

Application Ref: NP/22/0104/FUL

Case Officer	Rob James		
Applicant	Mr A Trollope Bellew		
Agent	Mr Aled Davies		
Proposal	Alterations and extensions to public house including the provision of 3no. proposed bed & breakfast units, internal alterations to Managers' Accommodation at first floor and conversion of existing external store to bike maintenance workshop.		
Site Location	Milton Brewery, Milton, Tenby, Pembrokeshire, SA70 8PH		
Grid Ref	SN04060316		
Date Valid	15-Feb-2022	Target Date	30-Apr-2022

This application is being brought back to the Development Management Committee following the previous meeting where members were minded to approve the application contrary to the officer recommendation. A 'cooling-off' period was subsequently invoked by the Director of Park Direction and Planning and is now being brought back to Committee for further consideration.

Consultee Response

Carew Community Council: No objection
Dwr Cymru Welsh Water: Conditional Consent
Natural Resources Wales: No Objection
PCC - Drainage Engineers: SAB Approval not required
PCC - Transportation & Environment: No Objection
PCC - Public Protection: No Response
PCNPA Planning Ecologist: No Objection Standard Advice
PCNPA Tree and Landscape Officer: Conditional Consent
PCNPA Buildings Conservation Officer: Objection to design
Dyfed Archaeological Trust: Conditional Consent
PCNPA Park Direction: Objection Proposal is within C2 Flood Zone.

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 (as amended).

1 letter of concern has been received regarding safe working practices of removing asbestos roof and works to the car park damaging their boundary wall. Also had concerns over the size of the car park.

1 objection has been received regarding doorways opening onto a shared driveway.

Policies considered

Please note that these policies can be viewed on the Policies page
Pembrokeshire Coast National Park website –
Local Development Plan 2 - Pembrokeshire Coast National Park

LDP2 Policy 01 - National Park Purposes and Duty
LDP2 Policy 06 - Rural Centres
LDP2 Policy 08 - Special Qualities
LDP2 Policy 09 - Light Pollution
LDP2 Policy 11 - Nationally Protected Sites and Species
LDP2 Policy 14 - Conservation of the Pembrokeshire Coast National Park
LDP2 Policy 29 - Sustainable Design
LDP2 Policy 30 - Amenity
LDP2 Policy 31 - Minimising Waste
LDP2 Policy 32 - Surface Water Drainage
LDP2 Policy 34 - Flooding and Coastal Inundation
PPW11
SPG05 - Planning Obligations
SPG06 - Regionally Important Geodiversity Sites
TAN 12 - Design
TAN 15 - Development and Flood Risk

Constraints

Special Area of Conservation - within 500m
Site of Special Scientific Interest - within 50m
Contaminated Land
Historic Landscape
Potential for surface water flooding
Recreation Character Areas
Affordable Housing Submarkets
Seascape Character Areas
Within Site of Special Scientific Interest consult NRW / Planning
Ecologist_20m
Landscape Character Area
Special Area of Conservation - within 50m

Officer's Appraisal

Current Proposal

The application seeks permission for alterations and extensions to an existing public house to include the provision of 3no. proposed bed & breakfast units,

internal alterations to Managers' Accommodation at first floor and conversion of existing external store to bike maintenance workshop.

Key Issues

The application raises the following planning matters:-

- Policy, Principle of Development and Impact on National Park
- Siting and Sustainable Design
- Amenity and Privacy
- Highway Safety and Access
- Landscaping
- Biodiversity
- Land Drainage and Flooding

Policy, Principle of Development and Impact on National Park:

The property lies within the Rural Centre boundary of Milton as defined by Local Development Plan 2. Policy 6 sets out the land use priorities for Rural centres and includes permitting small scale employment developments, to protect and enhance the Centre's range of facilities, to ensure developments permitted contribute to the protection and enhancement of the special qualities of the Centre and to ensure development is of a scale that is consistent in scale with the size and character of the centre.

The proposal seeks to alter and extend an existing public house to accommodate a continued public house and restaurant business use on the ground floor and to provide 3 no. bed and breakfast units on the first floor alongside internal alterations to the existing first floor Manager's Accommodation.

The property lies within a C2 flood zone as shown on the Natural Resources Wales Development Advice Maps. Policy 34 states that development will be directed away from those areas which are at risk of flooding now or as predicted for the future by TAN 15 Development Advice Maps unless there are sound social or economic justifications in accordance with the advice set out in TAN 15.

Planning Policy Wales 11 paragraph 6.6.25 states "Development must reduce, and not increase, flood risk arising from river and/or coastal flooding on and off the development site itself".

Paragraph 6.6.29 states "The ability of emergency services to respond to flood events should be taken into account when considering if a development in a flood risk area is appropriate".

TAN 15 defines Highly Vulnerable Development as; All residential premises (including hotels, Gypsy and Traveller sites and caravan parks and camping sites).

Policy 34 of the LDP states that development will be directed away from those areas which are at risk of flooding now or as predicted for the future by TAN 15 Development Advice Maps unless there are sound social or economic justifications in accordance with the advice set out in TAN 15.

TAN 15 directs new development away from zone C but sets out the circumstances under which non-highly vulnerable (residential) development may be permitted in Zones C1 and C2. Under the guidance given in TAN 15 it is for the planning authority to justify whether development should be permitted in this zone, provided it can be demonstrated that:

- "i its location in zone C is necessary to assist, or be part of, a local authority regeneration initiative or a local authority strategy required to sustain an existing settlement; or
- ii its location in zone C is necessary to contribute to key employment objectives supported by the local authority and other key partners, to sustain an existing settlement or region;

And

- iii it concurs with the aims of PPW and meets the definition of previously development land; and
- iv The potential consequences of a flooding event for the particular type of development have been considered, and in terms of the criteria contained in sections 5 and 7 and appendix 1 found to be acceptable."

The proposal is not part of a local authority regeneration initiative or strategy or is it necessary to contribute to key employment objectives to sustain a region, as such the test do not apply in this instance. The scheme proposes vulnerable uses in a C Zone, with no justification that accords with TAN 15.

A Flood Consequence Assessment has been submitted as part of this application and acknowledges that the site is identified to be at moderate to height risk of tidal flooding and a low to moderate risk from fluvial flooding. Tidal risk is considered to be the dominant factor at this site.

The Flood Consequence Assessment outlines some mitigating factors including incorporating flood resilience design measures as part of the ground floor level of the development and ensuring that the site manager is fully informed of the flood risk and is prepared should a flood occur through registration for NRW Flood Warnings and preparing a Business Flood Plan.

Natural Resources Wales have reviewed the Flood Consequences Assessment and are satisfied that the risks and consequences of flooding at this property are manageable to an acceptable level.

However, in accordance with TAN 15, highly vulnerable uses, including holiday accommodation, should not be considered in a C2 flood zone. Whilst there is already existing residential use on the first floor by way of Managers accommodation, this proposal seeks to significantly increase the on-site accommodation by providing 3 no bed and breakfast units. In addition, the

flood zone extends to surround the property which would have an impact on potential means of escape or access for emergency services in the event of a flood. As such, the proposal is contrary to TAN 15 and Policy 34.

Policy 43 Employment Sites and Live/Work Units seeks to safeguard employment opportunities by directing small-scale employment proposals to appropriate locations in or adjacent to the Local Development Plan's identified Centres and to protect existing employment sites for employment use. As such, the ground floor use as a public house and restaurant along with the conversion of the existing store to a bike maintenance workshop and increased number of employees is considered to comply with Policy 43.

Siting and Sustainable Design:

Policy 8 of the Pembrokeshire Coast National Park Local Development Plan (LDP) is a strategy policy which refers to the special qualities of the National Park and lists priorities to ensure that these qualities will be protected and enhanced.

Policy 14 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 fails 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)).

PCNPA Buildings and Conservation Officer has been consulted as the building is adjacent to the listed Milton Bridge. The Conservation Officer originally objected to the proposed design of the extension and gave the following comments;

1. The loss of the chimneys should be resisted – the recent insertion of upvc windows has done much to lessen the character of the pub – the loss of the chimneys would have a major impact
2. Whilst a new lease for a village pub is to be welcomed, the proposed extensions appear to be a rather harsh contrast to the characterful historic building, the vocabulary of large French doors and glass balustrades more akin to a modern hotel than a traditional village inn with former brewery buildings.
3. The loss of the existing cosy bar – whilst not strictly a planning issue – is also a shame.
4. The proposal in my view has an adverse impact on the setting of the listed Milton Bridge and the TCB. These buildings form an attractive group with the pub, the proposed extension clearly visible from the bridge itself. A simpler design for the rear extension, ideally omitting the glass balustrades and adopting a softer vocabulary of materials should be considered

The principle of upgrading and extending the pub is welcomed in principle, but the current scheme lacks character and sensitivity and has an impact on the setting of the adjacent listed buildings.

Following consultation a new scheme was submitted for comment and PCNPA Buildings and Conservation Officer gave the following response.

“Apart from the timbered gable and some solid piers to balcony level, I can’t see much in the way of meaningful revision in terms of the character of the host building and the setting of adjacent listed buildings. The overall form needs to be more traditional, and the glazed balustrade omitted”.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a statutory obligation on planning authorities to have special regard to any harm identified on either a listed building or its setting. This requirement outweighs any other planning policies and is a very significant material consideration.

A further revised scheme was received just prior to the previous Committee meeting and the design can now be supported. The PCNPA Buildings and Conservation officer gave no objection to the third scheme introducing stone cladding to the ground floor elevations and a reduced level of glazing at 1st floor.

A condition will be used to control lighting, and subject to this condition the revised proposed plans can be supported.

The proposal is therefore now considered to be in accordance with Policies 8 and 14 of LDP2 and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Amenity and Privacy:

Policy 30 of LDP2 refers to ‘amenity’ in general with criteria (a) and (b) seeking to avoid incompatible development and significant adverse impact upon the amenity enjoyed by neighbouring properties.

There are no overriding concerns in respect of residential amenity of the application site or the neighbouring properties.

Overall, the development is considered to have an acceptable impact on residential amenity and accords with Policy 30 of the LDP.

Highway Safety and Access:

One neighbour objection has been received stating that some of the openings will open onto a shared driveway running alongside the existing public house and old brewery buildings. The new doorway opening to the northwest is shown on the proposed floor plans to open inwards.

A further letter of concern has been received about proposed works to the car park areas. There are no such works proposed within this application. Works are limited to the brewery buildings and Public House only.

The Highways Department of Pembrokeshire County Council have been consulted and offered no objection to the proposed development

Notwithstanding the objection received the proposal is considered to be in accordance with Policy 60 Impacts of Traffic and can be supported.

Landscaping:

To comply with Planning Policy Wales (2021) Section 6, Technical Advice Note (TAN) 5 and Technical Advice Note (TAN) 10, Planning authorities should protect trees, hedgerows, groups of trees and areas of woodland where they have ecological value, contribute to the character or amenity of a particular locality, or perform a beneficial and identified green infrastructure function.

Trees, Hedges and hedgebanks are considered in regard to the interests of maintaining a suitable scheme of landscaping to protect the visual amenity of the area, to maintain the special qualities of the landscape and habitats through the protection, creation and enhancement of links between sites and their protection for amenity, landscape and biodiversity value.

The PCNPA Tree and landscape officer has been consulted and gave a conditional approval response protecting existing hedging from risk of damage from building operations. Subject to the proposed condition, the proposal is considered to be appropriate.

Biodiversity:

As proposed, works include development to roof areas of existing buildings. A bat report has been submitted with the application and PCNPA Planning Ecologist has been consulted.

No protected species were found to be present at the proposed site however the site has potential for biodiversity enhancement and a condition has been recommended to ensure a biodiversity enhancement scheme is submitted to and agreed in writing the authority prior to development taking place.

Subject to this condition the application is considered to be in accordance with Policies 10 & 11 of LDP2 and can be supported.

Conclusion

The revised proposal as submitted is now in accordance (by way of its design) with LDP2 Policy 6 - Rural Centres Policy 8 - Special Qualities and, Policy 14 - Conservation of the Pembrokeshire Coast Park.

The proposal is however still contrary to Policy 34 Flooding and Coastal Inundation Criteria a) development will be directed away from those areas which are at risk from flooding now or as predicted for the future by TAN15 Development Advice Maps or Shoreline Management Plan 2 unless there are sound social or economic justifications in accordance with advice set out in Technical Advice Note 15.

Section 6 of TAN15 and the Chief Planning Officer letter from Welsh Government, dated 9 January 2014, affirms that **highly vulnerable development should not be permitted in Zone C2** (paragraph 6.2 of TAN15). The justification tests in paragraph 6.2 do not apply to highly vulnerable development in Zone C2.

The residential aspect of the proposed development defines it as highly vulnerable and the proposal therefore cannot be supported.

Recommendation

That the application be refused for the following reasons:

1. The application site is located within a Flood Zone C2 and proposes residential development which is contrary to advice contained within Welsh Government Planning Policy Wales and Technical Advice Note 15 Development and Flood Risk. The proposal is contrary to LDP2 Policy 34 Flooding and Coastal Inundation Criteria a) development will be directed away from those areas which are at risk from flooding now or as predicted for the future by TAN15 Development Advice Maps or Shoreline Management Plan 2 unless there are sound social or economic justifications in accordance with advice set out in Technical Advice Note 15.

Should members be minded to approve this application contrary to the officers recommendation the following conditions would be suggested.

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: Location Plan, Proposed First Floor Plan, Elevations & 3D View Plan Ref 07 F. Proposed Ground Floor, Elevations & 3D View Ref 06 F Proposed Bike Maintenance Workshop Plan .
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.

3. Prior to its installation, full details of lighting shall be submitted to and agreed in writing by the Local Planning Authority. The Lighting Plan should include;

- Details of the siting and type of external lighting to be used
- Drawings setting out light spillage in key sensitive areas
- Details of lighting to be used both during construction and/or operation

The lighting shall be installed and retained as approved during construction and/or operation.

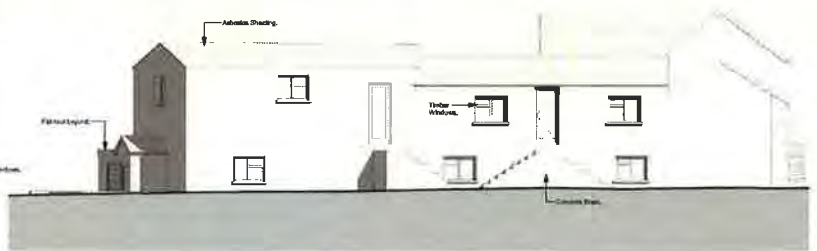
Reason: A lighting plan should be submitted to ensure lighting details are agreed prior to installation and to reduce the impacts of lighting in the interest of protected species and commuting corridors.

- 4 The development of the First Floor Holiday Accommodation of Milton Brewery 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.

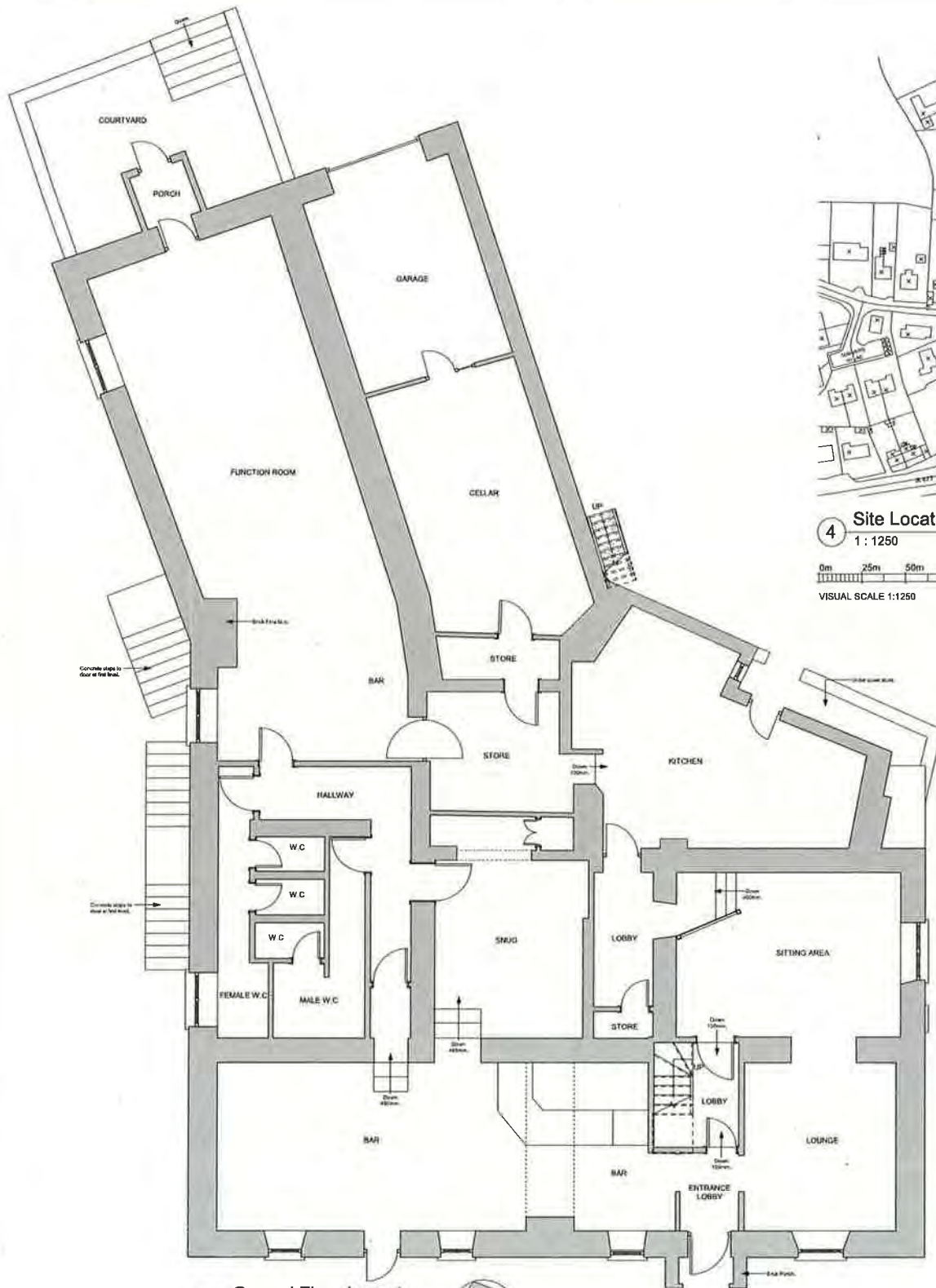
Reason: In order to ensure that the accommodation is occupied solely for holiday letting purposes only and not for any other residential purpose. Policy: Local Development Plan 2 – Policy 40 (Self Catering Development).



2 South West Elevation
1 : 100



3 North West Elevation
1 : 100



1 Ground Floor Layout
1 : 50

0m 1m 2m 3m 4m 5m
VISUAL SCALE 1:50



4 Site Location Plan
1 : 1250

0m 25m 50m 75m 100m 125m
VISUAL SCALE 1:1250

Rev	Description	Date
A	Survey Drawing	22/02/21
B	Sketch Proposals	09/03/21
C	Planning Application Drawings	30/11/21
D	B&B First Floor Layout	04/01/22
E	Planning Application Re-Submission	14/02/22

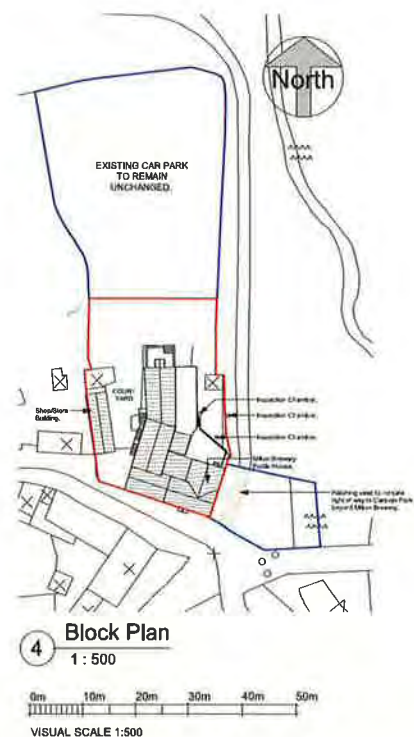
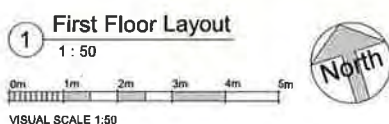
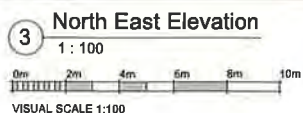
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PROJECT NO.	Milton Brewery, Milton, Pembrokeshire, SA70 8PH.
TITLE	Existing Ground Floor, Elevations & Site Location Plan.
CLIENT	Carew Castle Estate.
DATE	As Indicated
PROJECT NO.	LLB
DATE	16/02/2021
PROJECT NO.	20119H
DATE	01
PROJECT NO.	E





Rev	Description	Date
A	Survey Drawing.	22/02/21
B	Sketch Proposals.	09/03/21
C	Planning Application Drawings.	30/11/21
D	B&B First Floor Layout.	04/01/22
E	Planning Application Re-Submission.	14/02/22

k Authority

ttee – 7 September 2022


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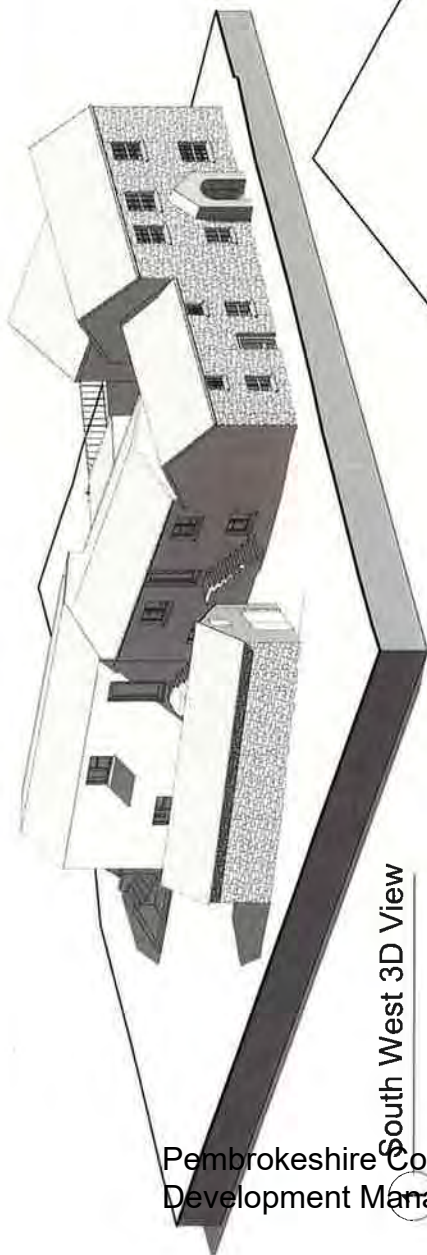
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NOTICED OF ANY LAGS/PACITIES IN PLANNED DEVELOPMENT
STUDIO ARCHITECTS 2022/02/14 14:00:00

EXISTING FIRST FLOOR LAYOUT, ELEVATIONS & BLOCK PLAN

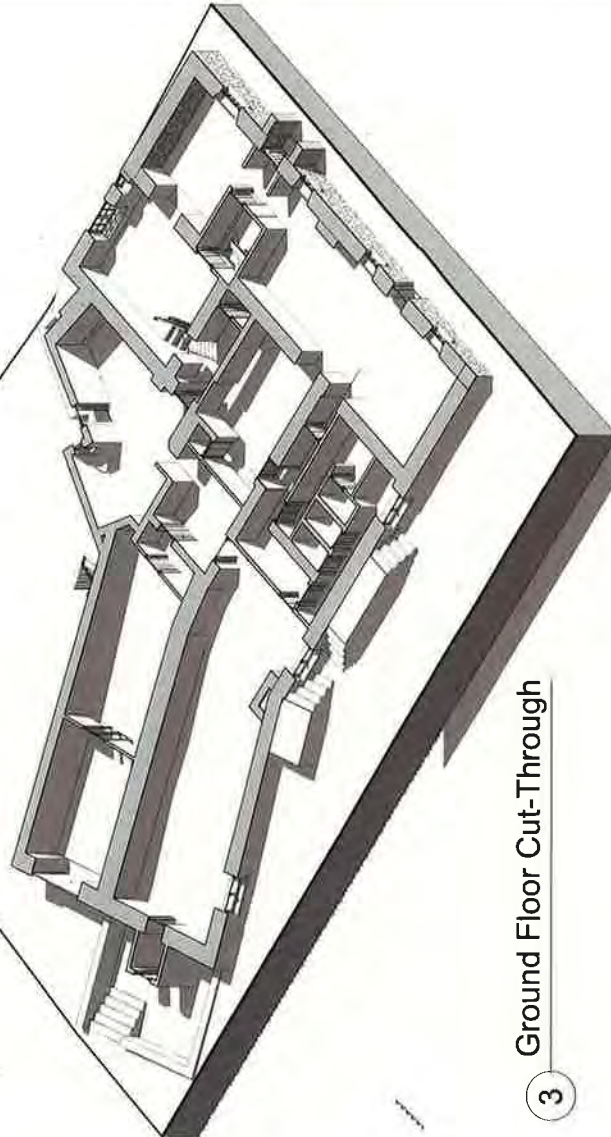


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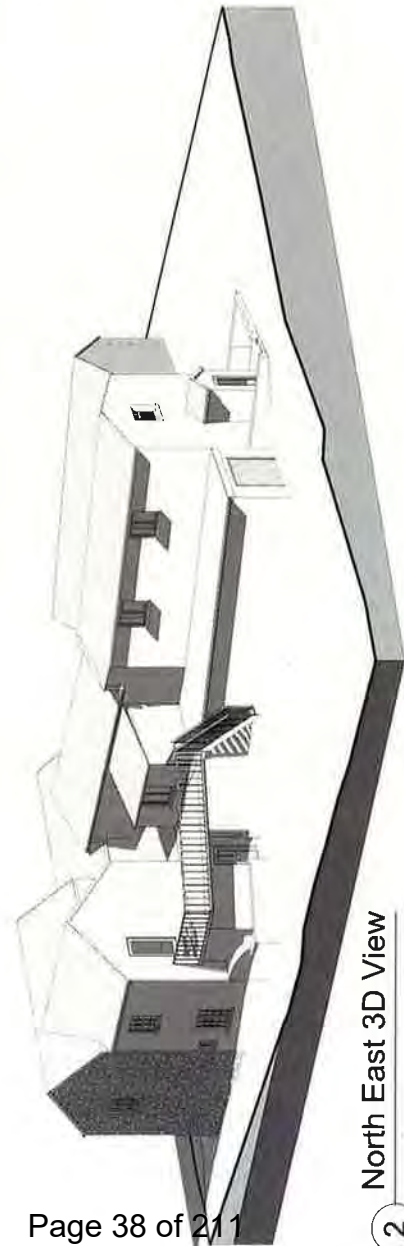


South West 3D View



Ground Floor Cut-Through

3



North East 3D View

2

No.	Description	Date
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PROJECT

Milton Brewery, Milton,
Pembrokeshire, SA70 8PH.

TITLE

Existing 3D Views.

CLIENT

Carew Castle Estate.

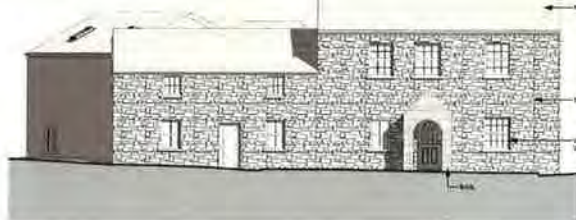
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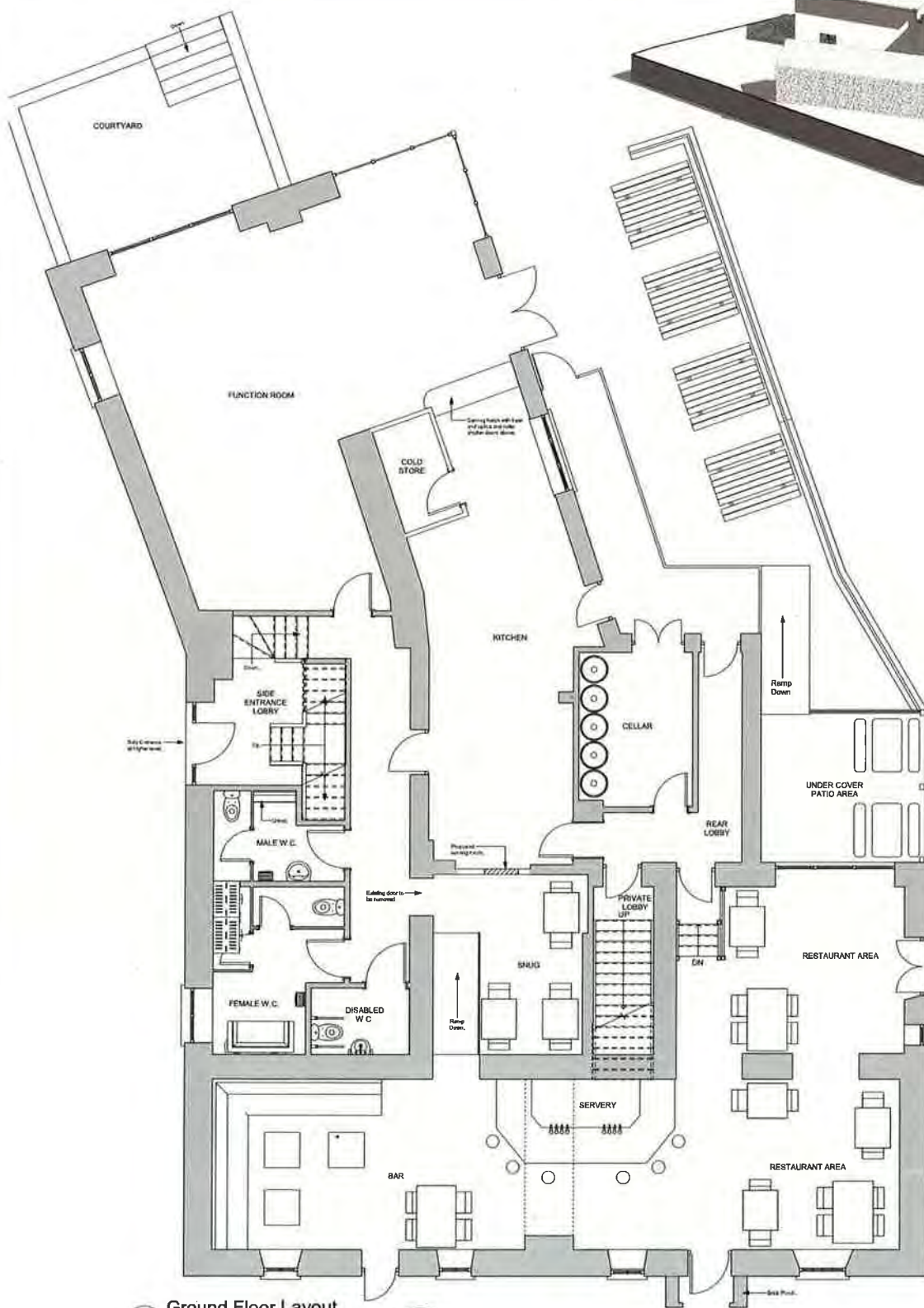
2 South West Elevation
1 : 100



4 North West Elevation
1 : 100



3 South West 3D View



1 Ground Floor Layout
1 : 50

0m 1m 2m 3m 4m 5m
VISUAL SCALE 1:50



FLOOD CONSEQUENCE ASSESSMENT RECOMMENDATIONS

3.4 Design Principles for Development

It is recommended that, based on the current design proposals, the following design principles should be incorporated to determine long-term resilience and resilience to flood and flood risk. These recommendations are in line with Communities and Local Government guidance: Flood Resilient Construction of Buildings.

Flood resilient construction is not considered for the first floor level as this is elevated above the areas at potential risk of flooding. The below recommendations are related to changes relating to the robustness of the ground floor of the public house, located and situated adjacent to the new three residential flats (assumed from existing elevation) and the new maintenance shop building.

Flood Resilience & Resilience

The following recommendations are made to bolster the proposed developments resilience and resilience to flood risk, following any potential flooding.

- Any water coming into the buildings below a level of 6.43m AOD should be sealed with a watertight seal. The seal comprises the 0.5m AEP extreme sea level, with inclusion of sea level rise based on the 95th percentile (as per the Climate Change Allowance for Flood Consequence Assessment Document (2021)).
- Windows should be located where possible on the ground floor for any replacement or treated with an appropriate flood-resistant window.
- Floor slabs should be kept as level as possible at ground floor level (concrete finish/terrace) to be as opposed to carpet/vinyl etc as the floor can be easily cleaned down following any flooding.
- Wall construction changes should include Class A engineering bricks or natural hard stone up to 6.43m.
- Flood-resilient wall renders and sealants should be used up to 6.43m AOD on the ground floor replacement in order to reduce the impacts of any residual flooding; and
- Any external below 6.43m AOD should be self-draining to level water away from this point.

Personal Flood Plan
Residential occupants on the first floor of the development are also required to prepare a Personal Flood Plan using the MHV action plan template, which is downloadable through the following link: <https://www.milton.gov.uk/milton-mhvs/mhv-action-plan-template>. Individual Flood Plans are recommended to be prepared for each of the additional three residential first floor units. This template can also be seen in Appendix B of the FCA prepared by Ashford Solution Group.

Business Flood Plan
Based on the commercial use of the new maintenance shop, a Business Flood Plan is recommended to be undertaken, using the MHV action plan template, which can be downloaded using the following link: <https://www.milton.gov.uk/milton-mhvs/mhv-action-plan-template>. This template can also be seen in Appendix B of the FCA prepared by Ashford Solution Group.

The current access routes from the site is illustrated on Figure 2 in the FCA. This route leads west of the site to the main road, following the road to the west to the potential flood risk area.

3.5 TANIS Requirements

This section outlines how the proposed development is suitable to address TANIS requirements. Each of the new sections refers to those within TANIS.

Section 3.5.1 Justifying the location of development

The proposed development at the site does not change any vulnerability classification. The ground floor proposes within the public house building complex redevelopment and floor conversion of an outbuilding to a three residential units remains as less vulnerable. There is also no change in vulnerability classification on the first floor of the public house building, as a single residential unit currently exists. The proposed additional residential units will only increase the number of people at the property.

Although TANIS has recently been updated, the proposed development at the site is still considered to be justifiable. The development proposals at first floor level are similar to a previously approved planning application for the Public Café at Arnoth (Planning approval: 18/01702/01/02/03). This application comprised the conversion of a first floor flat to 3 self-contained units & alterations to ground floor café to provide undercover external seating. This application was approved and not subject to the updates to TANIS since this application to 2017, the proposed development at the site (Milton Brewery) is still considered to be justified.

4. Conclusions

The site has been assessed for flood risk from a variety of flood sources. The main source of risk to the site is Ad (moderate to high). Flood risk is considered to be low from the Milton Marsh. Flood risk is the dominant factor at the site. The risk of flooding from surface water, groundwater and artificial flood sources are all considered to be low. The risk from reservoir failure is considered to be negligible.

The FCA has been used to justify the proposed development at the site and has outlined how the identified flood risk is suitably and safely managed for its lifetime as well with 1:100. This has been outlined through the following:

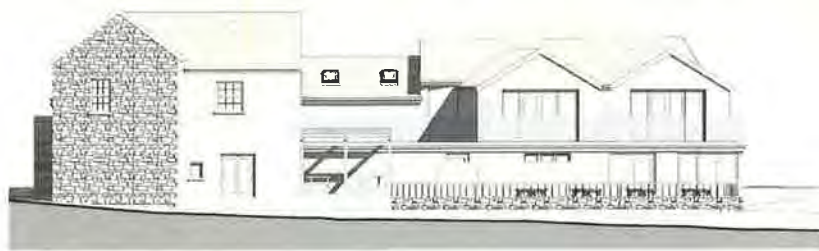
- no increase in flood risk above current flood risk assessment level
- incorporating flood resilience design measures as part of the ground floor level of the development, including the 0.5m AEP extreme sea level with sea level rise based on the 95th percentile (6.43m AOD); and
- ensuring the occupants are fully informed of the flood risk, and are prepared should a flood event occur through registration for MHV Flood Warnings and preparing Individual Flood Plans.

Overall, based on this conclusion, the proposed development is deemed acceptable in terms of flood risk.

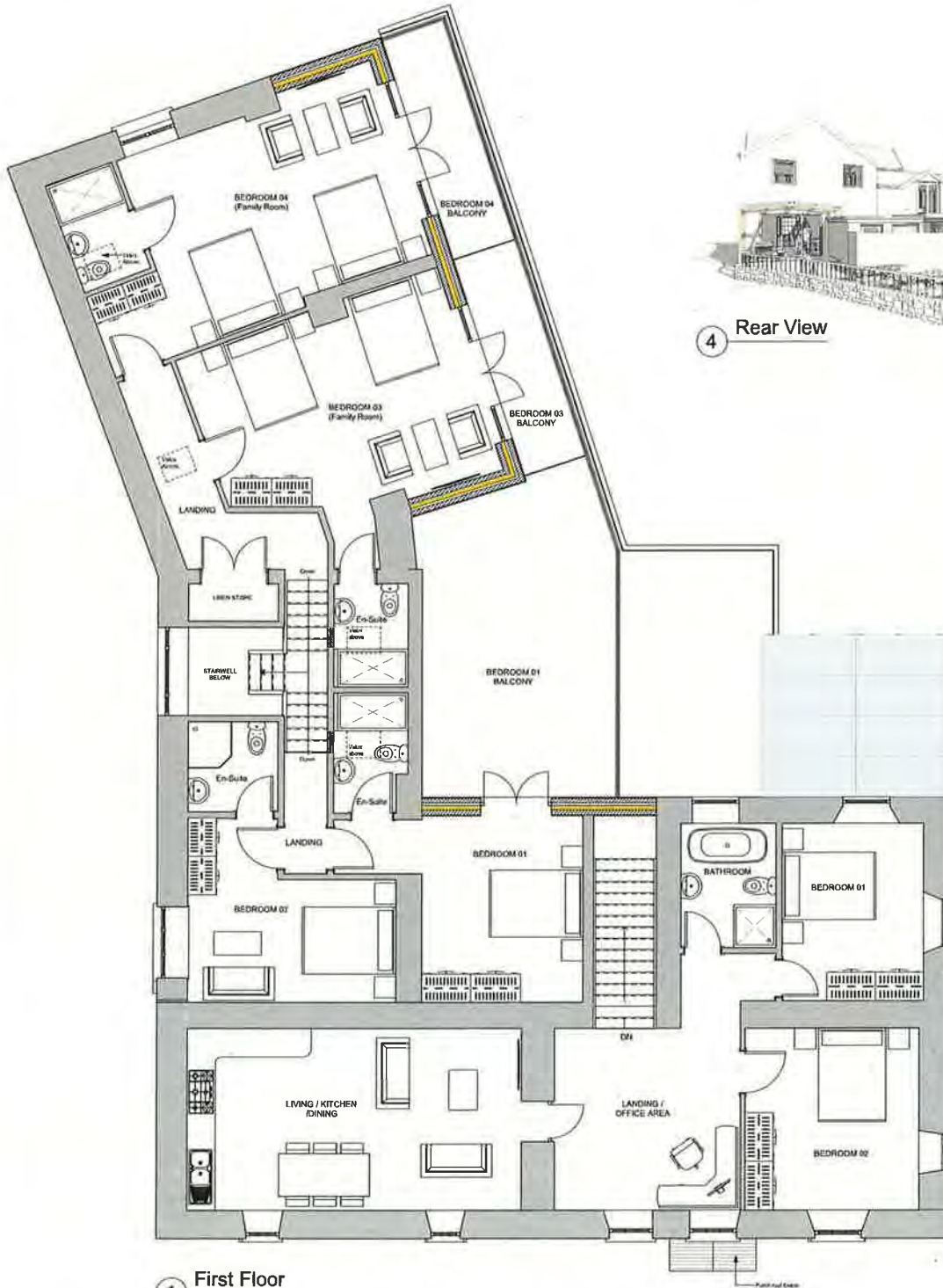
Rev	Description	Date	PROJECT
A	Survey Drawing	22/02/21	Milton Brewery, Milton, Pembrokeshire, SA70 8PH.
B	Sketch Proposals	09/03/21	THE
C	Planning Application Drawings	30/11/21	Proposed Ground Floor, Elevations & 3D View.
D	B&B First Floor Layout	04/01/22	CLIENT
E	Planning Application Re-Submission	14/02/22	Carew Castle Estate.
			As indicated
			LLB
			DATE
			09/03/2021
			2019 H
			06
			E



3 North East Elevation
1:100



2 South East Elevation
1:100



1 First Floor
1:50
0m 1m 2m 3m 4m 5m
VISUAL SCALE 1:50

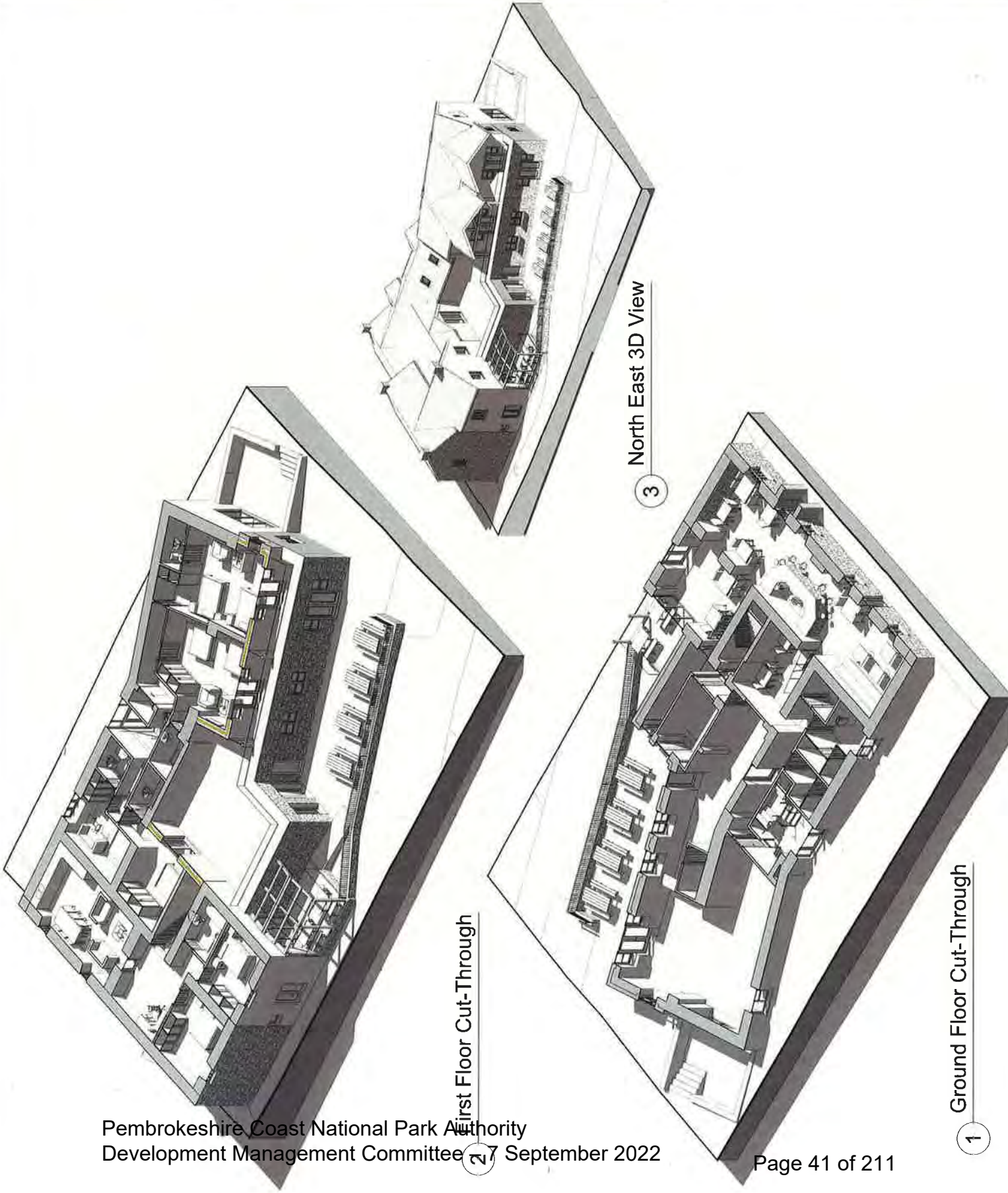


4 Rear View



5 Proposed Block Plan
1:500
0m 10m 20m 30m 40m 50m
VISUAL SCALE 1:500

Rev Description Date A Survey Drawing 22/02/21 B Sketch Proposals 09/03/21 C Planning Application Drawings 30/11/21 D B&B First Floor Layout 04/01/22 E Planning Application Re-Submission 14/02/22			PROJECT Milton Brewery, Milton, Pembrokeshire, SA70 8PH. TITLE Proposed First Floor, Elevations, Block Plan & 3D View.	
CLIENT Carew Castle Estate. As Indicated LL B DATE 09/03/2021 PROJECT NO 20119 H 07 E			 KEN MORGAN Design and Building Management Ltd Royal Institute of British Architects	



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D	B&B First Floor Layout.	04/01/22
E	Planning Application Re-Submission.	14/02/22
F	Glazing Revisions.	18/07/22

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KEN MORGAN
 Design and Building Management Ltd

PROJECT

Milton Brewery, Milton,
 Pembrokeshire, SA70 8PH.

TITLE

Proposed 3D Views.

CLIENT

Carew Castle Estate.

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