

*Ardal
Gorllewin/
Area West*

**ADRODDIAD PENNAETH
CYNLLUNIO,
CYFARWYDDIAETH YR AMGYLCHEDD**

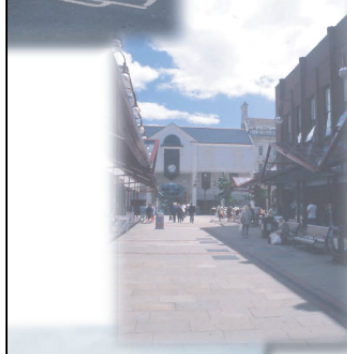
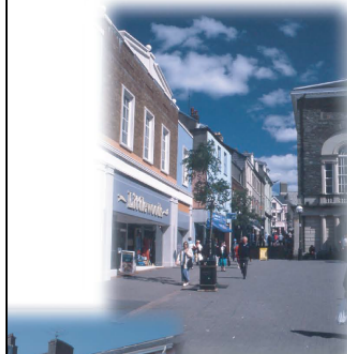
**REPORT OF THE
HEAD OF PLANNING,
DIRECTORATE OF ENVIRONMENT**

**AR GYFER PWYLLGOR CYNLLUNIO
CYNGOR SIR CAERFYRDDIN/**

**TO CARMARTHENSHIRE COUNTY
COUNCIL'S PLANNING COMMITTEE**

**AR 24 IONAWR 2017
ON 24 JANUARY 2017**

**I'W BENDERFYNU/
FOR DECISION**



Cyngor **Sir Gâr**
Carmarthenshire
County Council



Mewn perthynas â cheisiadau y mae gan y Cyngor ddiddordeb ynddynt un ai fel ymgeisydd/asiant neu fel perchennog tir neu eiddo, atgoffir yr Aelodau fod yn rhaid iddynt anwybyddu'r agwedd hon, gan ystyried ceisiadau o'r fath a phenderfynu yn eu cylch ar sail rhinweddau'r ceisiadau cynllunio yn unig. Ni ddylid ystyried swyddogaeth y Cyngor fel perchennog tir, na materion cysylltiedig, wrth benderfynu ynghylch ceisiadau cynllunio o'r fath.

In relation to those applications which are identified as one in which the Council has an interest either as applicant/agent or in terms of land or property ownership, Members are reminded that they must set aside this aspect, and confine their consideration and determination of such applications exclusively to the merits of the planning issues arising. The Council's land owning function, or other interests in the matter, must not be taken into account when determining such planning applications.

COMMITTEE:	PLANNING COMMITTEE
DATE:	24 JANUARY 2017
REPORT OF:	HEAD OF PLANNING

INDEX - AREA WEST

REF.	APPLICATIONS RECOMMENDED FOR REFUSAL	PAGE NOS.
W/34798	This proposal is for the erection of a log cabin adjacent to existing buildings at Creigiau Bach. Additional accommodation is required for the existing holiday business to cater for additional capacity. The accommodation will be accessible for wheelchair users and the less able, this is to support our business model to provide high quality accessible accommodation, which is deficient in this area at Creigiau Bach, Llangain, Carmarthen, SA33 5AY	63-76

REF.	ADDITIONAL ITEM FOR DECISION	PAGE NOS.
W/34187	Proposed 10 new & 2 relocated static caravans at Waunygroes Caravan Site, Llanybri, Carmarthen, SA33 5AN	78-82

APPLICATIONS RECOMMENDED FOR REFUSAL

Application No	W/34798
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Application Type	Full Planning
Proposal & Location	THIS PROPOSAL IS FOR THE ERECTION OF A LOG CABIN ADJACENT TO EXISTING BUILDINGS AT CREIGIAU BACH. ADDITIONAL ACCOMMODATION IS REQUIRED FOR THE EXISTING HOLIDAY BUSINESS TO CATER FOR ADDITIONAL CAPACITY. THE ACCOMMODATION WILL BE ACCESSIBLE FOR WHEELCHAIR USERS AND THE LESS ABLE, THIS IS TO SUPPORT OUR BUSINESS MODEL TO PROVIDE HIGH QUALITY ACCESSIBLE ACCOMMODATION, WHICH IS DEFICIENT IN THIS AREA AT CREIGIAU BACH, LLANGAIN, CARMARTHEN, SA33 5AY

Applicant(s)	MR DAVID VICKRIDGE, CREIGIAU BACH, LLANGAIN, CARMARTHEN, SA335AY
Case Officer	Stuart Willis
Ward	Llansteffan
Date of validation	01/12/2016

CONSULTATIONS

Head of Transport – Have raised no objection

Llansteffan and Llanybri Council – Has not commented to date

Local Member - County Councillor D B Davies is the vice-Chair of the Planning Committee and has requested that the application be presented to the Planning Committee even though it is outside the limits of the LDP.

His reason for requesting the application to be placed before the Planning Committee is that the applicants' son, who has a disability, currently attends college studying travel and tourism. This proposal helps to protect and grow this opportunity for him with sustainable employment, and should be approved under the current tourism policy, as set out in the Local Development Plan.

Neighbours/Public - The application has been publicised by the posting of Site Notices with no responses having been received to date.

RELEVANT PLANNING HISTORY

The following previous applications have been received on the application site:-

W/28191	Replacement of existing storage shed with new timber framed storage shed Full planning permission	6 June 2013
W/27973	Proposed cluster of ponds for biodiversity and in connection with existing holiday let Full planning permission	20 May 2013
W/23842	Construction of extension to replace former barn/piggery to form self catering holiday accommodation Full planning permission	15 February 2011
W/23035	Construction of extension to replace former barn/piggery to form self-catering holiday accommodation Full planning refused Appeal withdrawn	7 July 2010 3 March 2011
W/16418	Extension of existing dwelling rearward and to the side. Also reconnect cowshed to rear of property and extend to form a holiday self catering unit Full planning permission	19 July 2017
D4/21033	Change of use of outbuilding to residential unit Full planning permission	11 June 1991
D4/20280	Siting of retirement bungalow Outline planning refused	12 December 1990
D4/19088	Siting of retirement bungalow Outline planning refused	30 January 1990

APPRAISAL

THE SITE

The application site consists of land associated with a dwelling and other buildings set approximately 2km south west of the village of Llangain. The farm is access by way of a small country lane off the B4312 road between Carmarthen and Llansteffan. The country lane leaves the B4312 in the vicinity of Llangain heading for Llangynog, and Creigiau Bach being some 100 metres along the track.

The site is located outside the development limits. An application was approved in 2007 to extend the dwelling and outbuildings and covert the existing structures in to holiday accommodation and as part of the existing dwelling (W/16418). There was also a new build 2 storey extension to the rear and side of the existing dwelling. During the course of construction works associated with the development the buildings to be converted collapsed.

Subsequently an application was approved by Planning Committee in 2011 for the rebuilt development. Further permission has also been given at the site for the use of ponds in association with the holiday let and also for a replacement shed.

THE PROPOSAL

The application seeks full planning permission for the erection of a log cabin. The cabin would be to the rear of timber shed which has recently been granted planning permission. There would be an extended track to access the new cabin.

The application indicates that the new cabin would be additional accommodation in connection with the existing holiday business to cater for additional capacity. The accommodation is said to be accessible for wheelchair users and the less able, which the applicant states is the current business model with the one existing holiday let on site and ponds/recreation area.

The cabin is located 25m from the timber shed which is the nearest building and 47m from the existing holiday let. The structure would have timber walls with a largely glazed south western elevation. The roof would be covered with slate. It would be set over 2 floors and have 3 bedrooms, 2 at first floor level. The building is 5 sided measuring 7.2m by 8.1m at its maximum. The cabin would be 6.3m in height.

The application indicates that the additional capacity will create further work for family members and help to augment an existing family enterprise. Reference is made to sustainable tourism, contributing to economic development, conservation and rural diversification. The application form states that there would be 1 full time and 1 part time employee with the proposed development.

The issues of sustainability was raised in the pre-application advice due to the location of the site. The application makes reference to sustainability. It states that the applicant currently commutes to work elsewhere and the additional unit would enable them to work from home instead. The applicant feels this would outweigh any sustainability issues regarding travel/transport for those occupying the unit. The employment of a disabled family member is also referred to. Part of the business model is to accommodate people of with physical abilities. The applicant states that by nature of their disability travel to and from our accommodation is via private transport is inevitable. It is also stated that due to the size of the accommodation where private transport is used vehicles are generally fully occupied. The applicant also feels that facilities on site such as the gardens reduces the need for occupants to make day trips.

In relation to sustainability of the building they state that the building will be double glazed and fully insulated for conservation up to and beyond the required standard. Reference is also made to fallen wood for burning and the potential for PV electric panels to be placed on the roofs, although this is not shown on the plans of the cabin. Foul waste will be dealt with by the existing 'Bio-disc' mini sewage plant. Rain water is to be discharge in to the existing soakaway on the perimeter of the field.

The submission makes reference to what the applicant feels is a "comparable" planning application. This was for s single log cabin at Sylen Lake where policy EMP3 was referred to.

PLANNING POLICY

In the context of the current development control policy framework the site is located outside the defined development limits as contained in the adopted Carmarthenshire Local Development Plan Adopted December 2014.

LDP Policy TSM1 is relevant to the proposal. This relates to Static Caravan and Chalet Sites and states that proposals for new static caravan and chalet sites will only be permitted within the Development Limits of a defined settlement (Policy SP3).

It also refers to proposals for the enhancement and extension of existing static and chalet sites stating they will only be permitted where the development will increase the vitality, sustainability and environmental quality of the site, it will not result in an unacceptable increase in the density of units and/or the overall scale of the site, it enhances the surrounding landscape and townscape and it provides (where appropriate) for the significant improvement of the overall quality, appearance and setting of the site.

Policy TSM4 Visitor Accommodation is relevant. This states that proposals for new build serviced or self catering holiday accommodation will be permitted within the development limits of defined settlements (Policy SP3) where it accords with the relevant criterion under Policy SP15.

Outside the development limits of defined settlements (Policy SP3) proposals for permanent serviced or self catering visitor accommodation will be permitted where it consists of the re-use and adaptation (including conversion) of existing buildings and complies with criteria d) and e) set out in Policy H5.

Policy GP1 of the Local Development Plan (LDP) sets out the general requirements of the Local Planning Authority to ensure sustainability and high quality design through new development. In particular, that *“it conforms with and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing, elevation treatment, and detailing”*, *“it would not have a significant impact on the amenity of adjacent land uses, properties, residents or the community”* and *“an appropriate access exists or can be provided which does not give rise to any parking or highway safety concerns on the site or within the locality”*.

Policy TR3 Highways in Developments - Design Considerations outlines a number of matters to be considered included suitable access and parking and to ensure highway safety is not adversely affected for users of the roads/streets.

Policy SP1 Sustainable Places and Spaces states that proposals for development will be supported where they reflect sustainable development and design principles. This relates to a number of factors including by distributing development to sustainable locations in accordance with the settlement framework, supporting the roles and functions of the identified settlements; promoting, where appropriate, the efficient use of land including previously developed sites; integrating with the local community, taking account of character and amenity as well as cultural and linguistic considerations; respecting, reflecting and, wherever possible, enhancing local character and distinctiveness; creating safe, attractive and accessible environments which contribute to people's health and wellbeing and adhere to urban design best practice; promoting active transport infrastructure and safe and convenient sustainable access particularly through walking and cycling; utilising sustainable construction methods where feasible; improving social and economic wellbeing; and protect

and enhance the area's biodiversity value and where appropriate, seek to integrate nature conservation into new development.

Policy SP2 Climate Change states that development proposals which respond to, are resilient to, adapt to and minimise for the causes and impacts of climate change will be supported. In particular proposals will be supported where they: adhere to the waste hierarchy and in particular the minimisation of waste; promote the efficient consumption of resources (including water); reflect sustainable transport principles and minimise the need to travel, particularly by private motor car; avoid, or where appropriate, minimise the risk of flooding including the incorporation of measures such as SUDS and flood resilient design; promote the energy hierarchy by reducing energy demand, promoting energy efficiency and increasing the supply of renewable energy; and incorporate appropriate climate responsive design solutions including orientation, layout, density and low carbon solutions (including design and construction methods) and utilise sustainable construction methods where feasible.

Policy SP3 Sustainable Distribution – Settlement Framework states that the provision for growth and development will be at sustainable locations in accordance with the Settlement Framework identified in the LDP.

Policy SP15 Tourism and the Visitor Economy states that proposals for tourism related developments and for appropriate extensions to existing facilities will be supported where they are in accordance with the locational hierarchy set out in the policy and are acceptable in terms of scale, type of development, siting and general impact:

- i. Within the development limits of Growth Areas and Service Centres - major tourism proposals, including high level traffic generators;
- ii. Within the development limits of Local Service Centres and Sustainable Communities – smaller scale proposals which reflect the character of the area which are appropriate in terms of size, scale and impact;
- iii. Open Countryside – small scale location specific developments that must satisfy policy TSM3, except where they are subject to the provisions of TSM2 and/or TSM5.

Extensions to existing facilities should be subordinate in scale and function to the existing facility and proposals that constitute substantive extensions should be construed as new development.

Policy TR3 Highways in Developments - Design Considerations states that the design and layout of all development proposals will, where appropriate, be required to include an integrated network of convenient and safe pedestrian and cycle routes (within and from the site) which promotes the interests of pedestrians, cyclists and public transport; suitable provision for access by public transport; appropriate parking and where applicable, servicing space in accordance with required standards; infrastructure and spaces allowing safe and easy access for those with mobility difficulties; required access standards reflective of the relevant Class of road and speed restrictions including visibility splays and design features and calming measures necessary to ensure highway safety and the ease of movement is maintained, and where required enhanced and provision for Sustainable Urban Drainage Systems to allow for the disposal of surface water run-off from the highway.

Proposals which do not generate unacceptable levels of traffic on the surrounding road network and would not be detrimental to highway safety or cause significant harm to the amenity of residents will be permitted.

Proposals which will not result in offsite congestion in terms of parking or service provision or where the capacity of the network is sufficient to serve the development will be permitted. Developers may be required to facilitate appropriate works as part of the granting of any permission.

Policy EMP3 is “Employment – Extensions and Intensification”. This states that proposals for extensions and/or intensification of existing employment enterprises will be permitted provided that the development proposals are not likely to cause environmental damage or prejudice other redevelopment proposals, the proposal does not extend and/or intensify a use or activity that might result in adverse amenity issues, or may not be compatible, with neighbouring uses and that the development proposals are of an appropriate scale and form compatible with its location. Proposals for the expansion of existing rural enterprises will be supported subject to the above provisions and the policies and proposals of this Plan.

Technical Advice Note (TAN) 23: Economic Development (2014) is relevant as is Technical Advice Note (TAN) 14 : Tourism (1997) and Technical Advice Note (TAN) 6 : Planning for Sustainable Rural Communities.

In relation to Planning Policy Wales Chapter 11 (Tourism, Sport and Recreation), Chapter 7 (Economic Development) and Chapter 4 (Planning for Sustainability) are particularly relevant.

THIRD PARTY REPRESENTATIONS

There have been no adverse representations received to date. The Local Member has requested the application be presented to the Planning Committee as the applicants' son, who has a disability, currently attends college studying travel and tourism. The Local Member feels this proposal helps to protect and grow this opportunity for him with sustainable employment, and should be approved under the current tourism policy, as set out in the Local Development Plan.

Location of the site/sustainability

The proposal was subject to pre-application advice where concerns were raised with the proposed development. The concerns centred on the location of the site being away from any settlements and the sustainability issue this gives rise to.

The site is located outside of the development limits of any settlement. The distance from any services and facilities is also a consideration. Llangain is the nearest settlement to the site which is approximately 2km from the site. There are some facilities in the settlement however these are limited to a public house. While there are recreation facilities in terms of the ponds/garden on site there are no other services or facilities. Therefore other than the possible future walkway or ponds it is likely that people would need to travel to access facilities. Members will be aware of a recent decision at Planning Committee relating to a RV site near Idole (W/33310). The application was refused due to the site not being considered to be in a sustainable location, not being accessible by foot and that it would be wholly dependent on motorised vehicles to access services and facilities. The roads at and near the site have no public footways either.

As has been referred to already there are no on site facilities for holiday makers and other than a public house no other facilities or services in the area. For example the nearest shops would be Llansteffan or Johnstown. It is acknowledged that the applicant aims to target those with disabilities and therefore this would be likely to require more journeys by vehicle than otherwise would be the case. However any planning permission will be for a holiday let and not specific to any particular users.

Reference is made by the applicant to them being able to work from home rather than commute with the additional unit. The local member has referred to the applicant son being employed at the site and the correlation with the course he is studying. The applicant has also referred to them being able to work from the site if this additional unit were approved. Further details are given later in the report regarding a breakdown of the employment. However the planning permission would not be specific to any particular employee and members of staff can change as can the ownership of the site.

The applicant feels that occupants are likely to travel in a single vehicle rather than multiple ones however again this is something that would not be able to be controlled by planning condition. Sustainability in terms of the building is referred to however this indicates that the building will be “up to and beyond” the required standards. No specific details are provided to show that the proposal would be significantly above the usual requirements.

Planning Policy Relevance

The application has referred to a decision at Sylen Lakes which they feel is comparable to the proposed scheme. The proposal was for a single log cabin and the approval made reference to Policy EMP3. This policy relates to the extension of existing employment enterprises. The LDP makes reference to what uses would fall use the “employment” category. The notes at 6.3.1 of the LDP state these are a “mix of B1, B2 and B8, and where appropriate, sui generis uses”.

The Sylen Lakes site has an extensive planning history. The site has fishing lakes and is a wedding venue and therefore there are existing commercial uses which are not related to the tourism and therefore no related to the tourism policies of the LDP which make reference to accommodation. The proposal cabin at Sylen Lakes was linked to these other uses and to provide overnight accommodation which enhances these other elements of the business. It is also a former colliery site which has been restored with the lakes and has an aggregate business at the site as well. Therefore in that instance policy EMP3 “Employment – Extensions and Intensification” was considered the most relevant policy.

This proposal is for a new log cabin. The existing permissions at the site area for a single holiday let conversion/rebuild and ponds associated with the holiday accommodation. It is not an extension to an existing static caravan or chalet site and as such policy TSM1 would not be considered to be the most relevant policy. The additional unit would be considered as new build accommodation in connection with the existing accommodation and policy TSM4 “Visitor Accommodation” is most relevant. This states that any self-catering or serviced accommodation should only be permitted in the open countryside where it relates to a conversion of an existing building. This proposal does not relate to any conversion. The log cabin is therefore contrary to TSM4 of the LDP. The policy seeks to restrict new build accommodation to within settlement limits where they would have better access to services and facilities and support the sustainable settlement framework of the LDP.

Economic Considerations

The type and level of impact that the proposal would have on the economy are matters that need to be considered.

Chapter 7 of Planning Policy Wales applies and was revised to strengthen the emphasis given to economic considerations and also clarifies economic development as development of land and buildings for activities that generate wealth, jobs and incomes. Economic land uses include the traditional employment land uses (offices, research and development, industry and warehousing), as well as uses such as retail, tourism, and public services. It is clear from this statement that the Welsh Government regards tourism as major contributor to the Welsh economy.

It stresses the need for local planning authorities to give increasing weight to job creation, PPW states in Chapter 7:

7.6.1 Local planning authorities should adopt a positive and constructive approach to applications for economic development. In determining applications for economic land uses authorities should take account of the likely economic benefits of the development based on robust evidence. In assessing these benefits, key factors include:

- the numbers and types of jobs expected to be created or retained on the site;
- whether and how far the development will help redress economic disadvantage or support regeneration priorities, for example by enhancing employment opportunities or upgrading the environment;
- a consideration of the contribution to wider spatial strategies, for example for the growth or regeneration of certain areas.

Chapter 11 specifically looks at tourism, sport and recreation and is therefore also relevant to the considerations of this application.

It states that “*Tourism is vital to economic prosperity and job creation in many parts of Wales. It is a significant and growing source of employment and investment, based on the country’s cultural and environmental diversity. Tourism can be a catalyst for environmental protection, regeneration and improvement in both rural and urban areas*”. (11.1.1)

It goes on to say that “*Tourism involves a wide range of activities, facilities and types of development throughout Wales. The planning system should encourage sustainable tourism in ways which enable it to contribute to economic development, conservation, rural diversification, urban regeneration and social inclusion, recognising the needs of visitors and those of local communities. In addition to supporting the continued success of existing tourist areas, appropriate tourist-related commercial development in new destinations, including existing urban and industrial heritage areas, should be encouraged*”. (11.1.4)

In 11.1.7 PPW says that “*In rural areas, tourism-related development is an essential element in providing for a healthy, diverse, local and national economy. It can contribute to the provision and maintenance of facilities for local communities. Here too development should be sympathetic in nature and scale to the local environment and to the needs of visitors and the local community*”. And goes on at 11.1.9 to state that “*Development for tourism, sport and leisure uses should, where appropriate, be located on previously developed land. The*

sensitive refurbishment and re-use of historic buildings presents particular opportunities for tourism and leisure facilities”.

TAN6 relates to sustainable rural communities and again is a consideration of the proposal. Paragraph 3.1.1 highlights that *“Strong rural economies are essential to support sustainable and vibrant rural communities. A strong rural economy can also help to promote social inclusion and provide the financial resources necessary to support local services and maintain attractive and diverse natural environments and landscapes”.*

It is not felt that the proposal complies with the relevant LDP policies. Therefore these concerns need to be balanced against any economic benefits of the development.

In updating economic development planning policy the Welsh Government recognised that there was also a requirement for a Technical Advice Note to provide further detail. TAN23 Economic Development was issued in 2014.

The TAN states that *“Where economic development would cause environmental or social harm which cannot be fully mitigated, careful consideration of the economic benefits will be necessary. There will of course be occasions when social and environmental considerations will outweigh economic benefit. The decision in each case will depend on the specific circumstances and the planning authority’s priorities”.* (2.1.2)

In relation to the rural economy the TAN says *“There are two kinds of special contribution that are particularly relevant to rural development. Firstly, an economic development could make communities more sustainable, by improving the alignment of housing and jobs, encouraging people to work close to home. Secondly, the needs of established businesses or clusters may be very specific. When businesses expand or modernise, they may need to do so in situ; it may be highly inefficient or impracticable for them to relocate to a sequentially preferable site. Similarly new businesses aiming to join existing clusters may need to be close to existing businesses if they are to derive the benefits.”*

The TAN requires local planning authorities to assess the economic benefit associated with allocating sites and determining planning applications for economic development. Where a planning authority is considering a site allocation or planning permission that could cause harm to social and environmental objectives the TAN proposes an approach where three questions that should be asked -

- Are there alternative sites for the proposal?
- How many direct jobs will result from the proposal?
- And would such a development make a special contribution to policy objectives?

in order to help balance the economic, social and environmental issues.

Alternatives: If the land is not made available (the site is not allocated, or the application is refused), is it likely that the equivalent demand could be met on a site where development would cause less harm, and if so where?

The TAN cites an example of where some existing firms may not be able to grow unless they are allowed to expand on their existing site, or close to it. Before concluding that ‘there is no alternative’ local planning authorities are encouraged to try to assess whether competing firms, serving the same markets, could generate the same development and jobs.

The site is located in rural Carmarthenshire. There are other tourist sites in the wider area. The application makes reference to the accommodation being suitable for disabled access and this being a feature of the site. The details provided by the applicant indicate that in terms of accommodation identified as suitable for wheel chair use the nearest are 2 and 7 miles from Carmarthen and the other 7 suitable properties are between 14 and 20 miles away. Any approval would be for holiday accommodation and it would not be possible to impose a condition limiting the use of the building to any specific occupants. In terms of overall tourism accommodation it is not felt that there is any specific shortage of such accommodation in the County. While it is the applicants desire to expand the existing site this does not imply that any new accommodation is acceptable or that any economic benefits imply a development is appropriate. In relation to economic benefits the application indicates that facilities on site mean there would be little need for those staying at the site to visit other locations.

Jobs accommodated: How many direct jobs will be based at the site?

This provides a rough-and-ready measure of a development's contribution to the wider economy. Economic growth is worthwhile wherever it is located, and in the interests of economic growth the planning system should generally aim to provide land where there is demand for it. There may be good reasons why jobs in some places are even more worthwhile than in other places. The third test below deals with this.

The application does not confirm what the current employment level is on the application form. However further details were provided by the applicant as follows.

It is stated that the current duties for the applicant's son include:

- Grounds maintenance.
- Minor building maintenance and repair.
- Cleaning internally and externally.
- Introduction to customer interface/support.

The applicant has indicated that the current activities comprise 16hrs per week of work it is estimated. Further labour of approximately 10hrs per week is also said to be employed on site supplementing these activities.

Additional information provided during the application has indicated that there are currently 2 part time staff and that if approved the proposal would relate to 2 permanent staff and 1 part time.

The applicant indicates that the proposal gives them the opportunity to expand the business sufficiently so they will be fully employed in managing and having the time to promote the business.

While any employment is beneficial the development would not provide significant increases in employment. Comments made by the local member refer to the personal circumstances of the applicant and their family. It should again be noted that the planning permission will be for the site and not relate to any individuals.

Any employment is welcomed however this needs to be balanced against any harm the development would cause. It is not felt that the proposal would provide significant benefits in terms of job creation to outweigh the harm.

Special merit: Would the development make any special contribution to policy objectives?

Such policy contributions may relate to the objectives listed in PPW, or to more general policy objectives set out elsewhere in PPW and Chapter 11 of PPW is particularly relevant in this case

Tourism is an important element of the economy in Carmarthenshire however the site is not one that is unique. There is a single existing unit of accommodation on the site which was approved following the collapse of a previously approved barn conversion. The proposal is now for a log cabin as a second unit of accommodation. While economic development is an important consideration it is not felt that this scheme provides any significant or unique benefits or any justification for overriding the concerns raised here. Such proposals could be easily repeated elsewhere.

Therefore it is not felt that the refusal of the application would be to the detriment of the wider economy or tourism in the area.

Design and Appearance

The proposal is for a 2 storey log cabin. The existing holiday accommodation is a single storey render and slate finish building attached to the dwelling of similar materials. There are some other outbuildings which are timber building including one granted permission for agricultural storage. The existing buildings at the site are of simplistic, traditional design and form. Other than the dwelling itself none of the structures are 2 storey.

The proposed building is not considered to be in keeping with the character of the area. A 2 storey log cabin of the design proposed is not felt to reflect the character of the site. While there are timber buildings these are of a traditional appearance and lower scale. The existing accommodation is in a single storey converted/rebuilt outbuilding and again is of traditional appearance.

Other Matters

In relation to noise, impacts on amenity and traffic it is not felt that there are concerns. The site is located sufficient distance from any other properties that noise and disturbance should not be an issue. In terms of traffic while the location of the site and sustainability are concerns it is not felt that level of traffic would be detrimental to highway safety.

CONCLUSION

After careful consideration of the site and its surrounding environs in the context of this application, together with the representations received to date it is considered that on balance the proposal is not acceptable.

As such the application is put forward with a recommendation of refusal for the following reasons.

RECOMMENDATION – REFUSAL

REASONS

- 1 The proposal is contrary to Policy TSM4 “Visitor Accommodation” of the Carmarthenshire Local Development Plan:-

Policy TSM4 Visitor Accommodation

Proposals for new build serviced or self-catering holiday accommodation will be permitted within the development limits of defined settlements (Policy SP3) where it accords with the relevant criterion under Policy SP15.

Outside the development limits of defined settlements (Policy SP3) proposals for permanent serviced or self-catering visitor accommodation will be permitted where it consists of the re-use and adaptation (including conversion) of existing buildings and complies with criteria d) and e) set out in Policy H5.

In that:

- The proposal would go against the principle of distributing development to sustainable locations in accordance with the settlement framework, supporting the roles and functions of the identified settlements. The site is located outside of development limits and is distant from many services and facilities. Due to location of the site and the nature of the route between the site and the nearest settlements, services and facilities the journeys to and from the site would be heavily reliant on private transport and therefore be unsustainable. The site is not in a sustainable location accessible by foot and would be wholly dependent on motorised vehicles to access services and facilities.

- 2 The proposal is contrary to Policy SP1 “Sustainable Places and Spaces” of the Carmarthenshire Local Development Plan:-

SP1 Sustainable Places and Spaces

Proposals for development will be supported where they reflect sustainable development and design principles by:

- a. Distributing development to sustainable locations in accordance with the settlement framework, supporting the roles and functions of the identified settlements;
- b. Promoting, where appropriate, the efficient use of land including previously developed sites;
- c. Integrating with the local community, taking account of character and amenity as well as cultural and linguistic considerations;
- d. Respecting, reflecting and, wherever possible, enhancing local character and distinctiveness;
- e. Creating safe, attractive and accessible environments which contribute to people’s health and wellbeing and adhere to urban design best practice;

- f. Promoting active transport infrastructure and safe and convenient sustainable access particularly through walking and cycling;
- g. Utilising sustainable construction methods where feasible;
- h. Improving social and economic wellbeing;
- i. Protect and enhance the area's biodiversity value and where appropriate, seek to integrate nature conservation into new development.

In that:

- The proposal would go against the principle of distributing development to sustainable locations in accordance with the settlement framework, supporting the roles and functions of the identified settlements. The site is located outside of development limits and is distant from many services and facilities. Due to location of the site and the nature of the route between the site and the nearest settlements, services and facilities the journeys to and from the site would be heavily reliant on private transport and therefore be unsustainable. The site is not in a sustainable location accessible by foot and would be wholly dependent on motorised vehicles to access services and facilities.
- The proposal does not respect, reflect or enhance the local character and distinctiveness. The proposed development in terms of its form, design and scale does not reflect the traditional rural character of the site.

3 The proposal is contrary to Policy GP1 "Sustainability and High Quality Design" of the Carmarthenshire Local Development Plan:-

Policy GP1 Sustainability and High Quality Design

Development proposals will be permitted where they accord with the following:

- a. It conforms with and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing, elevation treatment, and detailing;
- b. It incorporates existing landscape or other features, takes account of site contours and changes in levels and prominent skylines or ridges;
- c. Utilises materials appropriate to the area within which it is located;
- d. It would not have a significant impact on the amenity of adjacent land uses, properties, residents or the community;
- e. Includes an integrated mixture of uses appropriate to the scale of the development;
- f. It retains, and where appropriate incorporates important local features (including buildings, amenity areas, spaces, trees, woodlands and hedgerows) and ensures the use of good quality hard and soft landscaping and embraces opportunities to enhance biodiversity and ecological connectivity;

- g. It achieves and creates attractive, safe places and public spaces, which ensures security through the 'designing-out-crime' principles of Secured by Design (including providing natural surveillance, visibility, well lit environments and areas of public movement);
- h. An appropriate access exists or can be provided which does not give rise to any parking or highway safety concerns on the site or within the locality;
- i. It protects and enhances the landscape, townscape, historic and cultural heritage of the County and there are no adverse effects on the setting or integrity of the historic environment;
- j. It ensures or provides for, the satisfactory generation, treatment and disposal of both surface and foul water;
- k. It has regard to the generation, treatment and disposal of waste;
- l. It has regard for the safe, effective and efficient use of the transportation network;
- m. It provides an integrated network which promotes the interests of pedestrians, cyclists and public transport which ensures ease of access for all;
- n. It includes, where applicable, provision for the appropriate management and eradication of invasive species.

Proposals will also be considered in light of the policies and provisions of this Plan and National Policy (PPW: Edition 7 and TAN12: Design (2014)).

In that:

- The proposal would go against the principle of distributing development to sustainable locations in accordance with the settlement framework, supporting the roles and functions of the identified settlements. The site is located outside of development limits, and is distant from many services and facilities. Due to location of the site and the nature of the route between the site and the nearest settlements, services and facilities the journeys to and from the site to would heavily reliant on private transport and therefore be unsustainable. The site is not in a sustainable location accessible by foot and would be wholly dependent on motorised vehicles to access services and facilities.
- The proposal does not conform with or enhance the character and appearance of the site. The proposed development in terms of its form, design and scale does not reflect the traditional rural character of the site.

ADDITIONAL ITEM FOR DECISION

Application No	W/34187
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Application Type	Full Planning
Proposal & Location	PROPOSED 10 NEW & 2 RELOCATED STATIC CARAVANS AT WAUNYGROES CARAVAN SITE, LLANYBRI, CARMARTHEN, SA33 5AN

Applicant(s)	MR ALAN EVANS, WAUNYGROES CARAVAN SITE , LLANYBRI, CARMARTHEN, SA33 5AN
Agent	GERALD BLAIN LTD - MR GERALD BLAIN, TEGFRYN TAF, SPRING GARDENS, WHITLAND, SA34 0HP
Case Officer	Stuart Willis
Ward	Llansteffan
Date of validation	26/07/2016

The application was presented to the Planning Committee on 20th December 2016 where members also carried out a site visit. Members resolved to approve the application against the recommendation of the Planning Officer. The application is being presented back for Members to confirm the reasons for approval and conditions.

RECOMMENDATION – APPROVAL

CONDITIONS

- 1 The development hereby permitted shall be commenced before the expiration of five years from the date of this permission.
- 2 The development shall be carried out in accordance with the following approved plans and documents:
 - Bridge Sizing Report
received 10th November 2016
 - 1:500 scale Block Plan (GB/02)
received on 1st November 2016

- Ecological Survey – Visibility Splays at the Eastern Exit received on 31st October 2016
- 1:100 scale Bridge Details (GB/04)
- 1:500 scale Site Sections (GB/05) received on 5th October 2016
- 1:500 scale Landscape Proposals (22/9/16)
- Revised Ecological Report received 3rd October 2016
- 1:2500 scale Location Plan received 17th July 2016

- 3 The approved Detailed Landscape Design Scheme, as defined in the following submitted documents: 1:500 scale Landscape Proposals (22/9/16) received on 3rd October 2016 shall be fully implemented in the first available planting and seeding seasons following the commencement of development.

Any new landscape elements constructed, planted or seeded; or existing landscape elements retained; in accordance with the approved Detailed Landscape Design Scheme which, within a period of 5 years after implementation are removed; die; become diseased; damaged or otherwise defective, to such extent that, in the opinion of the Local Planning Authority, the function of the landscape elements in relation to this planning approval is no longer delivered, shall be replaced in the next planting or seeding season with replacement elements of similar size and specification.

- 4 No development shall take place on the application site until the applicant has:
- Prepared a desktop study (Preliminary Risk Assessment) which shall include the identification of previous land uses, potential contaminants that might reasonably be expected given those uses and other relevant information, such as pathways and exposure to potential receptors. This information shall also be presented in tabular or diagrammatical form (Conceptual Site Model) for the site and all potential contaminant sources, pathways and receptors shall be included. In order to complete the conceptual site model, it may be necessary at this stage to undertake limited exploratory sampling. The Preliminary Risk Assessment shall be submitted to and be approved by the Local Planning Authority.
 - Prepare a detailed scheme for the investigation and recording of contamination for the site (where necessary). The detailed site investigation report (Quantitative Risk Assessment) shall be submitted to and approved by the Local Planning Authority. The report shall be prepared in accordance with recognised current best practice, legislation, relevant guidance, documentation and British Standards.
 - Submitted detailed proposals for site remediation and verification (Remediation Strategy) which may involve the removal, containment or otherwise rendering harmless such contamination. The proposals shall be prepared in accordance with recognised current best practice, legislation, relevant guidance, documentation and British Standards and shall be

submitted to and have received in writing the approval of the Local Planning Authority prior to commencing the works.

If, during development, any contamination should be encountered which was not previously identified and is derived from a different source and/or of a different type to those included in the 'Remediation Strategy' then a revised 'Remediation Strategy' shall be submitted to the Local Planning Authority.

If, during development, site contaminants are found in areas previously expected to be clean, then their remediation shall be carried out in line with the agreed 'Remediation Strategy'.

- 5 Prior to any imported topsoil being brought to site the following details shall be submitted and approved in writing by the Local Authority prior to importation.
 - A copy of the certificate of analysis, details of the source of the topsoil and an interpretation of the analytical results by a suitably qualified individual
 - A declaration of compliance with BS 3882: 2007 specification for topsoil and requirements for use [approved in writing by the Local Authority prior to importation]. Plus source of the imported material. Details of the source or supplier must be documented and supported by appropriate documentation.
 - Sampling 1/100m³ [@150 tons] material from "green field" 1/50m³ from unknown/potentially contaminated source. Minimum of 3 samples must be tested. Alternative sampling frequency considered if supported by appropriate justification or a risk assessment. The volume of imported material should be supported by appropriate documentation such as purchase records.
- 6 The existing field access shall be upgraded and laid out and constructed strictly in accordance with Typical Layout No. 5, prior to the commencement of any other work or development. Thereafter it shall be retained, unobstructed, in this form in perpetuity.
- 7 Any access gates shall be set back a minimum distance of 3.0 metres from the highway boundary, and shall open inwards into the site only.
- 8 The upgraded access shall be hard surfaced for a minimum distance of 3.0metres behind the highway boundary to include all the standing bay, in materials which shall be subject to the prior written approval of the Local Planning Authority. The hard surfacing shall be fully carried out prior to any part of the development approved herewith being brought into use.
- 9 Prior to any use of the private road by vehicular traffic, a visibility splay of 2.4 metres x 43 metres shall be formed and thereafter retained in perpetuity, either side of the centre line of the private road in relation to the nearer edge of carriageway. There shall at no time be any growth or obstruction to visibility over 0.9 metres within this splay.
- 10 Visibility improvement to existing highway junction U2127 and C2039. Prior to any use of the development by vehicular traffic, a visibility splay of 2.4 metres x 43 metres shall be formed and thereafter retained in perpetuity, either side of the centre line of the estate road in relation to the nearer edge of carriageway. There shall at no time be any growth or obstruction to visibility over 0.9 metres within this splay.

- 11 The parking spaces and layout shown on the plans herewith approved shall be provided prior to any use of the development herewith approved. Thereafter, they shall be retained, unobstructed, for the purpose of parking only.
- 12 The access, visibility splays and turning area required, shall be wholly provided prior to commencement of any other part of the development, and thereafter shall be retained unobstructed in perpetuity. In particular, no part of the access, visibility splays, or turning area, is to be obstructed by non-motorised vehicles.
- 13 The development must be carried out in strict accordance with the recommendations contained within the Revised Ecological Report received 3rd October 2016, 1:500 scale Landscape Proposals (22/9/16) received on 3rd October 2016 and Ecological Survey – Visibility Splays at the Eastern Exit received on 31st October 2016
- 14 The static caravans hereby approved shall be occupied as holiday accommodation only and shall not be occupied as a person's sole or main place of residence. An up to date register shall be kept at the holiday accommodation hereby permitted and be made available for inspection by the local planning authority upon request. The register shall contain details of the names of all of the occupiers of the accommodation, their main home addresses and their date of arrival and departure from the accommodation.

REASONS

- 1 Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.
- 2 In the interest of clarity as to the extent of the permission.
- 3 To ensure that the development effectively delivers the policy objectives of the approved Landscape Design Scheme.
- 4-5 In order to prevent pollution.
- 6-12 In the interest of highways safety.
- 13 To protect ecological features and species.
- 14 To prevent the unjustified residential development in the open countryside.

REASONS FOR GRANTING PLANNING PERMISSION

The decision to grant planning permission has been taken in accordance with Section 38 of the Planning and Compulsory Purchase Act 2004, which requires that, in determining a planning application the determination must be in accordance with the Development Plan unless material considerations indicate otherwise.

- The proposed development complies with GP1, TSM1, TR3, EQ4, SP14 and SP15 of the adopted Local Development Plan (2014) in that it is considered the development would enhance the existing static caravan site. The proposal provides improvements in terms of access and visibility along with landscape and ecology improvements. The proposal is the extension of an existing site and the economic

benefits of the proposal along with the other improvements are considered sufficient to outweigh any negative impacts such as the impact on the landscape.

NOTES

- 1 Please note that this consent is specific to the plans and particulars approved as part of the application. Any departure from the approved plans will constitute unauthorised development and may be liable to enforcement action. You (or any subsequent developer) should advise the Council of any actual or proposed variations from the approved plans immediately so that you can be advised how to best resolve the matter.

In addition, any Conditions which the Council has imposed on this consent will be listed above and should be read carefully. It is your (or any subsequent developers') responsibility to ensure that the terms of all Conditions are met in full at the appropriate time (as outlined in the specific condition).

The commencement of development without firstly meeting in full the terms of any Conditions which require the submission of details prior to the commencement of development will constitute unauthorised development. This will necessitate the submission of a further application to retain the unauthorised development and may render you liable to formal enforcement action.

Failure on the part of the developer to observe the requirements of any other Conditions could result in the Council pursuing formal enforcement action in the form of a Breach of Condition Notice.

- 2 Comments and guidance received from consultees relating to this application, including any other permissions or consents required, is available on the Authority's website (www.carmarthenshire.gov.uk).