Application Ref: NP/22/0193/FUL

Case Officer

Julian Edwards Mr O Blakiston

Applicant

Mr G Williams, GMW Design

Agent Proposal

Proposed Renovation and Extension of existing

restaurant and flat at Anchor House

Site Location

13, Main Street, Solva, Haverfordwest, Pembrokeshire,

SA62 6UU

Grid Ref

SM80642439

Date Valid

28-Mar-2022

Target Date

22-May-2022

This case is being presented to the Development Management Committee due to the officer recommendation differing to that of the Community Councils.

Consultee Response

Solva Community Council: Supporting application

CADW - No objection with regard to Scheduled Monuments in the locality

Dwr Cymru Welsh Water: No objection

Natural Resources Wales: No objection and Standard Advice given

PCC Transportation & Environment: No objection

PCC Drainage Engineers: Observations and advice that SAB Approval

required

PCC Pollution Control (Public Protection) – No objection but comment on extraction flue – recommend imposition of conditions

PCC Ecologist: No adverse comment subject advisory note, and conditions **PCNPA Tree and Landscape Officer**: Further clarity sought as to impact on trees on site.

PCNPA Building Conservation Officer – Supports application subject to use of timber windows and sash windows to front elevation.

PCNPA Rights of Way Officer – No rights of way affected.

Public Response

The application was advertised in accordance with statutory requirements for neighbour notification in the form of a site notice and neighbour letters.

No public responses have been received at time of preparation of report.

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 03 - Newport Local Centre

LDP2 Policy 07 - Countryside

LDP2 Policy 08 - Special Qualities

LDP2 Policy 10 - Sites and Species of European Importance

LDP2 Policy 11 - Nationally Protected Sites and Species

LDP2 Policy 13 - Welsh Language

LDP2 Policy 14 - Conservation of the Pembrokeshire Coast National Park

LDP2 Policy 29 - Sustainable Design

LDP2 Policy 30 - Amenity

LDP2 Policy 32 - Surface Water Drainage

LDP2 Policy 34 - Flooding and Coastal Inundation

LDP2 Policy 35 - Development in the Coastal Change Management Plan

LDP2 Policy 38 - Visitor Economy

LDP2 Policy 54 - Community Facilities

LDP2 Policy 56 - Retail in National Park

LDP2 Policy 59 - Sustainable Transport

LDP2 Policy 60 - Impacts of Traffic

Constraints

Special Area of Conservation - within 500m
Biodiversity Issue
Safeguarding Zone
Rights of Way Inland - within 50m
Ancient Monument - within 500m
Hazardous Zones
Potential for surface water flooding
Recreation Character Areas
Article_4_Directions
Affordable Housing Submarkets
Seascape Character Areas
Conservation Area Solva
Landscape Character Area

Officer's Appraisal

Introduction

The application has been submitted as a full, detailed, proposal to undertake works at the existing Anchor House Restaurant to renovate existing elements, and to extend the restaurant area to the rear.

The application site is a two-storey semi-detached property sited on Main Street in Solva. Solva is an historic harbour settlement sited on the mouth of the Afon Solva.

The purpose behind the submission as detailed in the accompanying Design and Access Statement (DAS) is that it "...essentially seeks the renovation and

expansion of the existing café following a change in ownership with the brief being to increase the number of available covers and generally improve the visitor draw of the enterprise whilst balancing this against the need to preserve the character of both the host building and the character of the conservation area and the wider national park."

The application is supported by the submission of a number of supplementary documents, in addition to the DAS and detailed plans. These include: Waste Management Plan; Cooling System Details; Fan Details; Landscape Scheme; Protected Species Report; Tree Constraints and Cellular Confinement Details; Tree and Hedgerow Survey, Axial Accessories Details; Construction Method Statement; and, a Construction Waste Checklist.

Additionally, and importantly in the context of the report below, it is noted that the application was supported by a Flood Consequences Assessment (FCA) report.

Site description and description of development

As outlined above, the application site is located in the historic harbour core of the settlement. The relevant application details indicate that, "...the historic core of Solva occupies a constrained valley location having a linear form along the valley where it meets the harbour with later 19th & 20th century development occurring largely on the high ground (the upper town) to the west.

Anchor House forms part of the historic core of the settlement forming part of the ribbon of houses on the western side of the valley between the main road (to the west) and the river (to the east). Historic Solva is a bustling area of pubs, cafes and shops popular with tourists. The property itself is flanked by a public house (The Ship Inn) to the south and a shop to the north whilst there is a small pedestrian lane directly to the south leading from the Main Street to the riverside.

In form the building presents a traditional two storey pitched roofed rendered façade with central threshold and symmetrical fenestration facing directly onto the street. To the rear is a two-storey pitched roof rear extension opening onto a single storey extension that in turn opens onto an extensive garden area that stretches eastwards to the river."

The application seeks approval for the reconstruction of an existing two storey extension as well as the erection of a new ground floor flat-roofed extension to the rear of the property. In addition, the scheme proposes the upgrade of the existing rear seating area through the creation of new block paving to the patio areas on a hardcore (porous) base.

The focus on the development of the site to the rear reflects the importance of the building within the wider context of the street scene, as the front elevation is indicative of the prominence of the building in this context, and also how it forms part of the historic character of the settlement.

To reiterate this point, the application outlines that historic development at Anchor House has been to the rear, and this reflects similar extensions to the rear at properties such as the neighbouring Ship Inn, or the nearby Harbour Inn.

The DAS details the nature of the proposed works as follows:

"The scheme can essentially be split into two parts; the internal reconfiguration of the first floor flat and works to the ground floor to provide upgraded welfare and kitchen facilities leading onto an expanded dining area to the rear. The scope of the works are anticipated to expand the ground floor by approximately 120 sq metres.

The first-floor works are contained entirely within the existing footprint of the main proportion of Anchor House and the historic rear extension. These works whilst considerably improving the standard of residential accommodation will have no external impact (and indeed in themselves will not require any grant of planning permission).

The main element of the works entails the demolition of an existing single storey rear extension (which was approved under 038/97) and the erection of a larger rear extension. In form the new addition is configured as a flat roofed structure extending across the width of the plot off the rear elevation of the original property and wrapping around the existing two storey rear extension. The new addition is proposed as a flat roofed structure punctuated by three roof lanterns and finished in horizontal timber cladding with French windows leading onto an upgraded external seating area.

Internally the new extension will provide for an enlarged kitchen area and a new dining room, welfare facilities are to be moved to the southern portion of the new extension (thereby improving internal circulation) adjacent to the expanded kitchen area."

Key planning Issues

This is a detailed proposal for works to an existing commercial premises, and the key issues for consideration are:

- Principle of Development
- Design
- Impact on character
- Impact on adjoining properties
- Landscape
- Potential for flooding (particularly in the context of Policy 35 of the LDP2)

Principle of development

The existing use of the building is as an A3 (food and drink) use and the DAS has indicated the importance of this as a community facility where LDP policies are generally supportive subject to a number of criteria.

Design

As detailed, the focus of the proposal in terms of the additions to this historic building is to the rear.

The rear element includes a flat roofed element and, whilst this would not necessarily be typical as a design solution in this context, reference has been made above to examples where this has been done, particularly in terms of allowing commercial premises to grow.

The use of the roof lantern design helps mitigate the extent of the flat roofed element, and the scheme is considered to be relatively minor scale. The overall design proposal, particularly that rear element, is considered as introducing a contemporary element that, through the use of timber finishing, extensive glazing and the aforementioned lanterns, enhances the overall character and appearance of this historic property.

The proposal is considered acceptable in terms of its overall design.

Impact on character of area

Reference has been made above to understand the context of the setting of the building within the Solva Conservation Area. The proposal will preserve the most important aspect of the property (the front elevation) in terms of the Solva Conservation Area and the historic street scene.

Similarly, the basic principle of extending to the rear constitutes the logical progression of the property and is a standard characteristic of such terraced properties both in Solva and further afield that serves to accommodate development whist preserving the basic layout (linear with rear expansion) of the settlement pattern in Lower Solva.

Thought needs to be given as to how the proposed development will help preserve or enhance the character of the Conservation Area (CA). It is considered that, in understanding the design logic, and the principle of supporting an existing commercial enterprise, the proposed design is such that it will help preserve the character of the CA, and there are no objections to it on that basis.

Impact on adjoining properties

The potential for impact on existing established properties that border, or are closely adjacent to, the site would be through the built form of the proposal, and also through the potential future uses.

On the former point, the development is carefully contained within its curtilage, and designed such that any impacts from the built form will be mitigated. Additionally, the layout of the site in relation to other properties is such that there are not considered to be any negative impacts that would arise.

With regard to impacts from the use of the site, it is currently used for Class A3 purposes, and the appropriate licensing arrangements will control this in a proportionate manner. It is not considered that the current proposal will exacerbate any potential negative impacts in terms of issues such as noise, and hours of operation.

Consultation with public protection has highlighted a potential issue with regard to the extraction flues proposed, a matter which would typically be further explored with a view to amending the detail. To date, this has not been done because, as can be seen from the report below, there are some fundamental concerns with the proposal that have precluded inviting the applicant to spend further time and resource seeking to address and amend this issue.

Landscape

The application has been supplemented by the submission of a landscaping scheme that indicates the retention of existing trees and stone retaining wall, and the provision of an additional hedgerow to the northeast boundary to the rear, and some new fencing along this boundary.

Whilst acknowledging this, and noting the positive impacts of the proposals put forward, consultation with the relevant officer has indicated that, at present, the relevant detail is unclear and that, to understand the proposed tree protection in relation to the tree constraints, an amended plan will be required providing the relevant information for each tree.

As with the section above, this is not something that has been pursued further at this stage, given the more fundamental issues with regard to flooding as detailed below.

Flooding

The DAS supporting the application sought to address any potential issues in this regard by highlighting:

"The primary consideration here is the potential for flooding both to the application site and further afield. The site is identified as being within a C2 flood zone.

TAN 15 (Development & Flood Risk) identifies retail as "less vulnerable development" and only allows such development in C2 zones where;

- the risk is accepted and acknowledged, and/or
- there are sound social or economic justifications.

Policy 34 essentially mirrors the above advice.

As noted lower Solva is also designated a coastal change management area.

Whilst the general strategy is to direct development away from such areas Policy 35 advises that the <u>intensification of existing uses</u> within such zones are required to demonstrate "that it will result in no increased risk to life or significant increase in risk to property, in addition to complying with all other relevant policies of the Local Development Plan."

As identified above, an FCA has been submitted in support of the application, and this proposes a number of measures which are to be incorporated into the scheme. These are summarised as follows:

- Flood-proofing & water-proofing measures incorporated into the design of the building
- Installation of a non-return valve to the public sewer
- Inclusion of a sustainable drainage system (SAB approval will be required)
- Preparation of a flood response plan for all future occupiers and visitors
- Registration of the property on the flood warning scheme provided by NRW.

In this instance the applicant notes and accepts the potential risks of development in this location and appropriate mitigation (see FCA) is proposed to address these matters. Additionally, the proposal (classified as less vulnerable development) will clearly contribute to the continued economic and social viability of Solva (& by implication the wider plan area) thereby contributing to the other criteria of policies 34/35.

The DAS therefore concluded that, in the applicant's view, the "proposal is therefore considered to be acceptable in the context of policy 34, 35 and NRW advice."

Whilst noting these comments, it is not considered that the proposal is fully compliant with policy, particularly in relation to Policy 35 detailed above.

That Policy (35) reads as follows:

Development in the Coastal Change Management Area

New dwellings or conversion of existing buildings to residential use will not be permitted in the Coastal Change Management Areas (see Proposals Map).

Proposals for all other new development or the intensification of existing development or land uses in the Coastal Change Management Areas will be required to demonstrate that it will result in no increased

risk to life or significant increase in risk to property, in addition to complying with all other relevant policies of the Local Development Plan.

This policy can be very much read with Policy 34 (Flooding and Coastal Inundation) and both are predicated on the advice contained on Technical Advice Note (TAN) 15, and the relevant Shoreline Management Plan (SMP) for an area. The latter identifies areas liable to flood from the sea, with a long timescale, and the data from these sources is used to identify areas liable to flooding for the purposes of Policy 35.

The supporting text for the Policy acknowledges that, in recognition of the risks of flooding, development within the 100-year coastal change risk areas needs to be carefully controlled. The application site falls within this area. Within the SMP framework it is acknowledged that Solva is the most significant area of flood risk within the specific area identified for this part of the Pembrokeshire Coast.

Policy 35 has evolved within that wider context and national/regional guidance and it places a firm emphasis on the responsibility of applicants to, in seeking approval in areas identified as being at risk of flooding, to provide appropriate evidence that there is no increased risk to life, or significant increase in risk to property.

Whilst some detail has been provided that seeks to give certain levels of assurance that any risk has been qualified, and appropriate measures taken to mitigate any identified risk, it is not considered that this has robustly demonstrated the case such that the provisions of Policy 35 have been met and complied with.

The increased intensification of existing development or land uses is a risk the applicants are prepared to take, but it is this increase in the flood zone which cannot be supported due to the wording of Policy 35.

In outlining this, the report acknowledges the comments received by NRW who stated that "the planning application proposes less vulnerable development, refurbishment, and extension of an existing restaurant. Our Flood Risk Map confirms the site to be within Zone C2 of the Development Advice Map (DAM) contained in TAN15 and the FMfP identifies the application site to be at risk of flooding and falls into Flood Zone 3 Rivers and Sea with Recorded Flood Extents.

Section 6 of TAN15 requires the Local Planning Authority to determine whether the development at this location is justified.

Therefore, we refer you to the tests set out in section 6.2 of TAN15. If you consider the proposal meets the tests set out in criteria (i) to (iii), then the final test (iv) is for the applicant to demonstrate through the submission of an FCA that the potential consequences of flooding can be managed to an acceptable level. The FCA shows that the risks and consequences of flooding are manageable to an acceptable level. Therefore, we have no objection on flood risk grounds to the application as submitted."

Additionally, Solva Community Council gave, at its March meeting, its approval to the development of 13 Main Street and commented that "we understand that the Planning Authority had reservations concerning potential flood risk but the Community Council considers this risk to be minimal and indeed, recent planning decisions, most notably the approval granted to the Cambrian Inn, underline that this risk should be kept in perspective. The Community Council recognises that there is potential for a number of jobs to be created here. We have received written confirmation from the developer that the accommodation being constructed as part of this project will be for staff and not used as holiday lets. It may be beneficial for the planning approval to impose this as a condition of approval."

These elements are included within the report to provide the requisite balance for Members of the Development Management Committee to consider in their deliberations.

Nevertheless, it is considered that the applicant has not adequately demonstrated that the proposal will result in no increased risk to property' and as such there is a clear policy objection to the proposal. Bearing in mind the premise within legislation that determinations are made in accordance with the adopted Development Plan, unless other material circumstances indicate otherwise, the recommendation is to refuse the application.

Other material considerations

In looking at other material factors, comment was received from the drainage authority that the granting of planning consent for this application does not remove the requirement to gain SAB approval. Should approval be granted, it would be prudent for an informative to this effect to be included in the decision notice when determining this application.

Comment was also received from the County Ecologist that raised no issue with the proposal with regards to considering potential impacts upon European Protected Species such as bats. Had the LPA been minded to grant planning approval, then there would have been a requirement to carry out certain works in association with the Ecology Report that was submitted with the application.

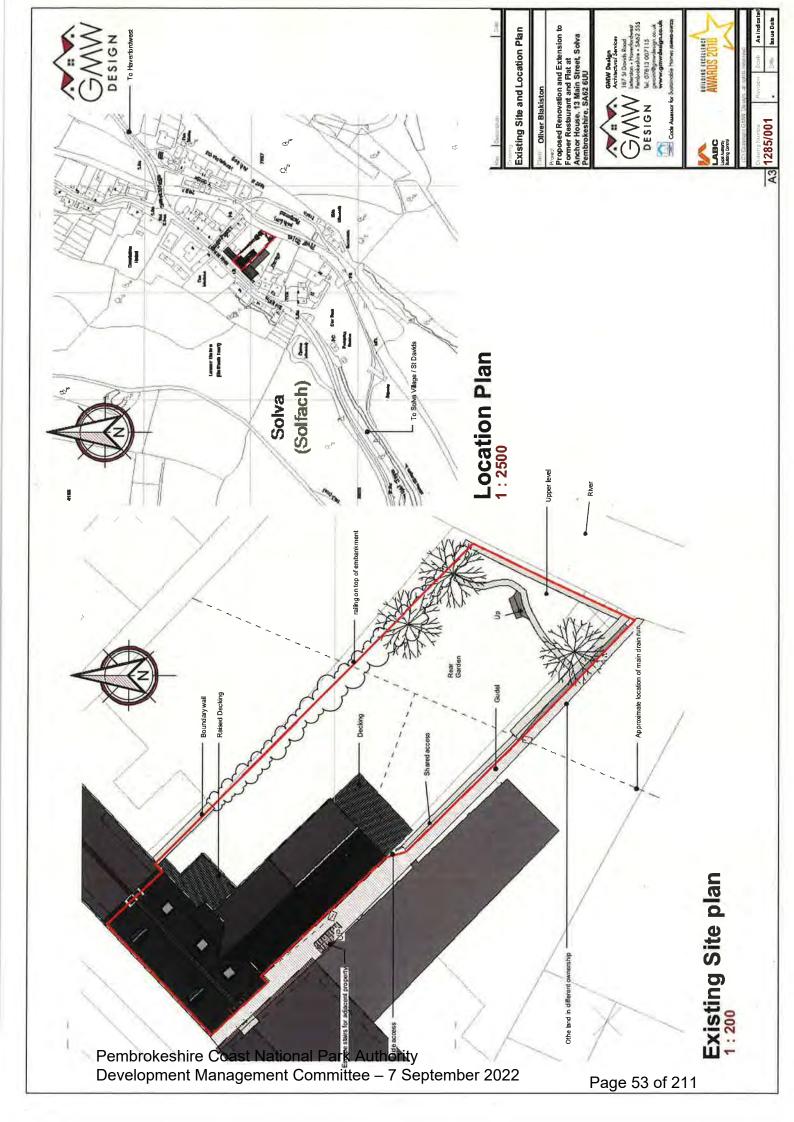
Conclusion

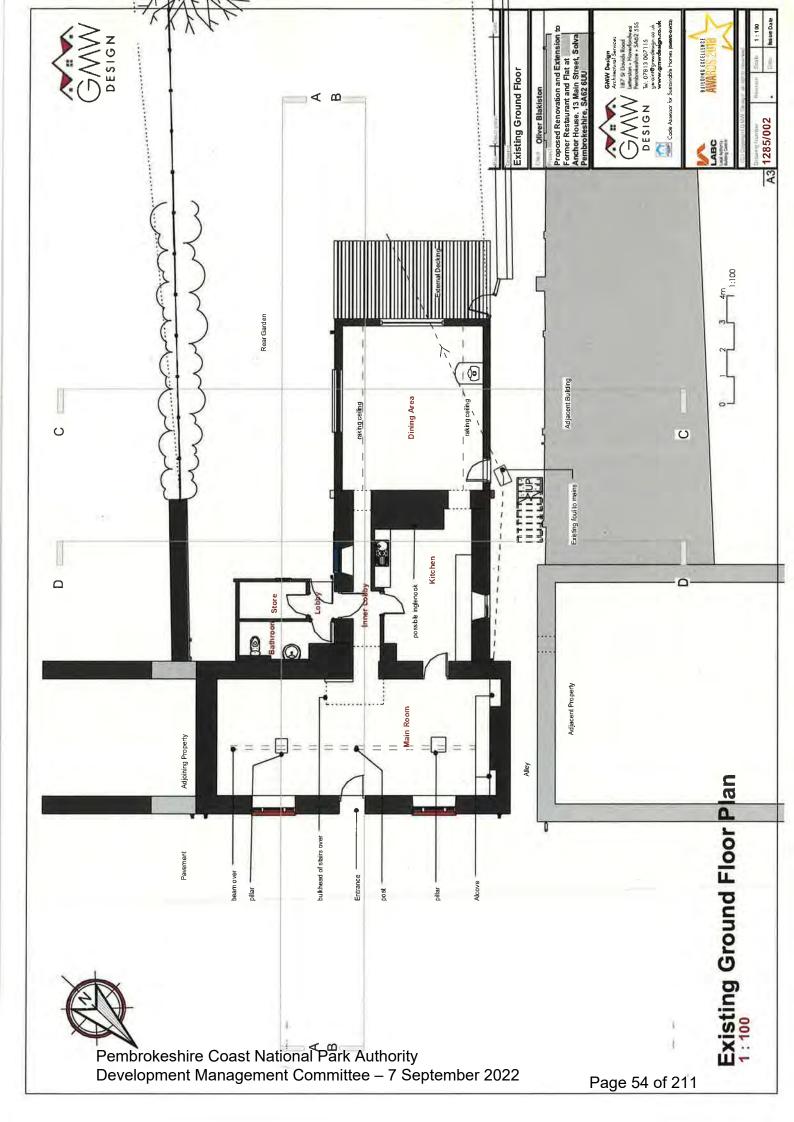
Whilst noting the comments of NRW and the support for the proposal from the Community Council, in conclusion, and to reiterate, it is not considered that the detail submitted is such that it outweighs the policy presumption against this development, and the officer recommendation is made on the basis of it being contrary to Policy 35 of the LDP2.

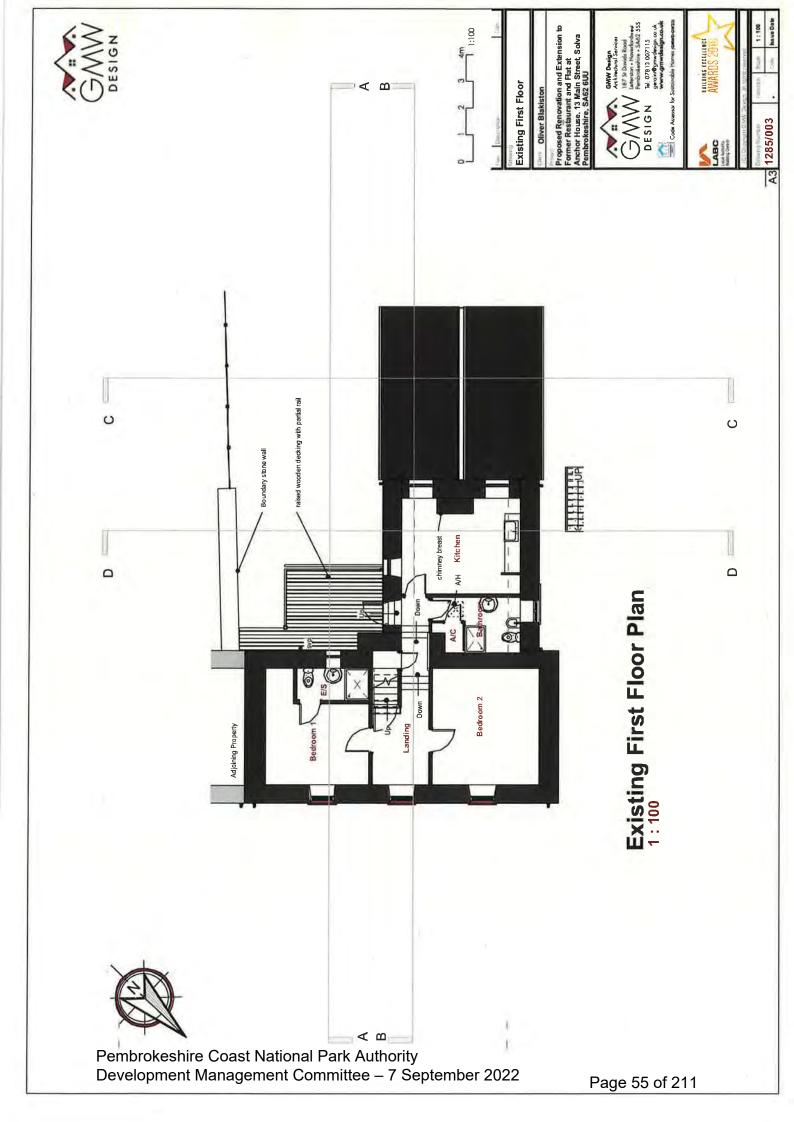
Recommendation

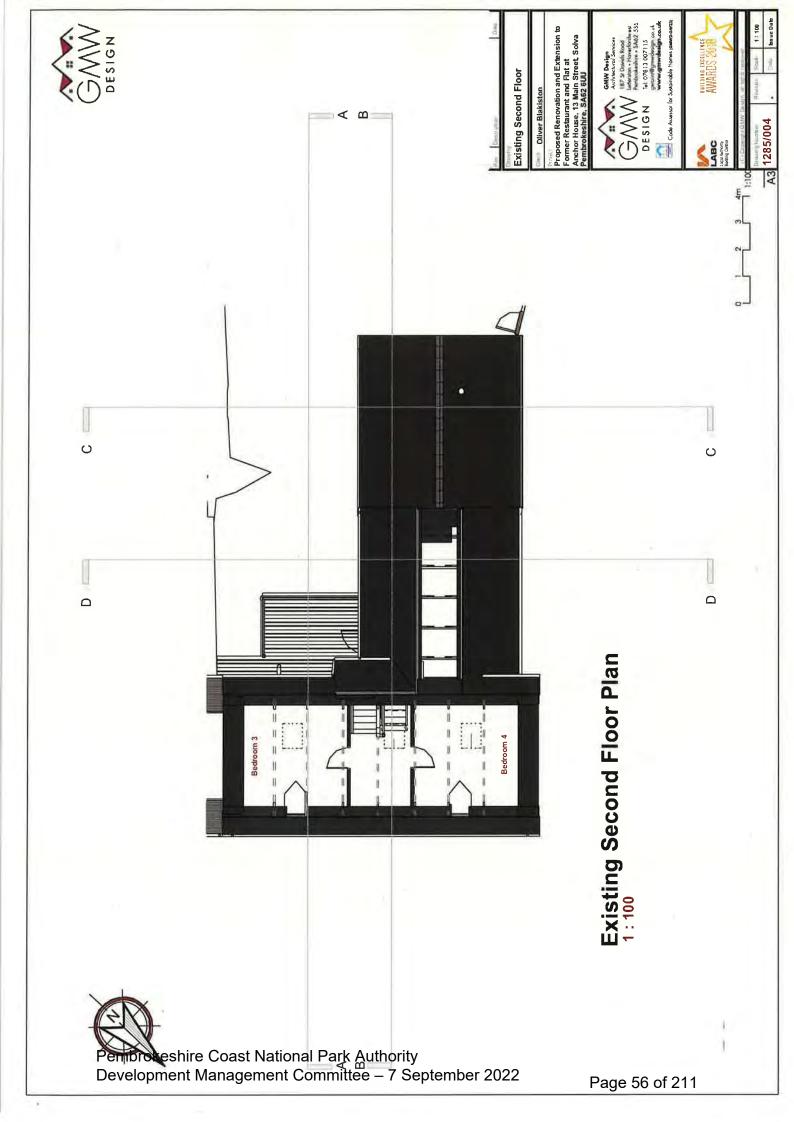
Refuse on the following grounds:

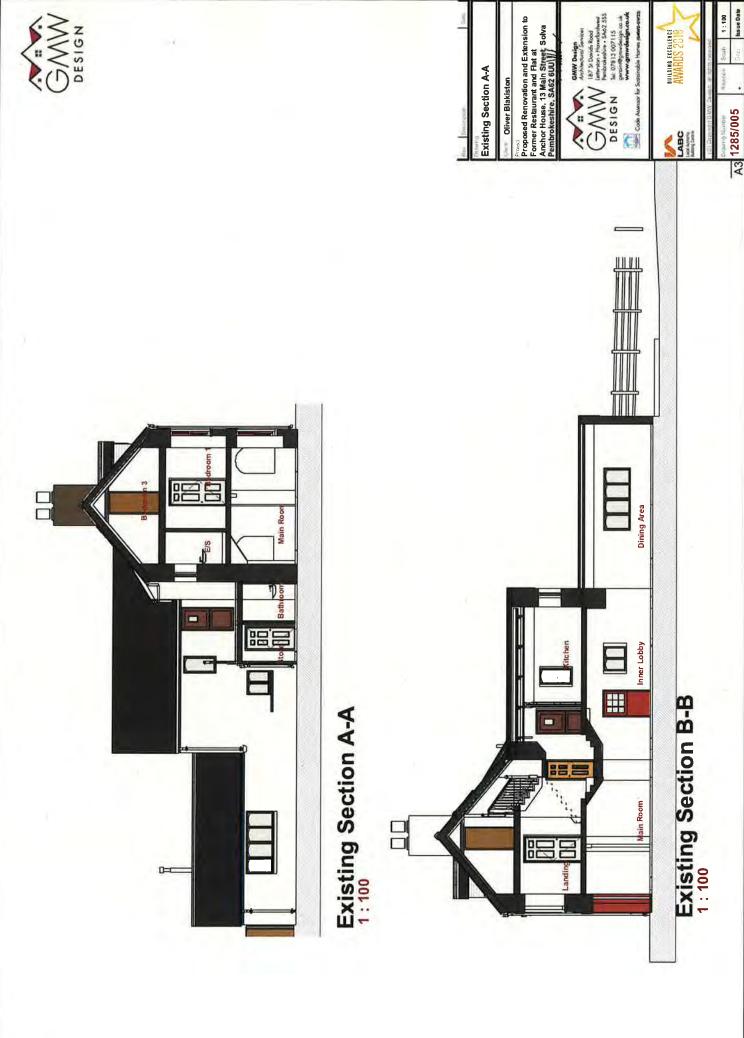
- 1. The proposal is in a flood risk zone and the risk of flooding is predicted to increase. The proposal does not meet the requirements of TAN15 that set out the circumstances under which non-residential development may be permitted within a C1 or C2 flood risk area. The proposal is also contrary to Policy 35 of LDP2 that requires non-residential development in a coastal change management area to demonstrate that there will be no significant risk to property.
- 2. Insufficient detail has been submitted to clarify that the development can be fully implemented without having a detrimental impact upon both the existing and proposed features proposed within the landscaping scheme for the application. The proposal, as it currently stands, is therefore considered to not be compliant with Policy 01 National Park Purposes and Duty, Policy 08 Special Qualities, Policy 14 Conservation and enhancement of the Pembrokeshire Coast National Park, Policy 30 Amenity, of the adopted Local Development Plan.
- 3. Insufficient detail has been submitted to indicate that the proposed extraction flue servicing the business would be installed such that it conforms to the relevant guidance. This had the potential to have a detrimental impact upon public health and local amenity of occupiers of the adjoining habitable room. The proposal, as it currently stands, is therefore considered to not be compliant with Policy 30 Amenity of the Local Development Plan.











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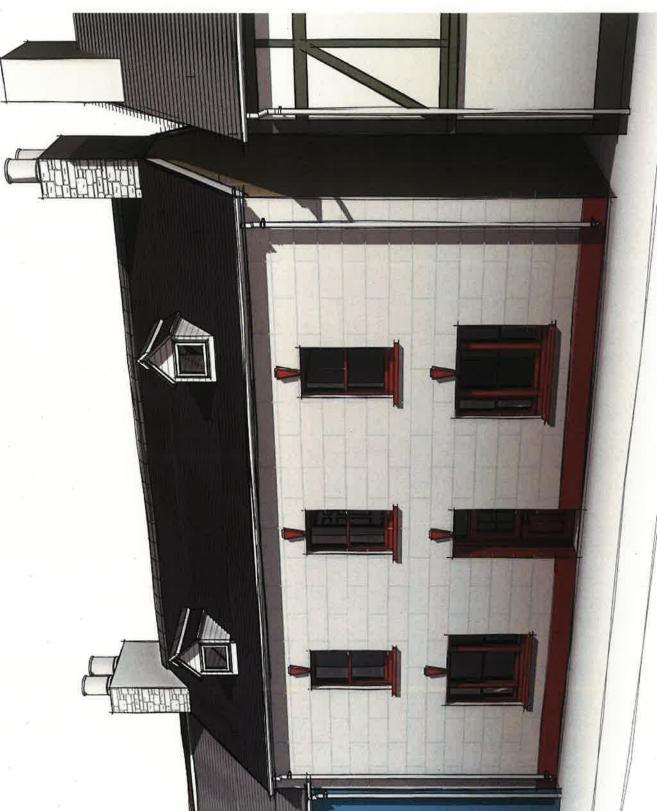
Existing Section D-D



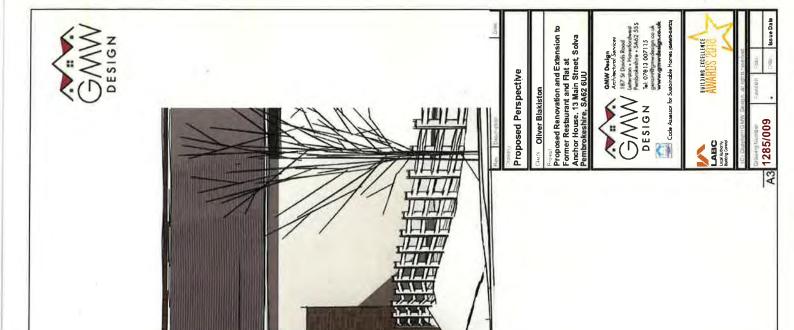








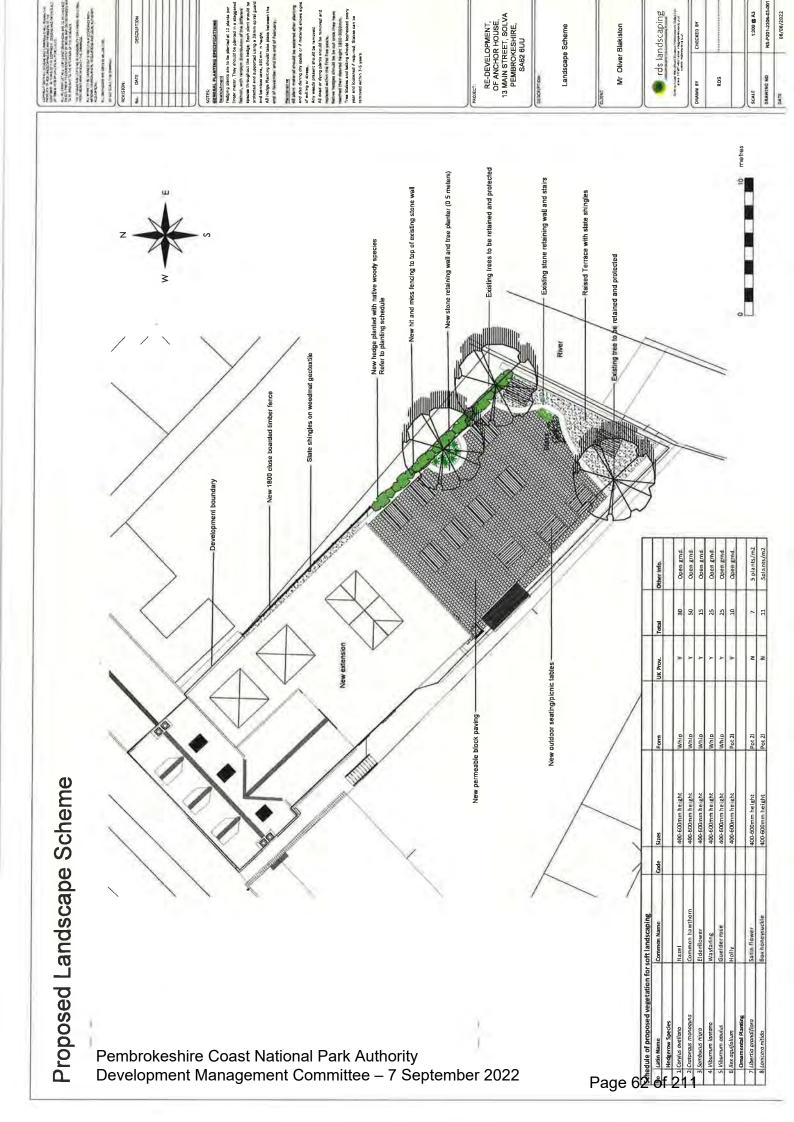
Front Perspective

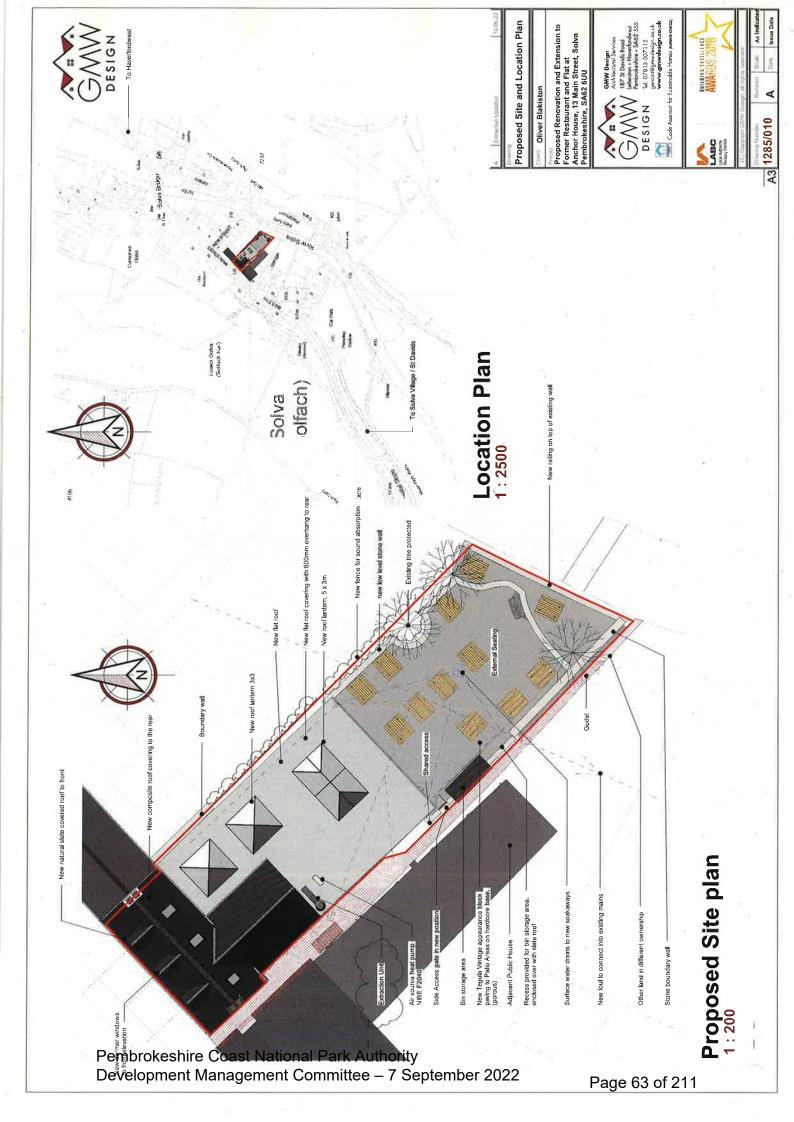


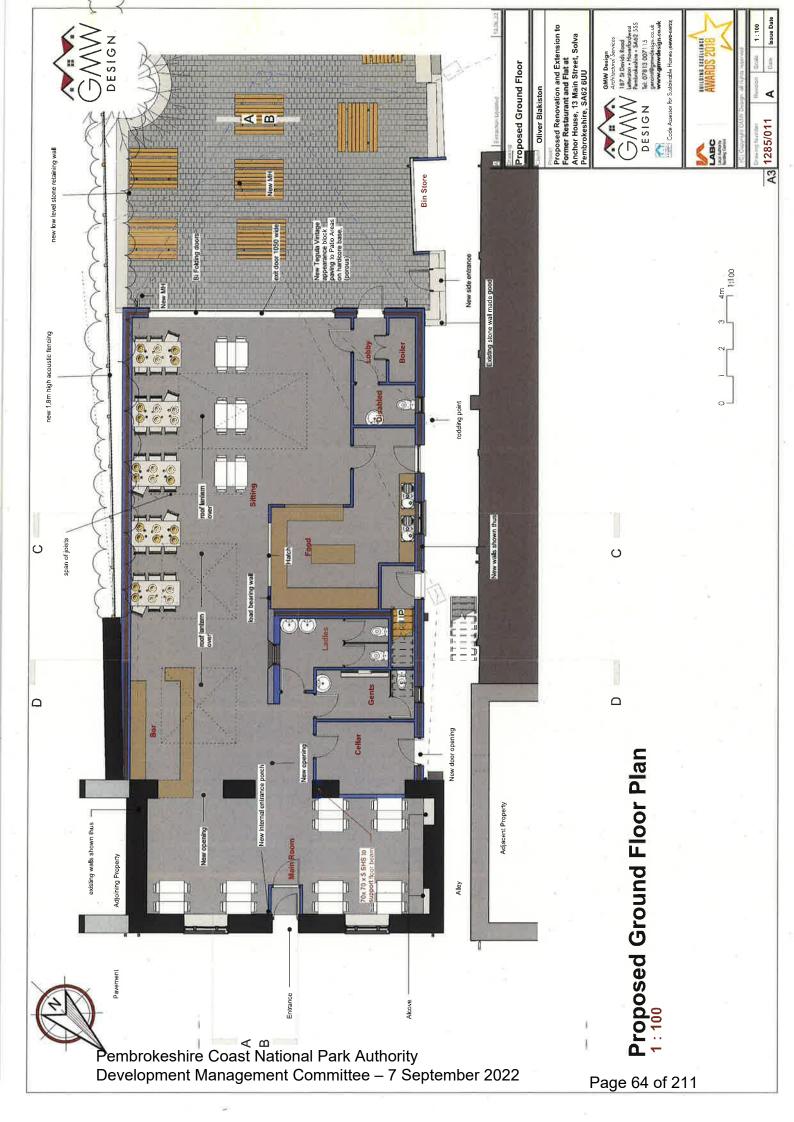
Rear Perspective

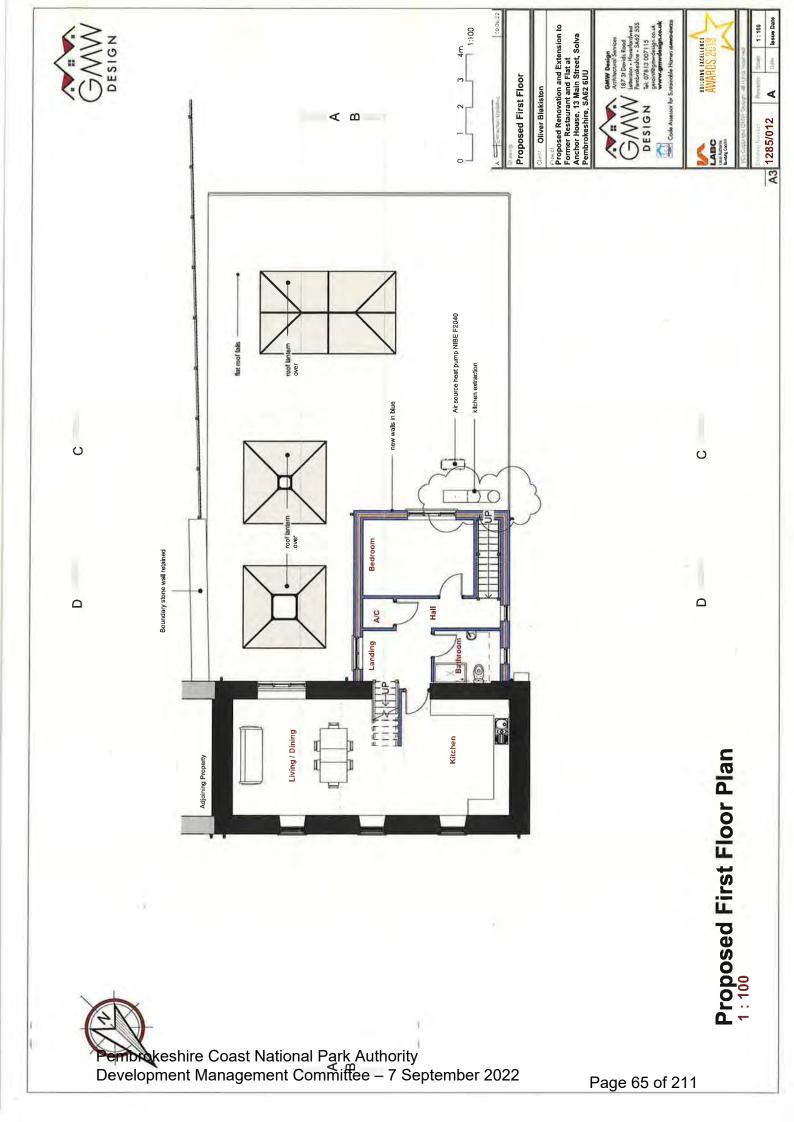
Pembrokeshire Coast National Park Authority

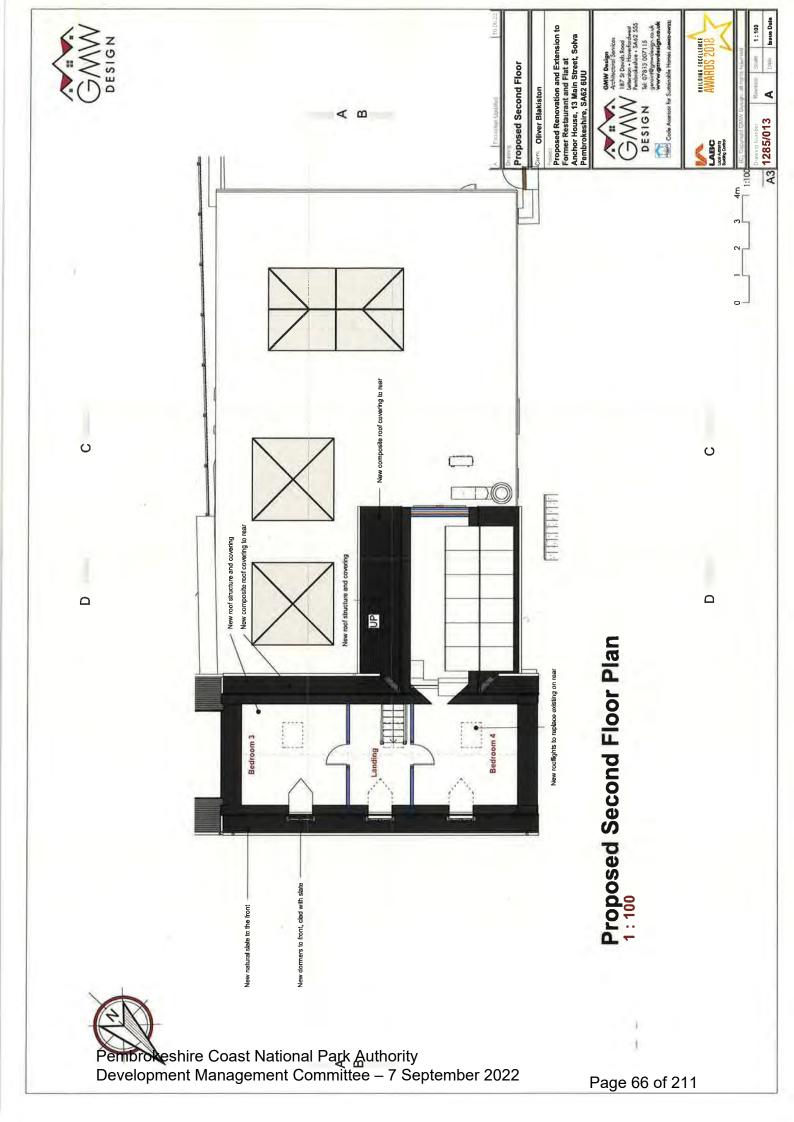
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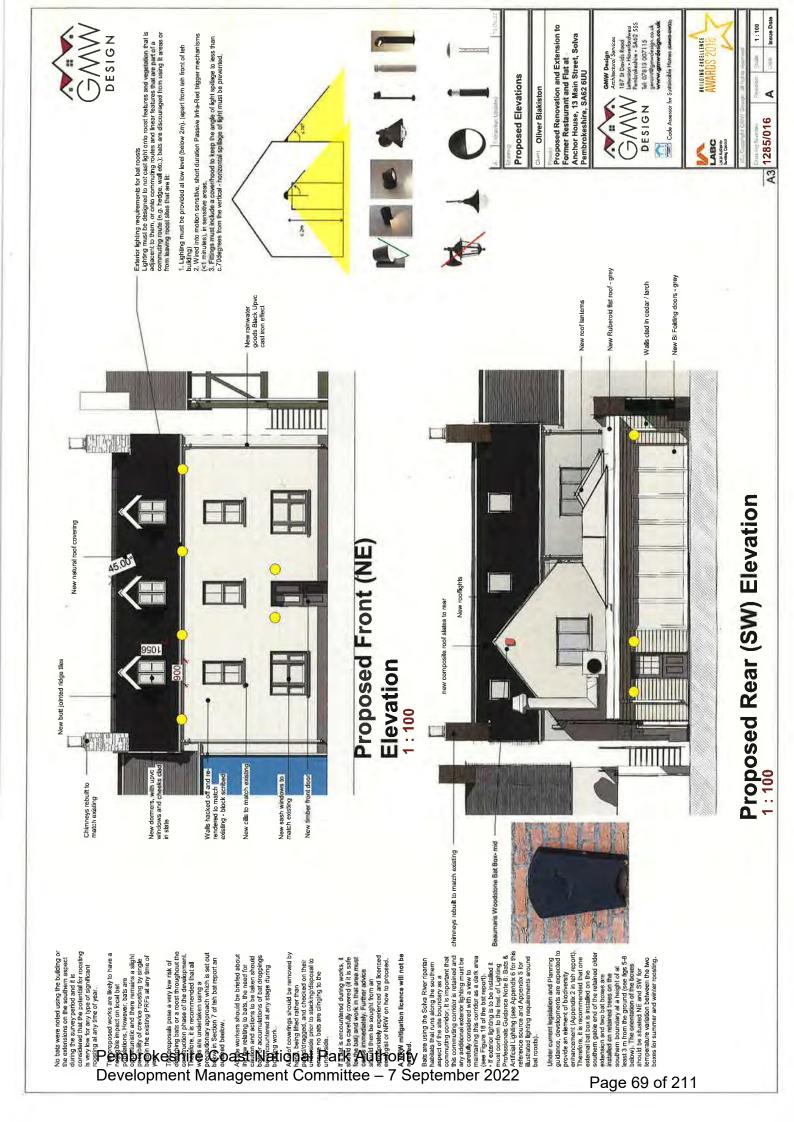
both chimneys rebuilt to match existing New opening in existing stone wall New Ruberoid flat roof laid to falls New roof lantern New roof lantern Proposed Section C-C Food Pembrokeshire Coast National Park Authority Aurstal Collar Cooling System CXEA 50 - CXA 50

Pembrokeshire Coast National Park Authority National Park Authority National Park Authority National Park Authority Development Management Committee — 7 Septembrokeshire Coast Management both chimneys rebuilt to match existing New cavity wall

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Proposed Section D-D





The proposed works are likely to have a negligible impact on local bat populations. However, bats are opportunistic and there remains a slight possibility of crevice roosting by single bats in the existing PRFs at any time of year

All site workers should be briefed about the law relating to bats, the need for caution and actions to be taken should bats or accumulations of bat droppings be encountered at any stage during building work

All roof coverings should be removed by hand, being lifted rather than pulled/dragged, and checked on their underside prior to stacking/disposal to ensure no bats are clinging to the underside.

f a bat is encountered during works, it should be carefully covered (if it's safe for the bat) and work in that area must cease immediately. Further advice should then be sought from an appropriately experienced and licenced acobasis or NRW on how to proceed

A NRW mitigation licence will not be needed

a dark in the Soha River riparian habitats that runs along the southern aspect of the site boundary as a commuting corridor. It is important that this commuting corridor as a dark insell for the bat respond of the bat respond of the bat respond of the bat respond of the bat respond in the bat of this reference source and Appendix 5 for illustrated lighting requirements around bat roosts).

UNILDING EXCELLENC

LABC

A3 1285/017

Tel: 07813 00711

DESIGN

Under current legislation and Planning guidance, developments are expected to provide an element of biodiversity enhancement (Appendix 2 in the report). Therefore, it is recommended that one external bat box is installed on the southern gable and of the retained observable and of the retained of the retained to the southern bounday at a height of at

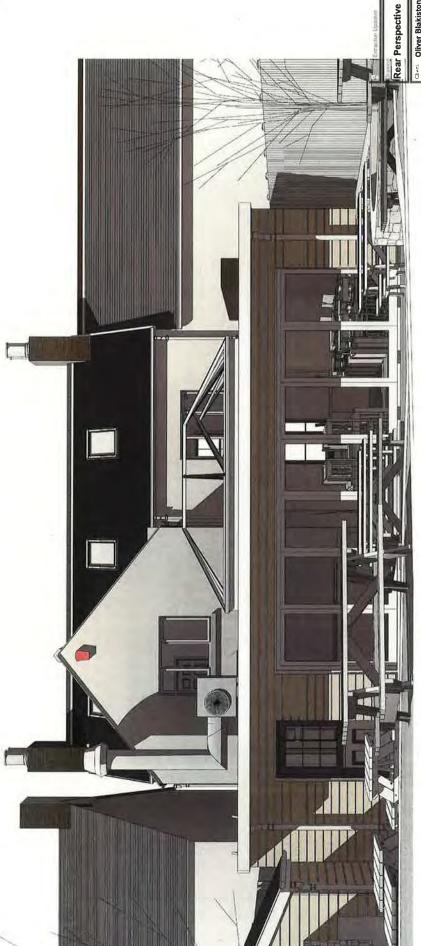




Front Perspective

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DESIGN
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