

Application Number: DM/2019/00508

Proposal: Change of use of existing residential annex to also allow use as a holiday let.

Address: Barnfield, Penbidwal Lane, Pandy, Abergavenny

Applicant: Mr James Woodier

Plans: All Proposed Plans First Floor, Floor Plan - , All Proposed Plans Second Floor, Floor Plan - , Location Plan - , Photography General Photographs - , Block Plan - ,

RECOMMENDATION: APPROVE

Case Officer: Ms Lowri Hughson-Smith

Date Valid: 29.04.2019

This application is presented to Planning Committee due to the applicant being employed by Monmouthshire County Council

1.0 APPLICATION DETAILS

1.1 The application site is a residential annex which is attached to a detached property, known as Barnfield, located to the south of Penbidwal Lane in Pandy. The main dwelling is traditional in character and the annex was previously a threshing barn which has recently been converted to a residential annexe under permitted development rights which were confirmed to exist in a Certificate of Lawfulness application (application reference: DM/2018/00514).

1.2 This application seeks permission to change the use of the attached residential annexe to holiday let accommodation. No physical changes are proposed internally or externally.

2.0 RELEVANT PLANNING HISTORY

Reference Number	Description	Decision	Decision Date
DM/2018/00514	A residential annexe will be created in an area of the existing house currently comprising unheated storage.	Approved	05.04.2018
DC/1997/00193	Roadside Retaining Wall With Garage Behind Incorporating Cellar/Water store.	Refused	30.04.1997
DC/2007/00432	Glazed sunroom and new porch.	Approved	16.07.2007
DC/1974/00305	Ground Floor Extension & Drive	Approved	14.03.1975

3.0 LOCAL DEVELOPMENT PLAN POLICIES

Strategic Policies

S10 LDP Rural Enterprise
S11 LDP Visitor Economy
S13 LDP Landscape, Green Infrastructure and the Natural Environment
S16 LDP Transport
S17 LDP Place Making and Design

Development Management Policies

H4 LDP Conversion/Rehabilitation of Buildings in the Open Countryside for Residential Use
T2 LDP Visitor Accommodation Outside Settlements
DES1 LDP General Design Considerations
EP1 LDP Amenity and Environmental Protection
MV1 LDP Proposed Developments and Highway Considerations
NE1 LDP Nature Conservation and Development

4.0 NATIONAL PLANNING POLICY

Planning Policy Wales (PPW) Edition 10

The primary objective of PPW is to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental and cultural well-being as required by the Planning (Wales) Act 2015, the Well-being of Future Generations (Wales) Act 2015 and other key legislation. A well-functioning planning system is fundamental for sustainable development and achieving sustainable places.

The planning system should create sustainable places which are attractive, sociable, accessible, active, secure, welcoming, healthy and friendly. Development proposals should create the conditions to bring people together, making them want to live, work and play in areas with a sense of place and well-being, creating prosperity for all.

5.0 REPRESENTATIONS

5.1 Consultation Replies

Crucorney Community Council - The community council supports the application.

MCC Highways - No objections raised and stated:

'The existing dwelling and annex benefit from significant off-street parking provision and additional vehicles associated with the proposed change of use can be accommodated on site. The proposed increase in use is not deemed detrimental to the safety and capacity of the immediate local highway network.'

5.2 Neighbour Notification

No neighbour comments received.

6.0 EVALUATION

Strategic & Spatial Choices

Principle of Development

6.1 The site lies outside any village or town development boundary as defined in the Local Development Plan (LDP) and therefore, is classed as open countryside. There is a presumption against development in the open countryside unless it complies with national planning policy and/or specific local development planning policies.

6.2 In the context of the building being proposed to be used as a holiday let, the relevant policies are LDP policies H4 and T2 (the latter relates to the re-use of buildings for tourism use).

Re-Use of Buildings for a Tourism Use

6.3 Policy T2 largely mirrors the requirements of Policy H4 (conversion of outbuildings to residential dwellings in the countryside) in terms of assessing the acceptability of converting a building in the countryside. Policy H4 requires the following criteria to be met in order for the re-use of the building to be deemed acceptable:

- a) the form, bulk and general design of the proposal, including any extensions, respect the rural character and design of the building;
- b) the proposal, including curtilage and access, is in scale and sympathy with the surrounding landscape and does not require the provision of unsightly infrastructure and ancillary buildings;
- c) rebuilding works, necessitated by poor structural conditions and/ or the need for new openings in walls, should not involve substantial reconstruction, with structural surveys being required for marginal cases;
- d) the more isolated and prominent the building, the more stringent will be the design requirements with regard to new door and window openings, extensions, means of access, service provision and garden curtilage, especially if located within the Wye Valley AONB;
- e) buildings of modern and /or utilitarian construction and materials such as concrete block work, portal framed buildings clad in metal sheeting or buildings of substandard quality and / or incongruous appearance will not be considered favourably for residential conversion. Other buildings will be expected to have been used for their intended purpose for a significant period of time and particularly close scrutiny will be given to proposals relating to those less than 10 years old, especially where there has been no change in activity on the unit;
- f) the building is capable of providing adequate living space (and ancillary space such as garaging) within the structure. Only very modest extensions will be allowed and normal permitted development rights to extend further or to construct ancillary buildings will be withdrawn; and
- g) the conversion of buildings that are well suited for business use will not be permitted unless the applicant has made every reasonable attempt to secure suitable business use and the application is supported by a statement of the efforts that have been made.

6.4 Whilst the proposed conversion meets the majority of the criteria above, on the basis of the following:

- The building is modest in size and requires no additional infrastructure beyond what is existing on site. It is in a good state of repair and capable of conversion without significant repair works (criteria a, b and c);
- No external alterations to the buildings are proposed (criterion d)
- The building has been in place for over ten years in association with the main dwelling. Whilst it is unclear what the construction of the building is, it is clad in timber and does not appear incongruous in the landscape (criterion e); and
- By virtue of the building's location within the curtilage of a residential property and its modest scale, it is not suited to a business use (criterion g).

6.5 Despite the above, it is clear from the size that the building does not provide adequate living space and does not therefore meet criterion f).

6.6 Whilst the proposal does not comply with all of the above criteria, the development can still accord with Policy T2 if either following exceptional circumstances apply:

- a) the substantial rebuild of a building within the curtilage of an existing and occupied farm property where it assists in an agricultural diversification scheme in accordance with Policy RE3
- b) the conversion of buildings of modern construction and materials provided the buildings are appropriate for residential use (e.g. not modern agricultural or factory buildings); not of substandard quality and /or incongruous appearance; and have been used for their intended purpose for a significant period of time. Particularly close scrutiny will be given to proposals relating to those buildings less than 10 years old, especially where there has been no change in activity on the unit.
- c) the conversion of buildings that are too small or are inappropriately located to provide appropriate standards of space and amenity for conversions to permanent residential accommodation but are suitable for tourist accommodation.

Of the above, criterion c) is relevant in respect of this case and allows the conversion of smaller buildings to a holiday let use, despite them being too small to be used for a permanent residential dwelling.

6.7 The conversion of the building to tourism accommodation is, based on the assessment above, in accordance with Policy T2 and therefore acceptable in principle. The acceptability is subject to the imposition of planning conditions restricting the use of the building to tourism accommodation and the assessment of other material planning considerations. The material planning considerations are:

- Good Design/Place Making;
- Impact on Amenity/ Promoting Healthier Places
- Access/Highway Safety
- Biodiversity;
- Tourism/Economic Development;
- Occupancy Restrictions.

6.8 Before concluding the report, the occupancy restrictions will be discussed in more detail.

Good Design/ Place making

6.9 The proposed building is already in place and no physical alterations are proposed within this application. The building is modest in size and attached to the main dwelling and so read in the streetscene as one unit.

6.10 The design of the building is simple in form, with the historic form of the previous threshing barn remaining intact. The finishing materials match the main dwelling and remain sympathetic to the rural setting.

6.11 The building is already in use and fully serviced by utilities, access and parking which are shared with the main dwelling. The proposal does not require any additional supporting infrastructure to function as tourist accommodation.

6.12 This application will not alter the building or require any associated works to facilitate the change of use. The proposal will have a neutral visual impact and therefore is acceptable in accordance with Policy DES1.

Impact on Amenity/ Promoting Healthier Places

6.13 The proposed development does not include any physical changes to the building and is limited to the change of use of the existing residential annex to a holiday let, which in practice are very similar in nature. Despite this and for completeness, the impact of the change of use is discussed below in more detail in respect of the closest surroundings dwellings.

6.14 The nearest dwelling is Little Penbidwal which is approximately 9m away from the site to the east, orientated at an oblique angle. Whilst this is a close relationship, the change of use to a

holiday let is not considered significantly different from the existing use and no physical changes to the building are proposed. The development is considered to have a neutral impact on Little Penbidwal.

6.15 Other dwellings in the locale include Penbidwal House and the Coach House to the north and the Meadows to the south-west, all of which are over 42m away from the application site. This is ample separation distance to ensure the proposed development will not affect the amenity of these dwellings.

6.16 It is concluded the proposed change of use would have a neutral impact on the amenity of neighbouring properties and is not unacceptable, according with Policy EP1 of the Local Development Plan.

Access / Highway Safety

6.17 The proposed holiday let accommodation will utilise the existing access which serves the main dwelling. No alteration to the access is proposed and there is ample space on site to provide parking for the main dwelling and proposed holiday let accommodation. The proposal is small scale and would result in minimal traffic generation which is not considered to be harmful to the existing highway network. The highway authority has been consulted and has raised no objection.

6.18 Given the minimal impact of the development in highway terms, the development is considered to comply with LDP Policy MV1.

Biodiversity

6.19 The application site is already in use as a residential annex and no physical works are proposed. Furthermore, during the site visit it was noted there is no enclosed attic area in the annex and it is maintained to a high standard and well lit. As such, it is not likely that the annex has biodiversity features which will be adversely affected by the development.

6.20 The proposal is not considered to have any adverse impact on ecological features and therefore accords with Policy NE1.

Tourism/Economic Development

6.21 The proposals will support the growth of tourism accommodation and also assist in the development of the rural economy as encouraged by strategic policies S10 and S11.

Occupancy Restrictions

6.22 Visitor accommodation used for permanent residential occupancy is not acceptable and therefore it must be ensured that accommodation remains for the intended tourism purpose only so that the wider economic benefits are secured in accordance with planning policy. To ensure this is the case an occupancy condition will be applied to the permission.

Well-Being of Future Generations (Wales) Act 2015

6.23 The duty to improve the economic, social, environmental and cultural well-being of Wales has been considered, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). In reaching this recommendation, the ways of working set out at section 5 of the WBFG Act have been taken into account and it is considered that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

Conclusion

6.24 The proposed change of use of the existing annex at Barnfield to a tourism use would not cause unacceptable harm to residential amenity or the character of the wider rural landscape. As such, subject to conditions, the proposal is considered acceptable and in accordance with LDP policies S10, S11, T2, DES1, EP1, NE1 and MV1.

7.0 RECOMMENDATION: APPROVE

Conditions:

- 1 This development shall be begun within 5 years from the date of this permission.

REASON: To comply with Section 91 of the Town and Country Planning Act 1990.

- 2 The development shall be carried out in accordance with the list of approved plans set out in the table below.

REASON: To ensure the development is carried out in accordance with the approved drawings, for the avoidance of doubt.

- 3 The development shall be occupied as holiday accommodation only and shall not be occupied as a person's sole or main place of residence or by any persons exceeding a period of 28 days in any calendar year

REASON: The provision of permanent residential accommodation would not be acceptable in the open countryside.

- 4 An up to date register containing details of the names, main home address, dates of arrival and departure of occupants using the holiday accommodation shall be made available for inspection by the Local Planning Authority upon request.

REASON: To ensure the accommodation is used as holiday let accommodation only.