

Application Ref: NP/18/0439/FUL

Case Officer	Andrew Richards		
Applicant	Mr D Beynon, Monkstone Bay Development		
Agent	Mr H Rees		
Proposal	Conversion of existing disused church to 2 residential units of accommodation		
Site Location	Thomas Memorial Congregational Church, High Street, Saundersfoot, Pembrokeshire, SA69 9EJ		
Grid Ref	SN13580492		
Date Valid	30-Jul-2018	Target Date	26-Jun-2019

Members will recall that this application was reported to the Development Management Committee on the 1st May 2019 where it was resolved that the application should be refused due to the lack of a financial contribution being secured towards affordable housing as required by Policy 45 of the LDP. Since the committee, and prior to formal refusal notice being issued, the applicant has agreed to fulfil the requirements of policy 45 and has submitted a unilateral undertaking.

It is considered that given the strong feeling from members at the previous meeting the application has again been brought back for member's reconsideration on whether they would consider it appropriate to now accept this legal agreement following the previous resolution by members.

Consultee Response

Saundersfoot Community Council: No objection
PCNPA Planning Ecologist: No adverse comments subject to informative
PCNPA Park Direction: Affordable housing contribution required
PCNPA Buildings Conservation Officer: Support
PCNPA Access Manager: No objection
PCC Transportation and Environment: No objections
PCC Drainage Engineers: No adverse comments
Friends of Saundersfoot: Retention of the façade should be retained

Public Response

A site notice and neighbour notification letters were posted in accordance with requirements of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012. No responses have been received.

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 04 - Saundersfoot Local Centre
LDP Policy 08 - Special Qualities
LDP Policy 10 - Local Sites of Nature Conservation or Geological Interest
LDP Policy 11 - Protection of Biodiversity
LDP Policy 14 - Protection of Buildings of Local Importance
LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park
LDP Policy 29 - Sustainable Design
LDP Policy 30 - Amenity
LDP Policy 31 - Minimising Waste
LDP Policy 32 - Surface Water Drainage
LDP Policy 44 - Housing
LDP Policy 45 – Affordable housing
LDP Policy 50 - Town and District Shopping Centres
LDP Policy 52 - Sustainable Transport
LDP Policy 53 - Impacts on traffic
PPW10
SPG05 - Sustainable Design
SPG06 - Landscape
SPG08 - Affordable Housing
SPG11 - Coal Works - Instability
SPG12 - Parking
SPG17 - Conservation Area Proposals
SPG22 - Seascape Character
SPG23 - Enabling Sustainable Development in Welsh NPAs
TAN 02 - Planning and Affordable Housing
TAN 05 - Nature Conservation and Planning
TAN 06 - Planning for Sustainable Rural Communities
TAN 12 - Design
TAN 15 - Development and Flood Risk
TAN 18 - Transport
TAN 24 - The Historic Environment

Constraints

Special Area of Conservation - within 500m
Special Protection Area - within 500m
LDP Designation
Rights of Way Inland - within 50m
LDP Centre:60pc aff housing;30 units/ha
Recreation Character Areas

Surface Coal
High Coal Risk
Landscape Character Assessment
Seascape Character Assessment

Officer's Appraisal

Background and History

The application site is located to the north east of High Street within the village of Saundersfoot and forms part of a continuous Conservation Area frontage and is also part of the retail centre. The site forms part of the historic Thomas Memorial Congregational Chapel and Manse.

- NP/14/0518 – Change of use of Thomas Memorial Chapel to a single dwelling, change of use of part of the ground floor of the Manse from Class A2 to residential. Erection of a dwelling to the rear of the Chapel and partial demolition of The Manse and Chapel to provide off-street parking & associated works – Approved 30.01.2015
- NP/15/0163/DOC – Discharge of conditions 3, 4, 5, 6, 9 & 11 of NP/14/0518 – Discharged 06.05.2015
- NP/15/0175/DOC – Discharge of condition 12 (External illumination) of NP/14/0518 – Discharged 08.04.2015
- NP/16/0032/NMA - Non-material amendment to NP/14/0518 – Approved 04.04.2017

Current Proposal

This current planning application proposes subdividing the chapel to form two residential units rather than the single residential unit granted planning permission under the original application (NP/14/0518). The proposal includes amendments to the fenestration of the existing church structure and some associated external works.

Key Issues

The application raises the following planning matters:-

- Principle of Development and Impact on National Park
- Impact on the Adjacent Listed Buildings
- Affordable Housing
- Impact on the Conservation Area
- Siting and Sustainable Design
- Amenity and Privacy
- Highway Safety and Access
- Biodiversity
- Land Stability
- Land Drainage and Flooding

Principle of Development and Impact on National Park:

The site lies within the local centre of Saundersfoot as defined within the Local Development Plan (LDP) and the proposal for sub-division of the chapel into two dwellings is considered to be acceptable in principle. The proposed development scheme also includes some minor changes to the exterior of the structure and external works. As such, the proposal is considered to maintain the special qualities of the National Park when viewed from the immediate and wider landscape.

Impact on the Adjacent Listed Buildings:

It is considered that the proposal will not adversely affect the setting of Rose Cottage, which lies within proximity to the site. Essentially, the character of the varied streetscape remains intact and this is critical to the setting of Rose Cottage.

Affordable Housing:

Members will recall that this application was reported to the Development Management Committee on the 1st May 2019 where it was resolved that the application be refused due to the lack of a financial contribution being secured towards affordable housing as required by Policy 45 of the LDP.

Following the 1st May committee meeting and prior to formal refusal notice being issued, officers were contacted by the applicant who wished to be able to provide the appropriate financial contribution as previously detailed in the officer's report.

Since this communication a Unilateral Undertaking has been received which now details an appropriate mechanism to secure a financial contribution of £13,000 towards affordable housing as required under LDP Policy 45.

Therefore, officers now consider that the application can be supported..

Impact on the Conservation Area:

The current proposal is considered to preserve the character and appearance of the Conservation Area. The chapel and its setting remain dominant and recognisable features within the street. As such, the proposal can be supported in respect of the impact on the conservation area.

Siting and Sustainable Design:

Policy 8 of the Pembrokeshire Coast National Park Local Development Plan (LDP) is a strategic policy which refers to the special qualities of the National Park and lists priorities to ensure that these special qualities will be protected and enhanced. Policy 15 of the LDP seeks the conservation of the Pembrokeshire Coast National Park with criteria 'a' and 'b' resisting development that would cause significant visual intrusion and/or, that would be insensitively and unsympathetically sited within the landscape. Criteria 'd' and 'e' resists development that would fail to harmonise with,

or enhance the landform and landscape character of the National Park, and/or fail to incorporate important traditional features.

Policy 29 of the LDP requires all development proposals to be well designed in terms of place and local distinctiveness (criterion 'a'). Policy 30 of the LDP seeks to avoid development that is of an incompatible scale with its surroundings (criterion 'b') or is visually intrusive (criterion 'd').

The siting of the proposed works is considered to be acceptable in this instance. Given the sensitive design approach submitted in respect of the works to the chapel to provide the sub-division which ensures that the proposal retains the character of the building. This aspect together with using suitable materials to provide a sustainable design solution within this sensitive setting is supported by officers.

Amenity and Privacy:

Policies 29 and 30 of the Local Development Plan seek to protect community cohesion and health and to avoid incompatible development that would lead to a significant adverse impact upon amenity. The supporting text at paragraph 4.136 explains that the policy aims *"to protect the amenity enjoyed in people in their residences, workspaces and recreational areas. Amenity is defined as those elements in the appearance and layout of town and countryside which makes for pleasant life rather than mere existence. Anything ugly, dirty, noisy, crowded, intrusive or uncomfortable is likely to adversely affect amenity"*.

Policy 30 is a criteria based policy setting out that development will not be permitted where it has an unacceptable impact on amenity particularly where, a) the development is for a use inappropriate for where people live or visit and/or; b) the development is of a scale incompatible with its surroundings; and/or; c) the development leads to an increase in traffic or noise or odour or light which has a significant adverse impact; and/or; d) the development is visually intrusive.

No adverse comments have been received from the general public or neighbours on the current application, and based on the current proposed scheme of works it is considered that the development will not have any greater impact on the privacy and amenity of neighbours than that previously approved under planning application NP/14/0518.

Highway Safety and Access:

Pembrokeshire County Council Transportation and Environment section has indicated that the existing access into the site via the archway will be retained. This site is located within 'Zone 1' as identified within the Parking Guidelines, where parking is not a requirement within planning terms. As such, no objections are raised on the current proposal.

Biodiversity:

PPW, TAN5 and LDP policy 11 requires biodiversity and landscape considerations to be taken into account in determining individual applications. The presence of a species protected under UK or European legislation is a material consideration when dealing with applications that are likely to result in disturbance or harm to the species or its habitat.

The Authority Ecologist has commented on the application stating that the historical bat survey report confirmed that no bats were roosting in 2014 and given the level of disturbance since that report it is unlikely any significant roosts are currently present. As such, it is requested that an informative be added to any consent granted to ensure a precautionary approach is taken during the construction phase, and should any bats be found all works should stop and NRW be contacted immediately. As such, the proposal conforms with the relevant requirements of PPW, TAN5 and LDP policy 11.

Land Stability:

The site is located within an area defined by The Coal Authority as containing potential hazards arising from coal mining. Based on the current application, there is no requirement to provide a Coal Mining Risk assessment as the proposed development is unlikely to impact on former coal workings.

Land Drainage and Flooding:

PCC Drainage Engineers have been consulted as part of the application process, and do not raise any adverse comments as the proposal would appear to not alter the current surface water drainage regime.

Conclusion

Based on the recent correspondence with the applicant regarding the submitted legal agreement it is considered that the above application is now acceptable and would accord with the policies contained within the Local Development Plan and National Planning Policy in the form of Planning Policy Wales (Edition 10, December 2018).

Having regard to all material considerations it is considered that the development will be in keeping with the aims of the LDP in that the development is considered to provide an additional residential unit within a local centre whilst not impacting on privacy or amenity of neighbours and subject to a schedule of suitable conditions, the development is considered to be acceptable and complies with the requirements of policies 1, 4, 8, 10, 11, 14, 15, 29, 30, 31, 32, 44, 45, 50, 52 and 53 of the adopted Local Development Plan.

Recommendation

To APPROVE the application subject to the following planning conditions:

1. The development shall begin not later than five years from the date of this decision.

Reason: Required to be imposed pursuant to Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

2. The development shall be carried out in accordance with the following approved plans and documents:

Drawing Reference: 20385/01 (Received 09.08.2018)

Drawing Reference: 20385/02 (Received 09.08.2018)

Drawing Reference: 20385/03 (Received 09.08.2018)

Drawing Reference: 20385/04 (Received 09.08.2018)

Drawing Reference: 20385/05 (Received 09.08.2018)

Drawing Reference: 20510/01 (Received 30.07.2018)

Drawing Reference: 20510/02 (Received 09.08.2018)

Drawing Reference: 20510/03 (Received 30.07.2018)

Drawing Reference: 20510/04 (Received 30.07.2018)

Drawing Reference: 20510/05 (Received 09.08.2018)

Drawing Reference: 20510/06 (Received 30.07.2018)

Drawing Reference: 20510/07 (Received 30.07.2018)

Drawing Reference: 20510/08 (Received 30.07.2018)

Drawing Reference: 20510/09 (Received 24.07.2018)

Drawing Reference: 20510/10 (Received 30.07.2018)

Drawing Reference: 20510/11 (Received 30.07.2018)

Drawing Reference: 20510/12 (Received 30.07.2018)

Drawing Reference: 20510/13 (Received 09.08.2018)

Drawing Reference: 20510/14 (Received 30.07.2018)

Ecological Survey (Received 21.08.2018)

Reason: In order to be clear on the approved scheme of development in the interests of protecting visual amenity and the special qualities of the National Park. Policy: Local Development Plan – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 15 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).

Informative:

This application is subject to a legal agreement

PROTECTED SPECIES

Where any protected species listed in Annex 8 of Technical Advice Note (TAN) 5: 'Nature Conservation and Planning' (September 2009) (or as subsequently amended) is found to be present on the site (or other identified part) to which this permission relates, no works of site clearance, demolition or construction shall take place in pursuance of this permission unless a licence to disturb any such species has been granted in accordance with the appropriate regulations and legislative framework set out in Annex 7 of the aforementioned TAN 5 and a copy of any licence thereof has been produced to the satisfaction of the local planning authority.