can be accommodated without the loss of the main tree cover.

The objections received from Newport Town Council and neighbouring properties have been carefully considered. Officers consider that the nature of the One Planet Development proposed is broadly akin to an agricultural smallholding, albeit subject to more stringent planning policies which require the occupant to live by One Planet Development requirements. The applicant has adequately addressed the requirements of the national planning policy by providing a detailed Management Plan, and whilst objectors have raised concerns as to whether the applicant would be able to fulfill this Plan at this location, OPD requirements build in yearly monitoring with an Exit Strategy agreed by the applicant, should the OPD not be successful.

The previous officer recommendation was one of conditional approval.

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Consultee Response

Newport Town Council: Objecting - The Council were unable to support the above proposal.

With respect to One Planet legislation it was felt that 4.21 Community Impact Assessment had not been fully complied with in that there had been no community consultation. 4.22 Traffic issues could possibly occur if visitor numbers/tours/helper were significant.

...there appeared to be much scepticism with the "watertightness" of the One Planet regulations especially the exit strategy and the ultimate demise/incapacity of an applicant.

Dyfed Archaeological Trust: Reply - The application site lies within the Registered Historic Landscape of Newport and Carningli, as contained within the Register of Landscapes of Special Historic Interest in Wales, and within a short distance of several sites of historic and archaeological significance... In terms of this development, we cannot guarantee that buried archaeology does not extend into the development area and will therefore be damaged or destroyed. Consequently, in order to provide further information on the archaeological potential and the impact of the proposed development on that resource, we recommend, in the first instance, that an historic environment appraisal is commissioned by the applicant and its information provided to your Authority before the determination of this application... Without this further information, your Authority will need to consider refusing permission for proposal which are inadequately documented.

PCC - Common Land Officer: No objection

Natural Resources Wales: No objection

PCC - Transportation & Environment: No objection

Carmarthenshire County Council: No objection

CADW - Protection & Policy: No objection - The application site is located on the northern side of Carningli Common, the land is already enclosed and the majority is in agricultural use. The remains of a building exist in the southwestern part of the area.

The proposed development will not have a direct impact on any designated monuments and whilst fourteen designated monuments have been identified inside 2km of the application area, the topography of the area, existing buildings and vegetation block views to the application area [to twelve of the designated monuments]. Thus the proposed development has the potential to impact on the setting of only two designated monument, PE011 Carn Ingli Camp and PE544 Carn Briw Round Cairn.

When originally constructed the area around the monuments was probably open, but it is likely there were more trees in the landscape. Evidence for the remains of fields are clearly visible on the common between the monuments and the application site, and these are thought to be mainly prehistoric in date, although some may be post-medieval. The area was probably open moorland common during the medieval period, but in the post-medieval period the northern part of the common was enclosed and some attempts were

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made to enclose further areas of the common but these areas were later abandoned.

Currently both designated monuments are surrounded by open moorland. The stone walls of the post-medieval enclosures are visible to the north and the application area is contained in these enclosures. A number of isolated buildings are visible in these enclosures and in longer views the town of Newport is clearly visible.

The proposed development will see the land used as a smallholding; whilst this represents a change in agricultural practice from just a pastoral regime, this will not alter the existing setting of the monuments. The construction of the three buildings proposed in the application will add new structures into the northern views from the designated monuments. The size of the barn and greenhouse along with the screening effect of the existing vegetation is likely to screen views to these buildings from the designated monuments, but the proposed dwelling is likely to be more visible. There are a number of existing houses in the post-medieval enclosures on the north side of Carningli Common but these are of traditional design. However the proposed dwelling is of unconventional design and is two storey with large windows on its southern elevation along with solar panels. This is more likely to make it much more visible in views from the designated monuments; however, the topography to the north and the existing vegetation will partly screen the proposed building, and the addition of a new bank to the east will assist in reducing its visibility. It is therefore Cadw's opinion that the proposed dwelling will not have a significant impact of the setting of the two designated monuments.

The application site is located inside the Registered Newport and Carningli Landscape of Special Historic Interest, and more specifically, in the Y Carn-Parke landscape character area. The historic landscape character area comprises a narrow strip of enclosed land and 'cottages' lying between Mynydd Carningli and Newport town. The land was enclosed in the post-medieval period probably initially by squatters encroaching land from the common and establishing isolated houses in the enclosures. As such, the use of the application area as a small-holding with a dwelling is compatible with the historic landscape.

Having carefully considered the information provided with the planning application, Cadw considers that the proposed development will have only a limited impact on the aforementioned designated historic assets.

PCC - Ecologist: Conditional Consent

PCNPA - Tree and Landscape Officer: Conditional Consent

Dwr Cymru Welsh Water: No adverse comments

Public Response

The application was advertised in accordance with statutory requirements, and the nearest neighbours notified by letter. Thirteen letters of objection were received, which raised – in summary- the following issues;

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- Preservation of the Pembrokeshire National Park has been its success. Change on the landscape irrevocably obliterates our heritage.
- That the proposed development would require more water than can be naturally sourced.
- That the new track would exacerbate surface water in wet weather.
- The land is of poor quality with very little top soil, and could not sustain the plans as laid out.
- That having chickens, greenhouses, woodland up that level on the mountain goes against all aspect of the living and the respect for the land.
- The site is totally unsuitable in terms of siting, access for the public and educational visits and soil quality.
- That the location should be secured as a place of permanent grazing in a tranquil setting.
- That the amount of land will not sustain the enterprise as proposed.
- That the applicant's predictions of self-sufficiency are misguided and totally unrealistic; and that the Management Plan is flawed.
- That the solar panels for the dwelling will be shaded by the trees in the location chosen, and, if the trees are removed, the dwelling would become highly visible in the landscape.
- That the land is very wet in winter, and that the chosen plants would not thrive in this setting.
- That the figures given for the value of Balwen sheep are inaccurate.
- That the applicant would not be able to carry out all the activities by herself.
- The site would result in a significant increase in vehicular traffic, due to the steepness of the site and lack of public transport in the vicinity.
- That there would be no community or public benefit from the proposal.
- That the proposal is about building a house in a location where it would normally not be allowed.
- That the site is undeveloped land which should be kept in its current state.

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 21 - Minerals Safeguarding

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

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LDP Policy 32 - Surface Water Drainage
 LDP Policy 33 - Renewable Energy
 LDP Policy 47 - Low Impact Development
 LDP Policy 53 - Impacts on traffic
 PPW8 Chapter 02 - Development Plans
 PPW8 Chapter 03 - Making and Enforcing Planning Decisions
 PPW8 Chapter 04 - Planning for Sustainability
 PPW8 Chapter 09 - Housing
 SPG02 - Low Impact Development making a positive contribution
 SPG06 - Landscape
 SPG14 - Renewable Energy plus Addendum on Field Arrays
 TAN 06 - Planning for Sustainable Rural Communities
 TAN 12 - Design

Constraints

Site of Special Scientific Interest - within 50m
 Common Land CROW Access
 LDP Mineral Safeguard
 Biodiversity Issue
 Historic Landscape
 Potential for surface water flooding
 Recreation Character Areas

Officer's Appraisal

Further explanation as to officer's conclusions

The status of National and Local OPD policy

Members requested at the January meeting that further clarification be provided at the status of Policy 47 (Low Impact Development) of the Authority's Local Development Plan, as the application had been assessed against TAN 6 – Planning for Sustainable Rural Communities.

Technical Advice Note (TAN) 6 makes it clear that One Planet Development takes forward Low Impact Development principles in the Welsh context. In this Supplementary Planning Guidance reference is made to One Planet Development as that is the term now used in national planning guidance when referring to Low Impact Development.

Local Plan policy for One Planet Development in the countryside in the Pembrokeshire Coast National Park is set out in Policy 47 'Low Impact Development - Making a Positive Contribution' of the Pembrokeshire Coast Local Development Plan (end date 2021), Adopted Plan 2010.

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The combination of Planning Policy Wales, TAN 6 and the Welsh Government One Planet Development Practice Guidance (2012) provides the planning context and guidance that should be followed by all One Planet Developments across Wales including in the Pembrokeshire Coast National Park.

When making a planning application for a LID/One Planet Development within the National Park, the accompanying management plan should clearly follow the Welsh Government 'One Planet Development Practice Guidance'. In addition, there is some specific additional advice relevant to the local context, which is set out in the Authority's Supplementary Planning Guidance (SPG) on Low Impact Development, particularly with reference to amplifying the requirements of the National Practice Guidance, reflecting the National Park status of the Pembrokeshire Coast and adding information on standard planning matters that are not considered in the One Planet Development Guidance.

The status of an SPG in respect of the determination of planning applications is that it does not carry the weight of an adopted policy, but can be considered as a material consideration. Therefore, in conclusion, the main policy basis would be National planning policy, as set out in Planning Policy Wales and Technical Advice Notes, with the Local Development Plan policy of significant weight and supplementary planning guidance considered a material consideration.

As detailed in the previous report, officers consider that the TAN 6 Practice Guidance comprises the most up to date policy position for the consideration of One Planet Developments. In determining the weight to attach to policies, where there is a number of policies and guidance available, Planning Policy Wales Edition 8, paragraph 2.9.4 states that '*National development management policies set out here should, where appropriate, be considered in the determination of individual applications, particularly where national planning policy provided a more up-to-date policy on certain topics.*' In light of this, officers would consider that the newer TAN 6 Guidance would be accorded greater weight than Policy 47, therefore, the consideration of the application will be carried out primarily against the criteria of the TAN 6 Practice Guidance.

Notwithstanding the above, the applicant has set out on pages 5 and 6 of the Management Plan how the proposed OPD would also meet the requirements of Policy 47, and this has been considered in reaching the conclusion.

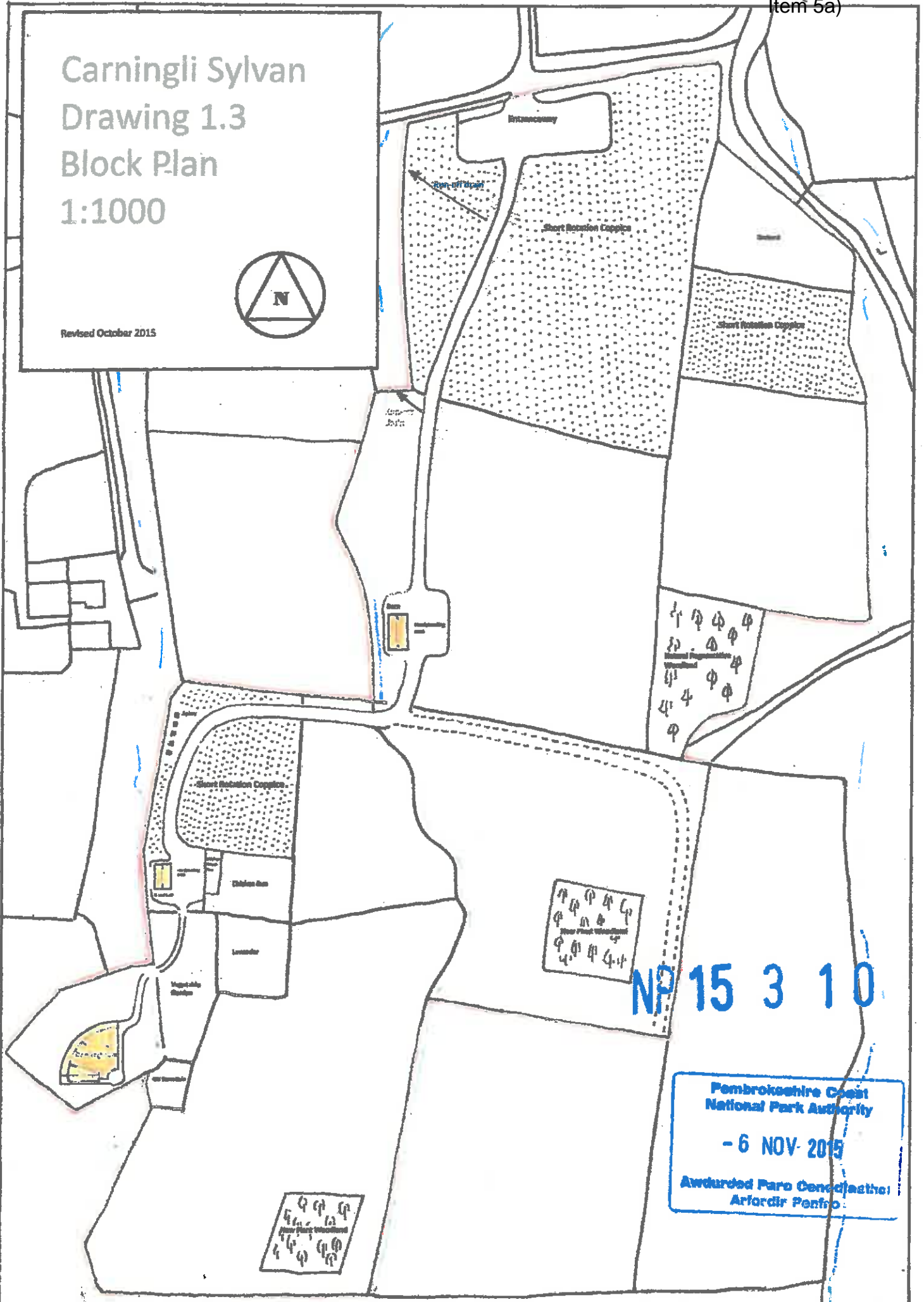
Recommendation

That the application be approved subject to conditions relating to standard time conditions, the use of the site carried out in accordance with the Management Plan, the submission of an annual Monitoring report, the carrying out of a historic environment appraisal prior to commencement of development, and the provision of a species list for the proposed sedum roof to the dwelling.

Carningli Sylvan Drawing 1.3 Block Plan 1:1000



Revised October 2015



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Awdurdod Paro Cenedlaethol
Arfordir Penfro

Carningli Sylvan Drawing 1.4 Layout Plan 1 1:250

Revised October 2015



Short Rotation Coppice

Childer
house
run

Greenhouse

Water
apple

Vegetable and Soft Fruit Garden

Dwellinghouse

NP 15 3 10

OS Licence 1011

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Awdurdod Parc Cenedlaethol
Arfordir Pembrokeshire



Carningli Sylvan Drawing 1.4 Layout Plan 1 1:250

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Short Russian Coppice

Chicken Home
Ran

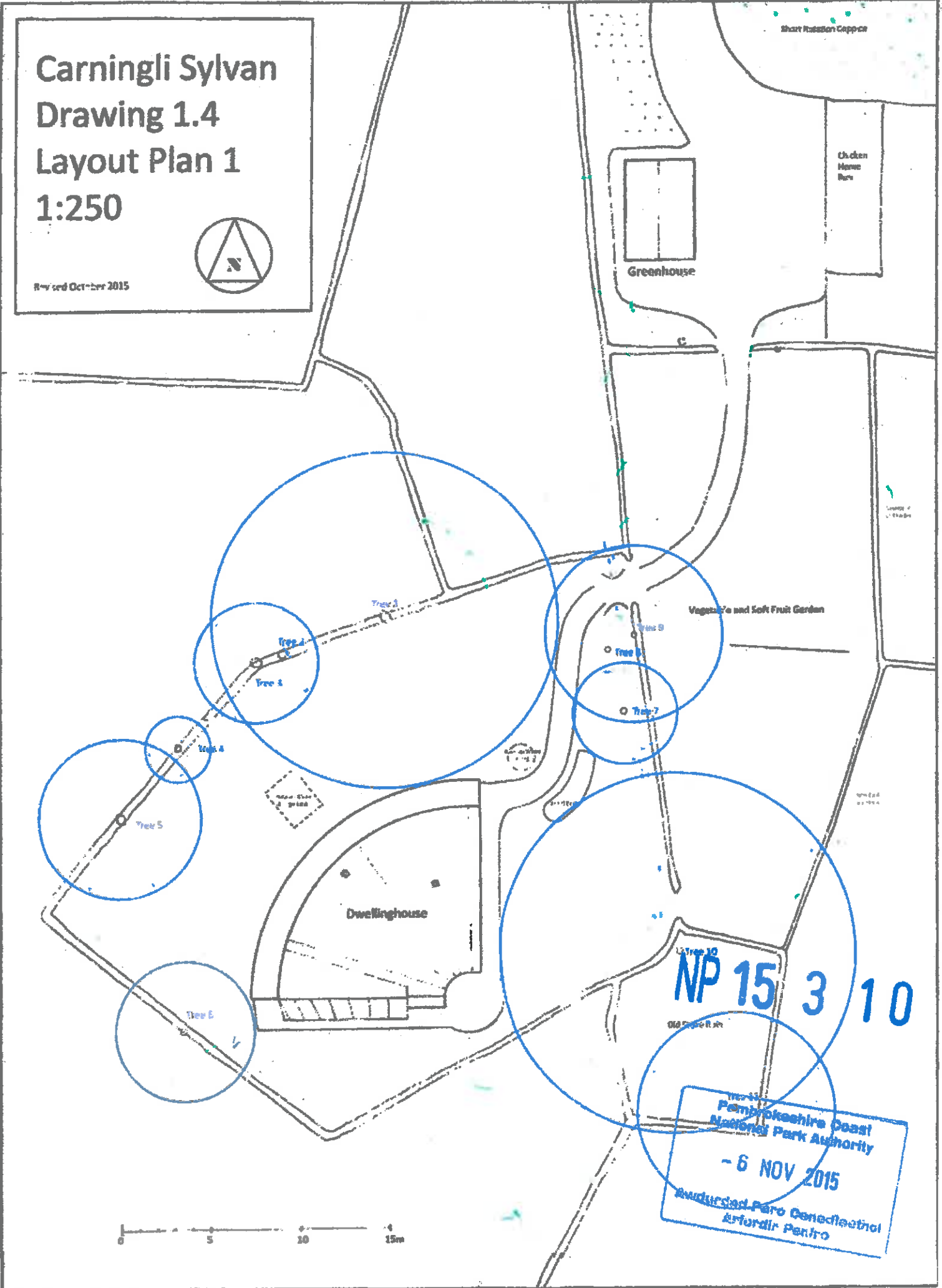
Greenhouse

Vegetable and Soft Fruit Garden

Dwellinghouse

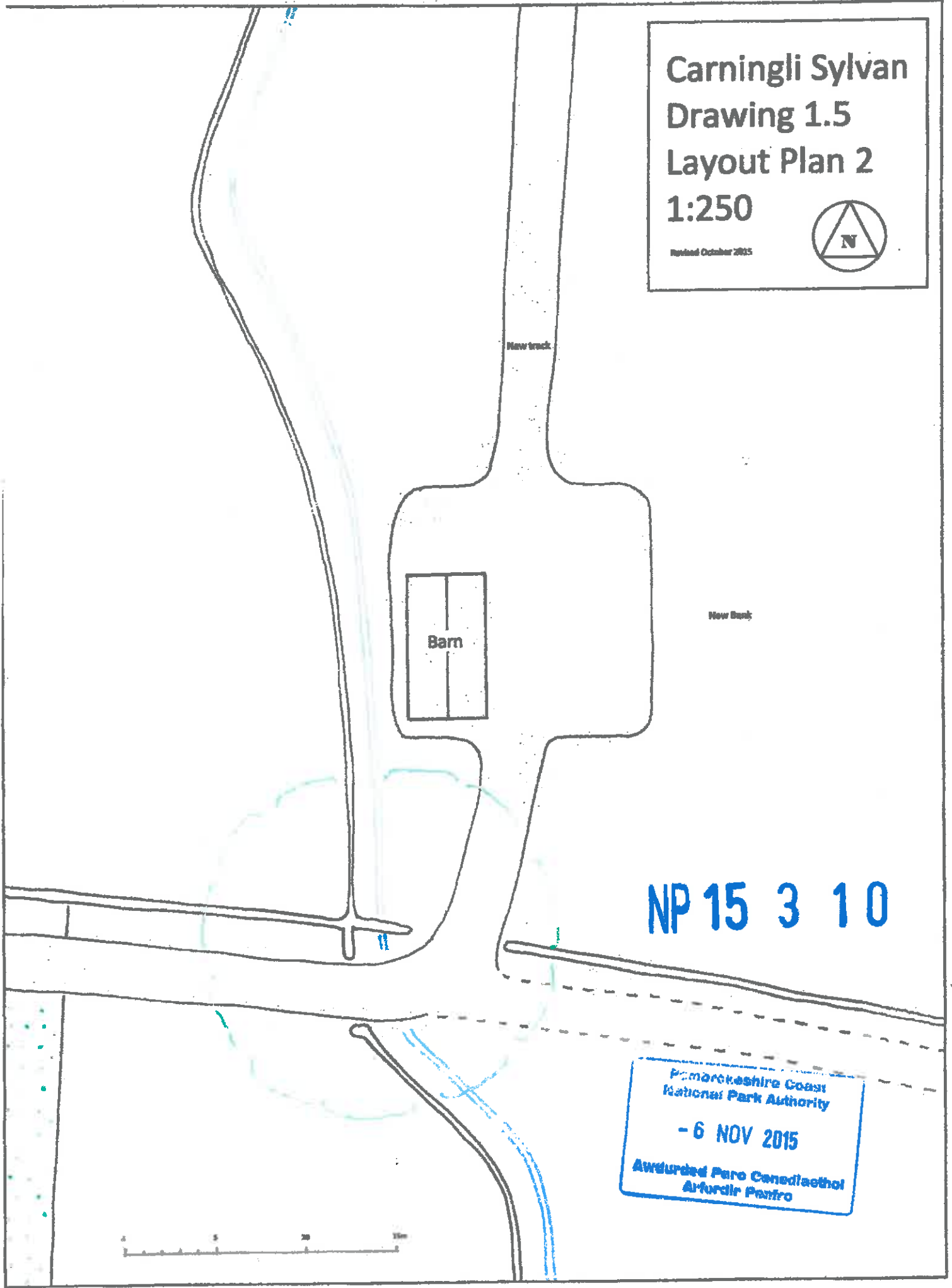
Tree 10
NP 15 3 10
Old Paddock

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Carningli Sylvan Drawing 1.5 Layout Plan 2 1:250

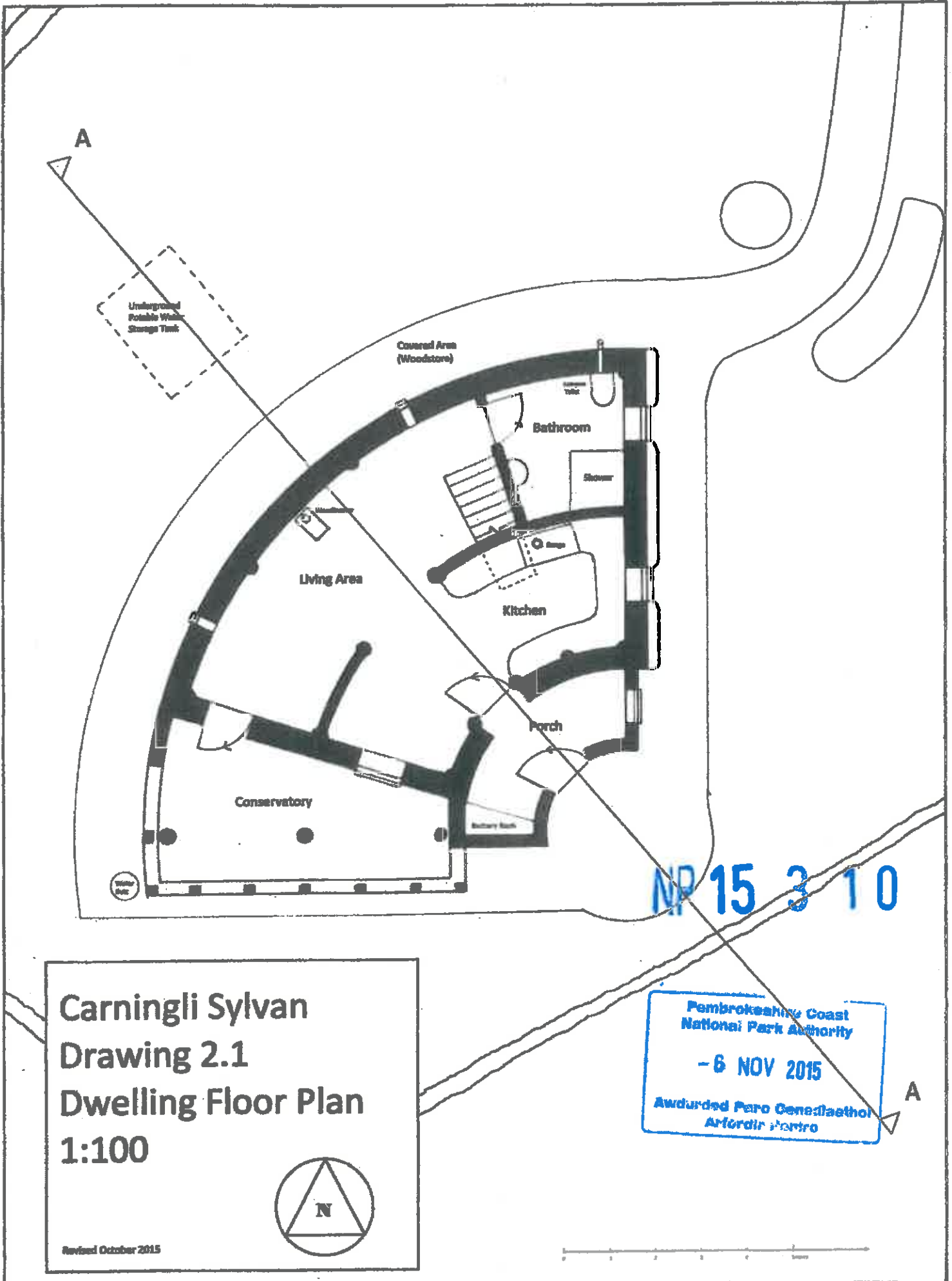
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Carningli Sylvan
Drawing 2.1
Dwelling Floor Plan
1:100

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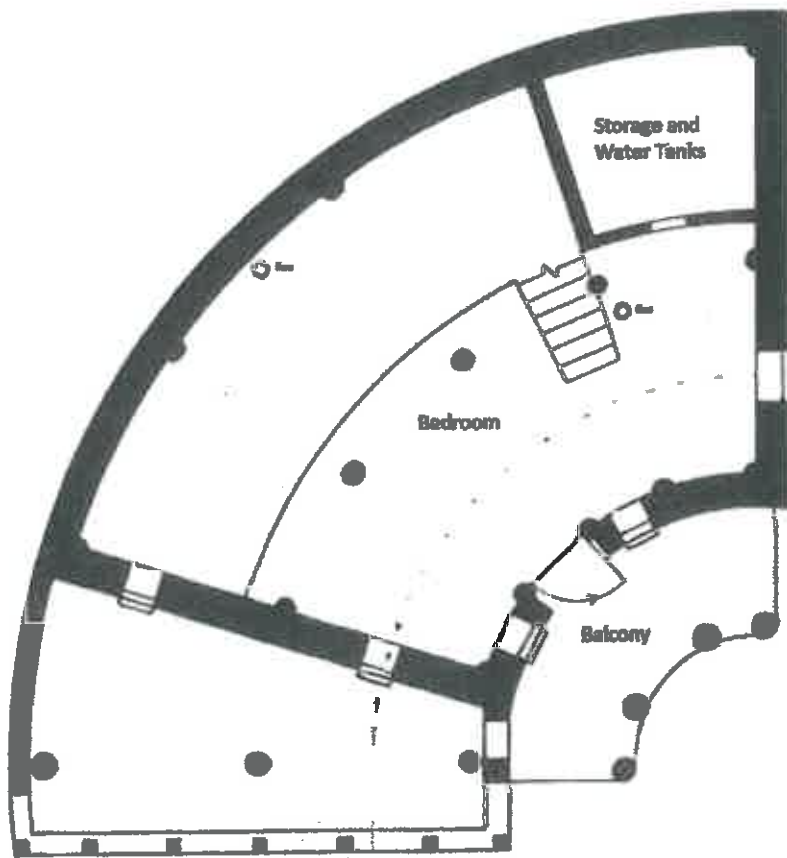


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Carningli Sylvan Drawing 2.2 Dwelling First Floor Plan 1:100

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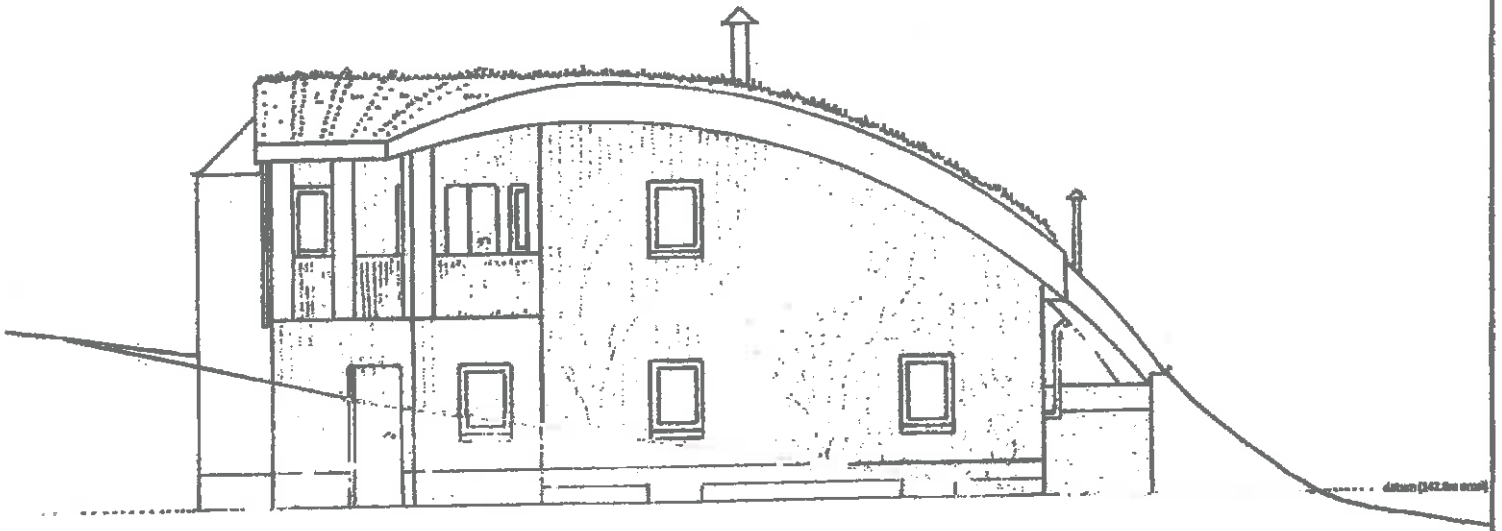


Carningli Sylvan

Drawing 2.4

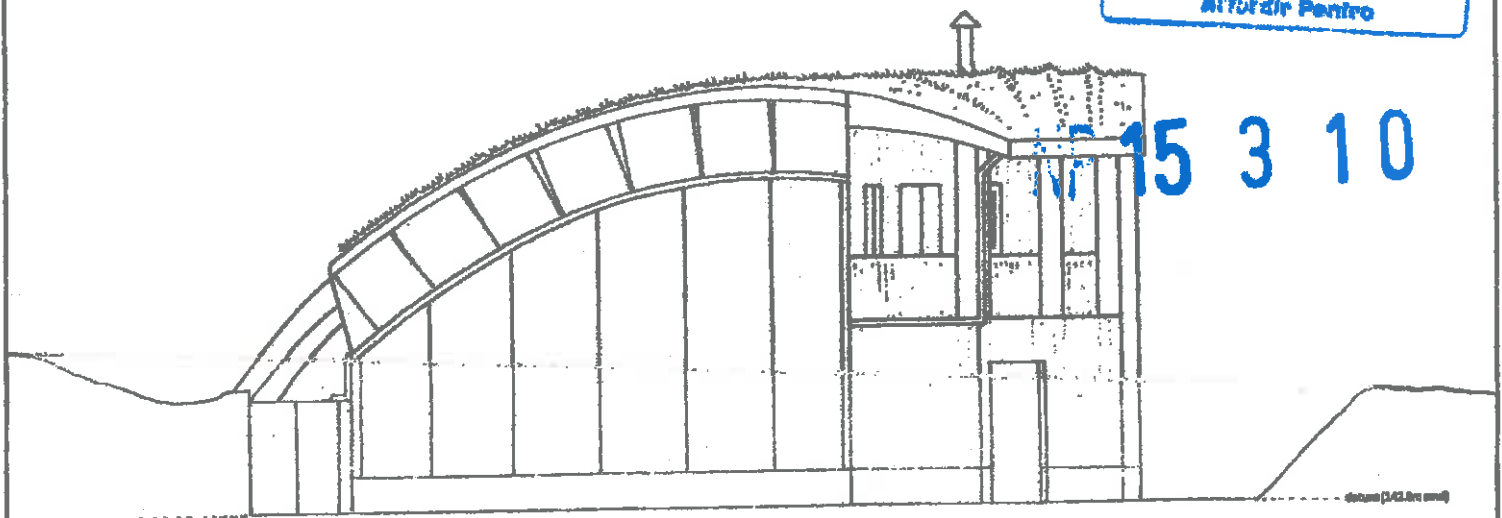
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East Elevation

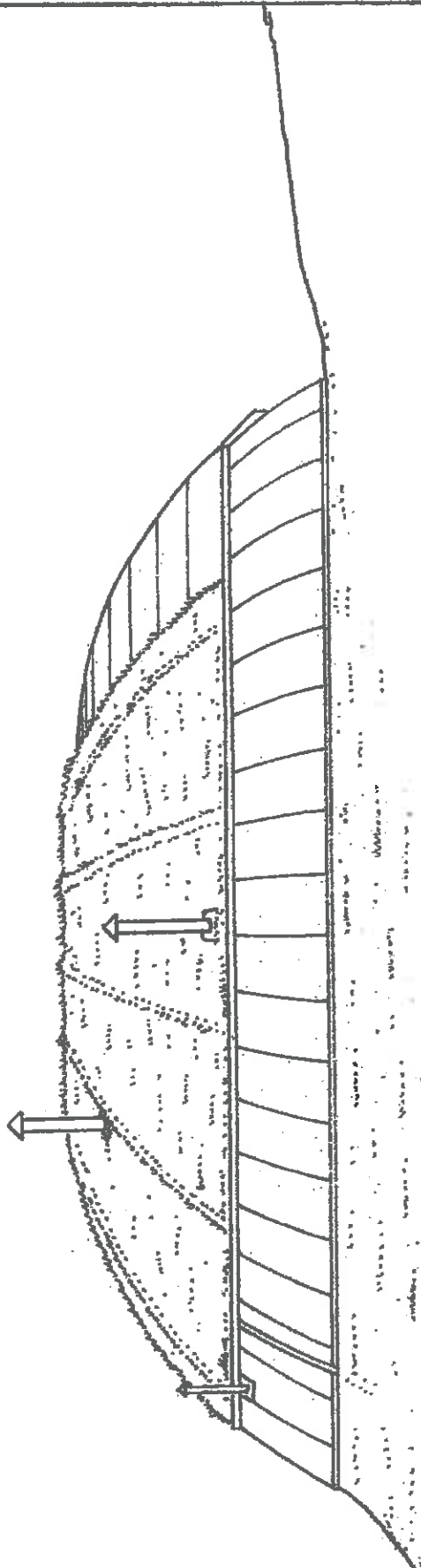
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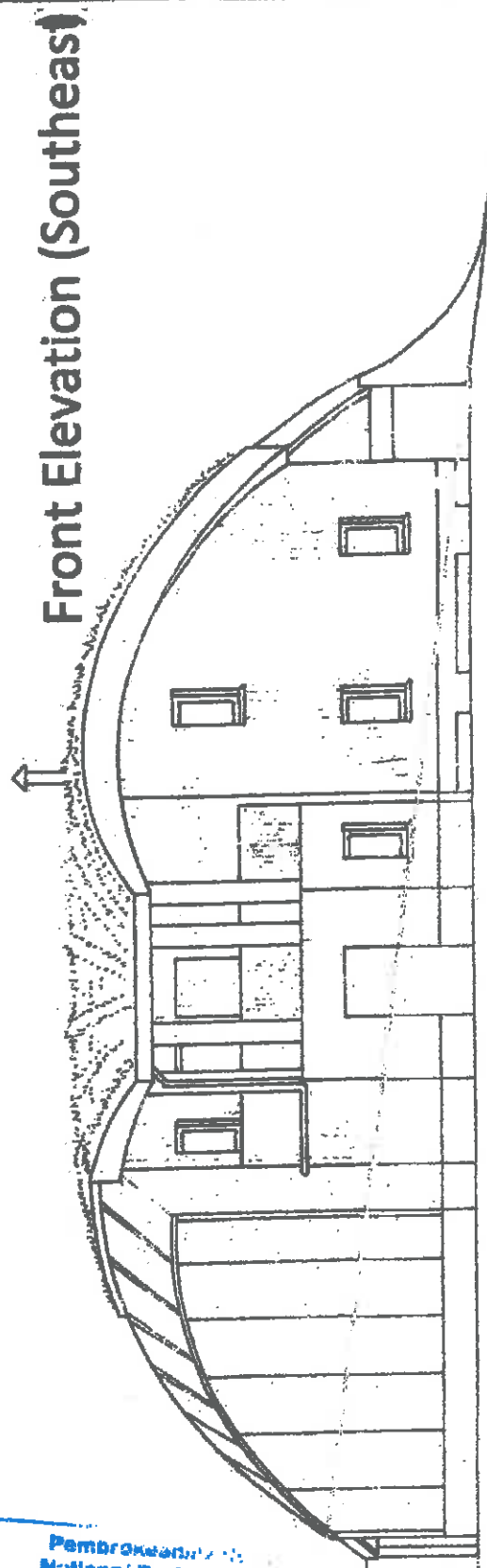
South Elevation



Carningli Sylvan Drawing 2.5 1:100
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Rear Elevation (Northwest)



Front Elevation (Southeast)

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