

Application Ref: NP/23/0281/LBA

Case Officer	Rob Scourfield		
Applicant	Mr N Walsh		
Agent	Mr Andrew Vaughan-Harries, Hayston Development & Planning Ltd		
Proposal	Alterations in association with changes to existing guest house & residential dining (Class C1) with bespoke gin distillery (B2) & small bar/restaurant (Mixed Use C1/A3).		
Site Location	St Davids Distillery, Restaurant & Rooms, 11-13, Nun Street, St. Davids, Haverfordwest, Pembrokeshire, SA62 6NS		
Grid Ref	SM75322539		
Date Valid	06-Jul-2023	Target Date	30-Aug-2023

This application is being brought to the Development Management Committee as the Local Member has requested it be brought as it raises matters of public interest and due to the Officer recommendation differing from that of the City Council.

Consultee Response

St Davids City Council: Supporting

Mid and West Wales Fire Service: Concern as to whether the proposals meet the requirements of B5 Approved document B (Wales) 2020 in relation to water supplies and vehicle access for firefighting purposes. The developer should consider the need to provide adequate water supplies and vehicle access for firefighting purposes on the site and general guidance on this matter is given in the attached Appendix

PCC Public Protection: No objections subject to a condition being imposed requiring submission of extraction system details.

Health and Safety Executive: The proposal is not likely to require Hazardous Substances Consent. This is for the applicant to check. The health and safety enforcing authority is the Local Council

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, which requires that proposed developments are advertised by way of either neighbour letters or a site notice. In this case, both methods of notification were utilised in order to ensure notification in an area where many dwellings are only occupied seasonally.

When the application was first publicised, it came to light that the certificate of ownership was incorrect, and the applicant was not in fact, the owner of the premises. These details were corrected, with the submission of certificate of ownership B, with notice being served on the owner of the premises.

A new site notice was erected, and new neighbour letters sent.

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Correspondence has been received raising concern/objection on the following matters:-

- the application for LBC has failed to identify, explain or illustrate in sufficient detail the specific elements of fabric affected by the alterations and the materials to be used in any new work.
- The Heritage Impact Statement submitted with the application does not appear to have followed best practice guidance.

Other concerns:-

- The presence of a licenced bar open to the general public will bring about unacceptable impacts on amenity and highway / pedestrian safety in this area of Nun Street.
- It is of concern that the highway authority seek no further information on traffic and movement impacts
- The intensification of use brought about by the proposed bar / restaurant would generate significant additional impacts in a context where the current impact from noise, smell, fumes, sewage disposal and general disturbance is already unacceptable
- The use of the commercial kitchen would result in more fumes and noise from the kitchen area
- The extended hours of use along with the bar and restaurant will result in additional waste being generated from the site, in particular, food waste. the increased number of visits to the outside bin store will result in further noise and disturbance to the neighbours
- The proposed uses could impact the general ambience in the area
- The events referred to in the Heritage Impact Statement could generate substantial additional impacts on amenity within the locality
- Health and Safety concerns as regards the installation of a still and the use of ethanol. No details in relation to containment measures have been provided as part of the application
- Concerns as regards the control / operation of the distillery
- No evaluation made regarding the public protection requirements for the distillery within the Public Protection Team's consultation response.

The material considerations above have been addressed within the report below.

Constraints

Biodiversity Issue
Historic Landscape
Safeguarding Zone
Ancient Monument - within 500m
Hazardous Zones
Recreation Character Areas
Article_4_Directions
Affordable Housing Submarkets
Conservation Area St Davids
Landscape Character Area
Listed Building

Policies considered

As this application is for listed building consent, section 16 of the Planning (Listed Building and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving the building, its setting or any features of special architectural or historic interest. There is, therefore, no statutory requirement to determine the application in accordance with the policies of the development plan.

Planning Policy Wales Technical Advice Note 24 (The Historic Environment) 2017 is a material consideration, with guidance provided by Conservation Principles for the Sustainable Management of the Historic Environment of Wales (Cadw, 2011).

Officers Appraisal

11 & 13 Nun Street, Grade II listed, are situated on the west side of Nun Street, within St Davids conservation area. The properties form part of a group of three gable-fronted three-storey late C19 houses with marginal-paned sash windows and stuccoed walls. The houses are set behind shallow railed forecourts. Simple interior detail, much modernized. No. 13 retains some detail to its ground floor front room, as well as the stick-baluster staircase. Both houses retain some four-paneled doors to the first floor. Modern basement extension to rear with long lean-to timber conservatory above. Small-paned sash windows to rear.

Listed building consent is sought for the alterations in association with changes to existing guest house & residential dining (Class C1) with bespoke gin distillery (B2) & small bar/restaurant (Mixed Use C1/A3).

The rear elevation is prominently visible from Quickwell Hill, with views also existing from the Cathedral Close and Feidr Chwech Erw.

A consideration of works requiring planning permission is contained within the accompanying planning application (NP/23/0280).

Relevant Planning History

NP/23/0281/LBA – under consideration

NP/22/0603/DOC - Discharge of condition No's 3, 5 & 7 of NP/19/0622/FUL – Discharged 10-Nov-2022

NP/19/0623/LBA - Replacement of UPVC windows with timber sash windows and minor internal alterations – Approved 04-Mar-2020

NP/19/0622/FUL – Change of use to B & B – Approved 02-Jun-2020

NP/19/0473/FUL – Change of use of bed and breakfast household to public bar / restaurant on first floor and new metal balcony to rear elevation – Withdrawn 07-Nov-2019

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NP/19/0474/LBA - Construction of first floor balcony to rear (West) elevation, including replacement of uPVC windows with timber sash windows. Minor internal alterations – refused 05-Nov-2019

Current Proposal

The proposal comprises:-

- Addition of steel kitchen flue to rear elevation exiting at first floor level (painted black).
- Internal alterations to lower ground floor (addition of partitions to create protected lobbies to the staircases).
- Internal alterations at ground floor level to create protected lobbies to rear kitchen (existing office) and to rear bar. Both lobbies are placed within the rear rooms fitted with fire doors, the bar lobby providing a further fire door into the proposed (front) distillery room (reducing the existing modern opening). Partitioning to right-hand front room to create a disabled upvc, closing-up the existing door off the hallway. Insertion of fire door between two right-hand rooms.
- Internal alterations at first floor level to create two protected lobbies and blocking of two existing doorways.
- Internal alterations to (modernized) second floor including new partitions to create a suite of guest rooms.
- Fitting of suspended acoustic ceilings to ground and first floor levels.

In terms of Cadw's Conservation Principles:-

1. Evidential value. The evidential character of two separate houses was lessened to some extent when the rear conjoining doorways and conservatory was added. The removal of most of the surviving panelled doors does have an impact on character, as does the addition of suspended ceilings. The surviving plan-form is retained broadly intact, the added lobbies/blocked doorway readily capable of reversal.
2. Historical Value. The proposal has little impact in this regard.
3. Aesthetic value. The proposed flue is considered to have a detrimental impact on the special architectural and historical importance of the listed building being visible from the garden and those of adjacent properties.
4. Communal value. The building's communal value as part of a terrace of three substantial Victorian villas remains intact.

Paragraph 5.13 of Technical Advice Note 24 requires the consideration of the following issues when determining a listed building consent application:-

- The importance and grade of the building and its intrinsic architectural or historic interest/the impact of the works on its significance. The building is Grade II listed, its tall Victorian gabled form prominent both from the streetscape and from the Cathedral Close, Quickwell Hill and Feidr Chwech

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Erw. The proposed metal flue introduces an incongruous feature, a stark contrast to the Victorian proportions and style of the property, as well as the traditional style and construction of the abutting conservatory.

- The physical features of the building justifying its listing and contributing to its significance. The list description justifies the listing as included for group value. The group value is not specifically determined, but this clearly refers to other listed buildings along Nun Street. Part of this group (including Nos 1,3,5 and 7) is prominently visible from areas mentioned above, the flue visible from the rear and adjoining gardens. In that context, the proposed flue is considered to be an alien feature, even within the context of the typical later alterations and additions to the rear premises of the group of listed buildings.
- The contribution of curtilage and setting to the significance of the building as well as its contribution to its local scene. 11-13 Nun Street forms part of a wider setting of a number of buildings, not least St Davids Cathedral and Porth-y-Twr. From the Cathedral Close, Quickwell Hill and Feidr Chewch Erw, the buildings along Nun Street form part of the skyline, effectively marking the junction between the townscape and the open green character of the Close. The proposed flue is considered to adversely affect the settings of nearby listed buildings, notably No.1 Cathedral Villas (aka 9 Nun Street).
- The extent to which the proposed works would bring substantial community benefits. Whilst it may be contended that the proposal would contribute to the area's economy, this is arguably not substantial and does not outweigh the impact the proposal has on the character of the building.

In terms of the material issues raised by objectors to the proposal:-

- The application for LBC has failed to identify, explain or illustrate in sufficient detail the specific elements of fabric affected by the alterations and the materials to be used in any new work. Whilst the submitted plans and Heritage Impact Statement clearly denote the proposed changes, there remains an element of doubt as to whether containment measures are required in terms of the distillery use and if so, what impact this would have on the character of the building or indeed whether it is an appropriate building for a distillery. The removal of the surviving historic doors and addition of suspended ceilings require justification.
- The Heritage Impact Statement submitted with the application does not appear to have followed best practice guidance. It is considered that the Statement is commensurate with the scale of the proposal, but insufficient evaluation has been made of the character of the interiors.

The proposal is contrary to Policy 30 (Amenity), and Policy 57 (Town and District Shopping Centres) of the Pembrokeshire Coast National Park Local Development Plan 2. In that this Authority is recommending a corresponding application for full planning permission under NP/23/0280 it is considered premature to grant listed building consent for the alterations proposed in the absence of acceptable detailed proposals. To do so would be contrary to advice contained in paragraph 5.14 of

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Technical Advice Note 24 : The Historic Environment (May 2017) and be harmful to the character and appearance of the listed building whereby the abovementioned alterations would be made without justification.

Paragraph 6.1.13 of PP Wales advises that applicants for listed building consent must be able to justify their proposals and show why the alteration or demolition of a listed building is desirable or necessary. The applicant has not fully justified the proposal or demonstrated what other options were considered in arriving at the current scheme.

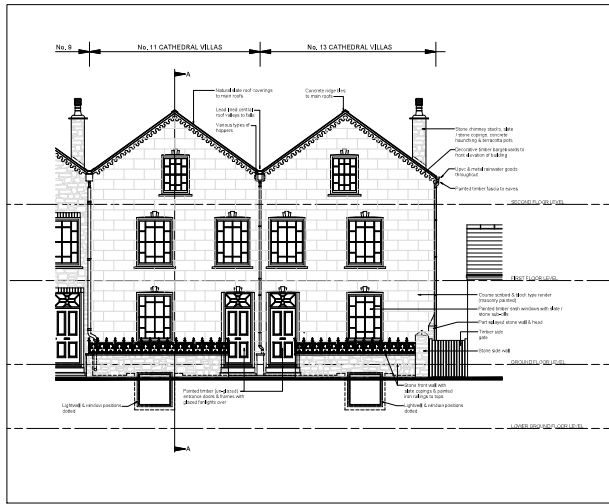
Conclusion

The proposed scheme is considered to be unacceptable in terms of the preservation of the building and its setting together with the lack of justification of the works. As such, it does not comply with the requirements of current listed building legislation and guidance and the application is recommended for refusal.

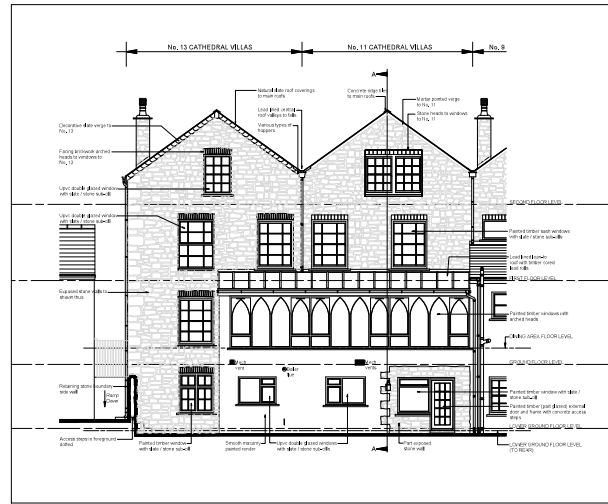
Recommendation

The recommendation is that of refusal for the following reasons:-

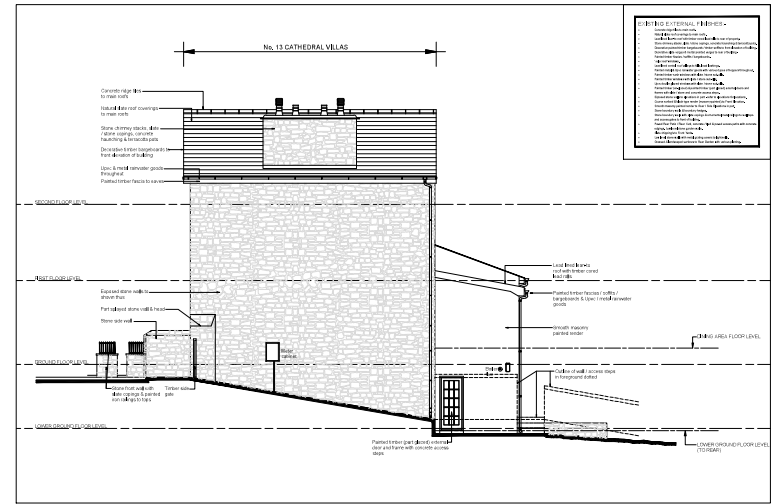
1. The proposed development would have an unacceptable impact on the character and setting of the listed building in terms of the proposed metal flue and impact on historic internal fixtures and fabric, notably doors and ceilings. As such, the proposal does not have 'special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses' (section 66, 1990 Act).
2. The proposed development would have an unacceptable impact on the setting adjacent listed buildings in terms of the proposed metal flue when viewed from the north. As such, the proposal is contrary to the provisions of Section 66 of the 1990 Act.
3. The proposal is contrary to Policy 30 (Amenity), and Policy 57 (Town and District Shopping Centres) of the Pembrokeshire Coast National Park Local Development Plan 2. In that this Authority is recommending a corresponding application for full planning permission under NP/23/0280 it is considered premature to grant listed building consent for the alterations in the absence of acceptable detailed proposals. To do so would be contrary to advice contained in paragraph 5.14 of Technical Advice Note 24 : The Historic Environment (May 2017) and be harmful to the character and appearance of the listed building whereby the abovementioned alterations would be made without justification.



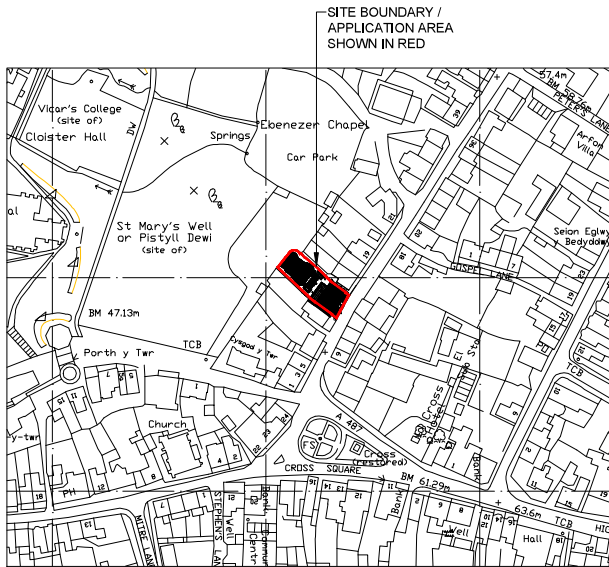
Existing Front (East) Elevation 1:100



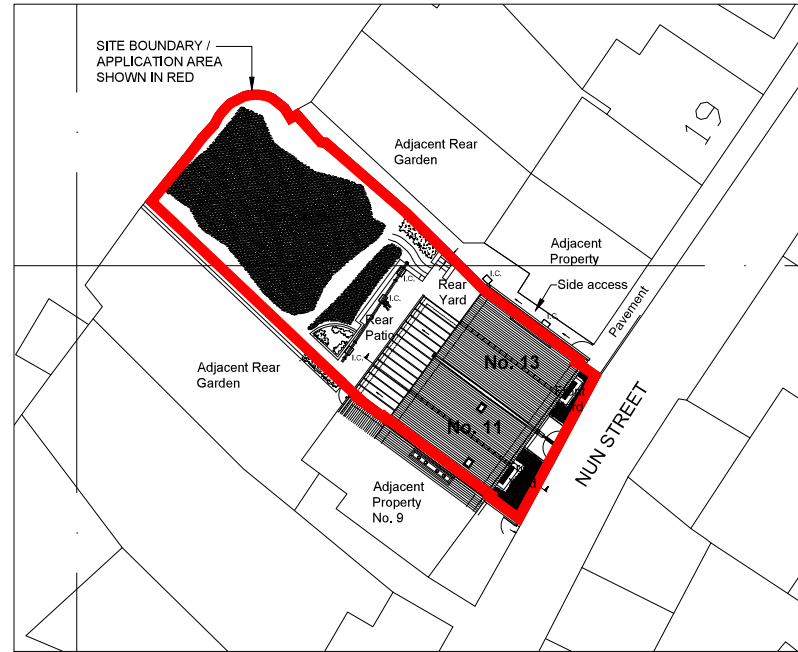
Existing Rear (West) Elevation 1:100



Existing Side (North) Elevation 1:100



Existing Location Plan 1:1250



Existing Site Block Plan 1:200

EXISTING ELEVATIONS	
1. Existing Front (East) Elevation	1:100
2. Existing Rear (West) Elevation	1:100
3. Existing Side (North) Elevation	1:100

NOTE: These Existing Drawings are based on a measured survey of the property undertaken on 26/07/2022. Partial works commenced under application NPI/19/0622/FUL.

1:0	2:0	3:0	4:0	5:0	6:0	7:0	8:0	9:0	10:0
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Revised	0	0	0	0	0	0	0	0	0
Drawn	0	0	0	0	0	0	0	0	0
Checked	0	0	0	0	0	0	0	0	0
Approved	0	0	0	0	0	0	0	0	0

Project: Existing Elevations, Location & Site Block Plans

Client: Mr Neil Vialls

Location: Changes to Existing Guesthouse / Residents Dining Room, 111, St David's Quay, Porth y Tar, Porthcawl, Rhondda Cynon Taf, South Wales

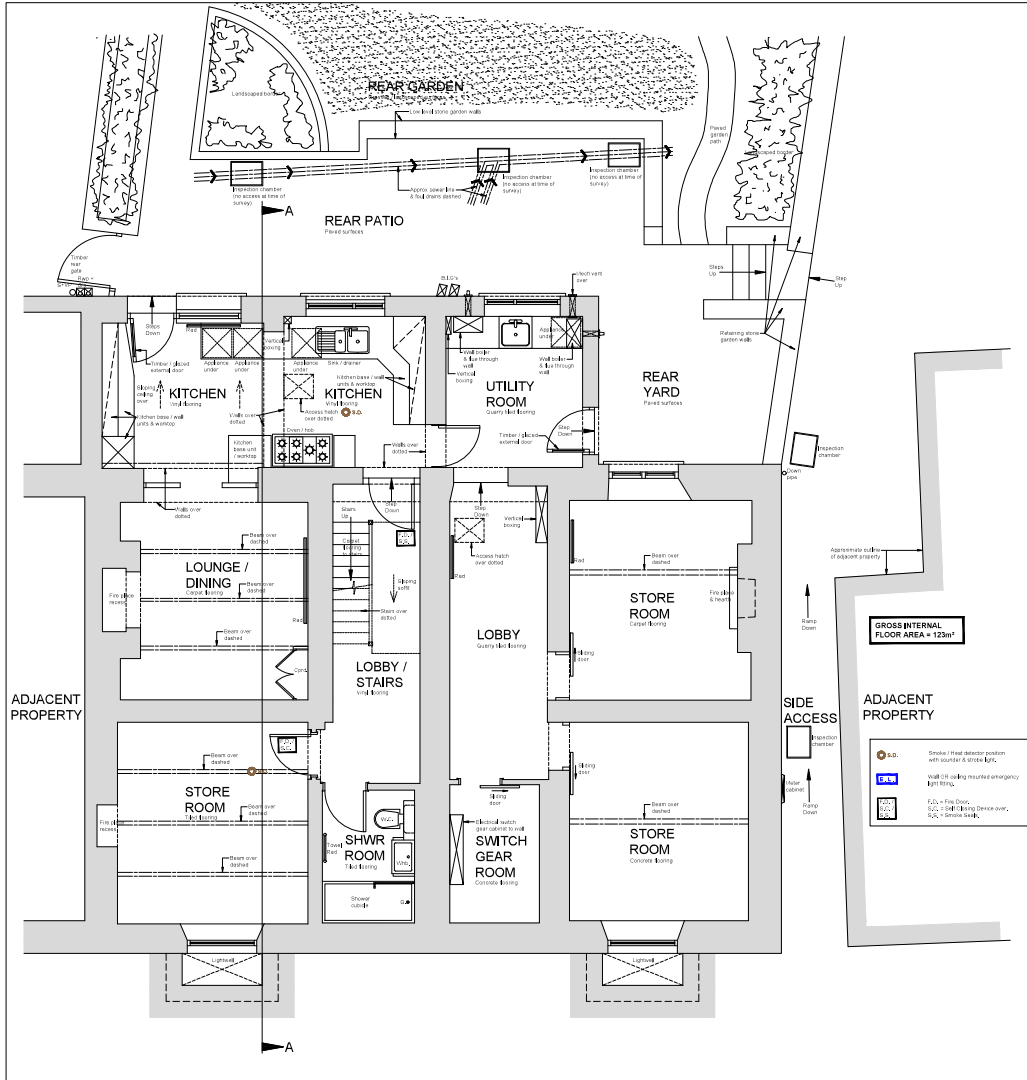
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Date: 26/07/2022

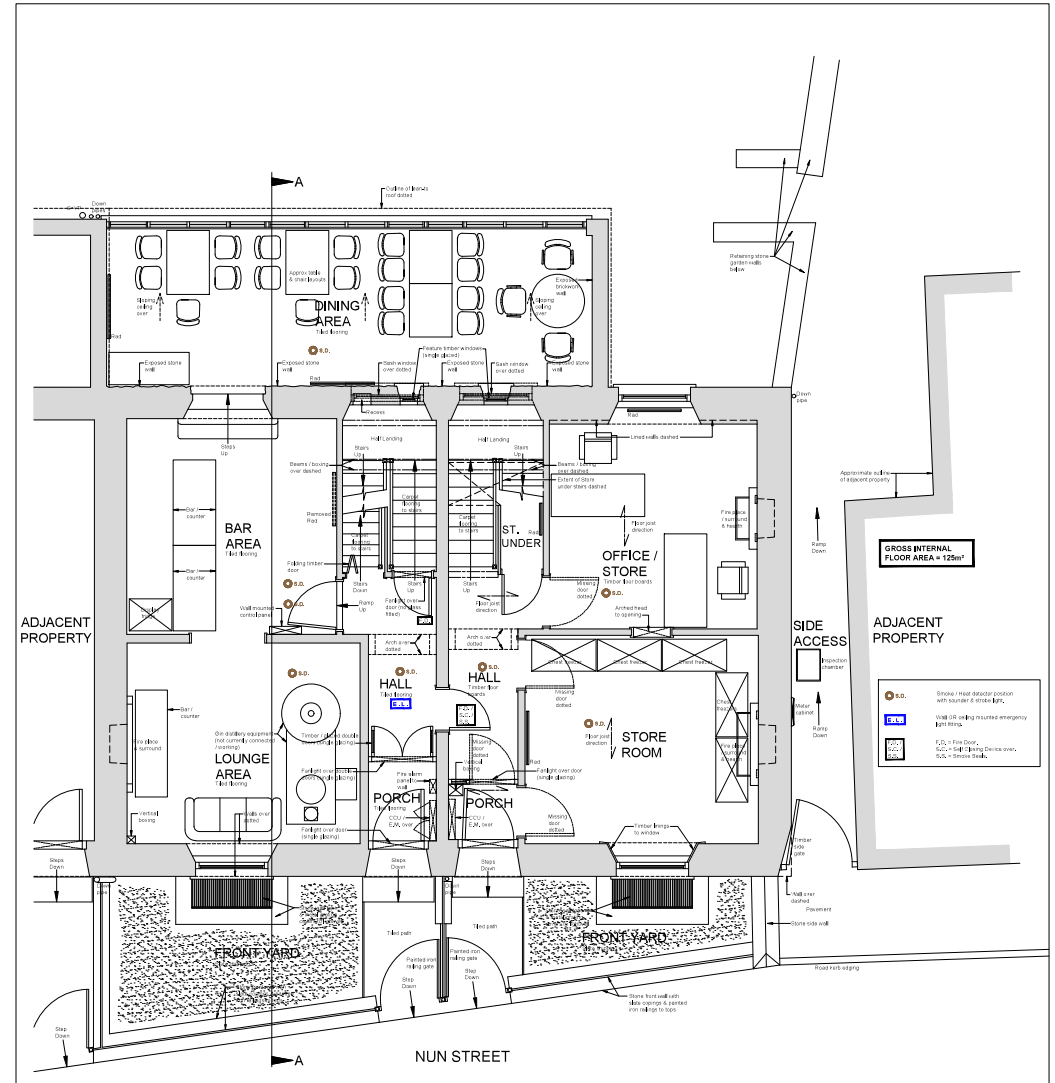
Author: Hayston Developments & Planning Ltd

Project No: EP01

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Existing Lower Ground Floor Plan 1:50



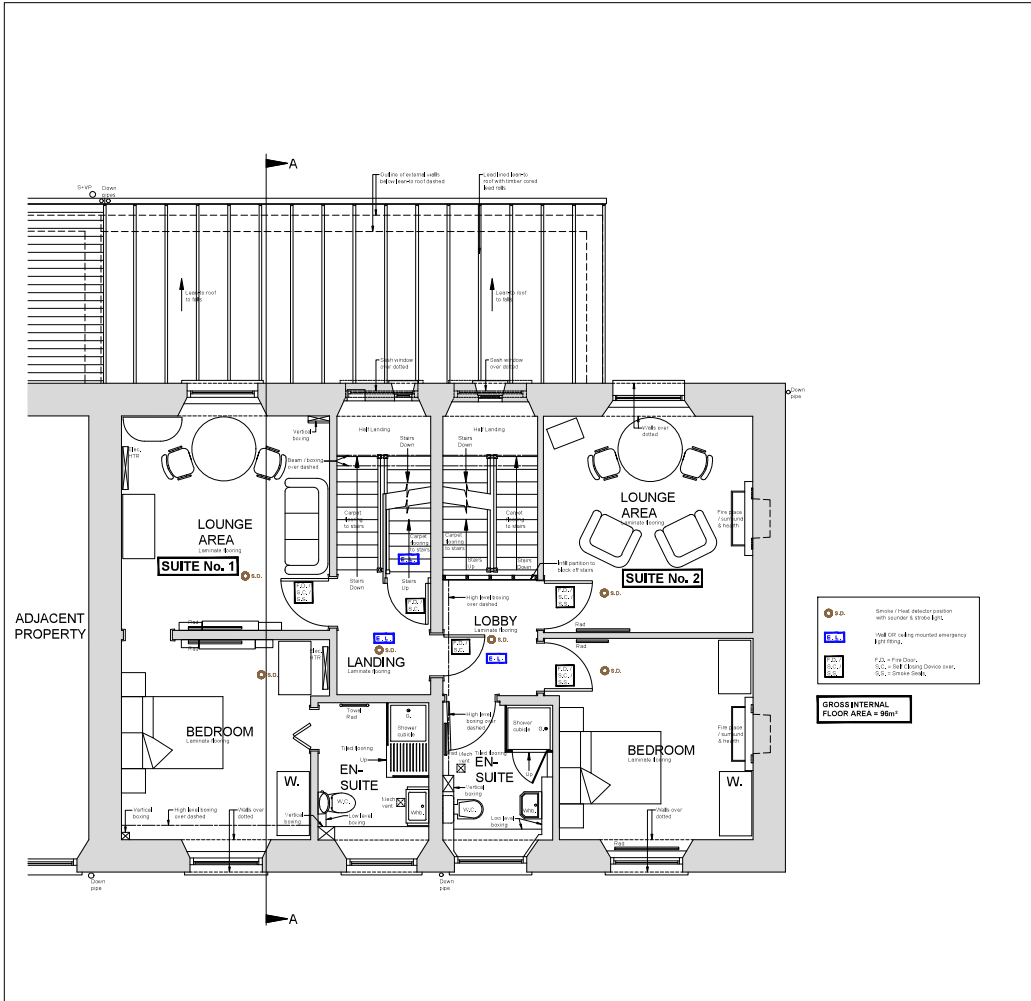
Existing Ground Floor Plan 1:50

A1 Original Drawing Size
EXISTING

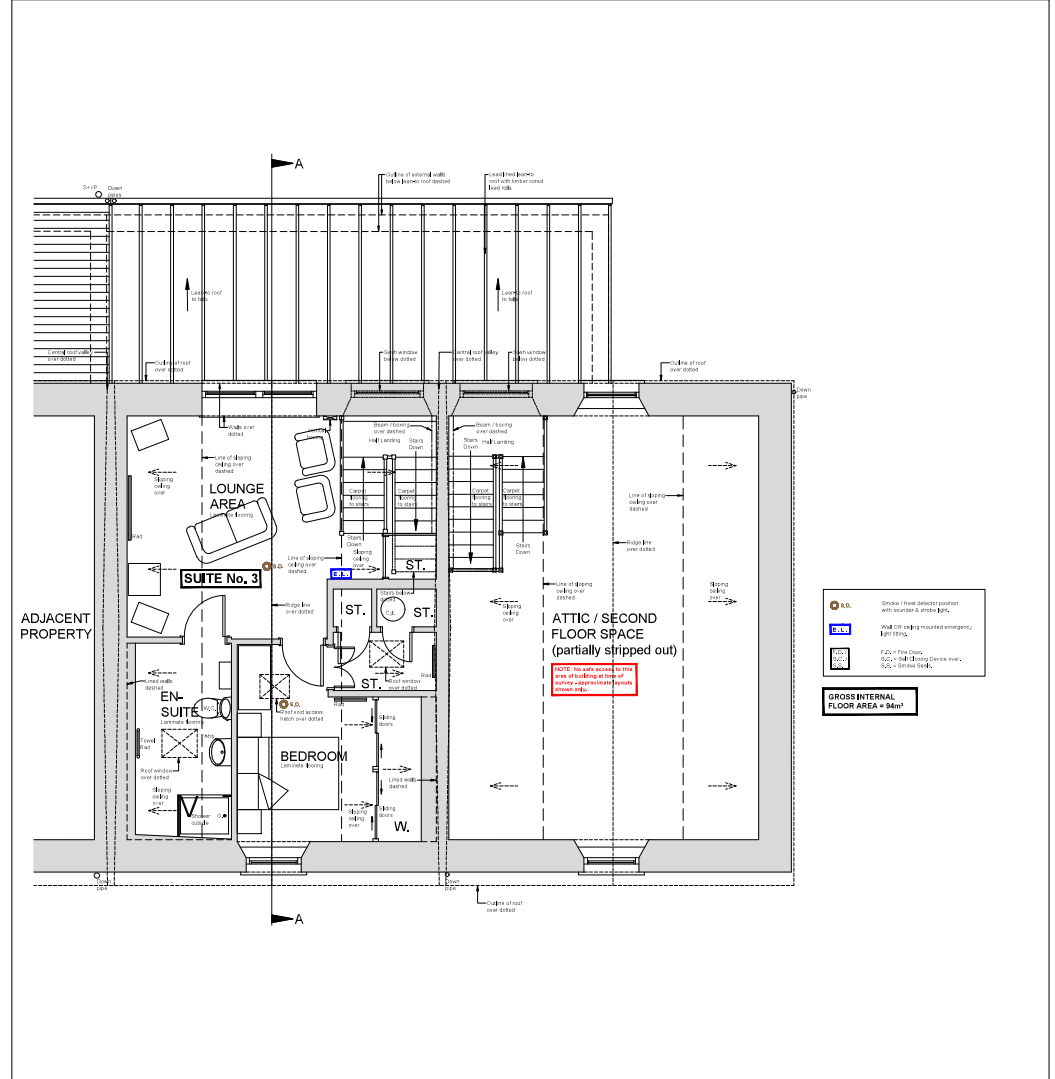
NOTE: These Existing Drawings are based on a measured survey of the property undertaken on 26/07/2022. Partial works commenced under application NPI/19/0622/FUL.

Revised	Allocation	Date
1	Mr Neil Vellan	26/07/2022
2	Changes to Existing Groundhouse / Residents Dining Room, Kitchen, Utility Room, Store Room, Shower Room, and Staircase	26/07/2022
3	Revised drawings of the proposed works	26/07/2022
4	Final drawings	26/07/2022

Hayston Developments & Planning Ltd
100, High Street, Hayston, Cambridge CB23 3EJ
Tel: 01223 851111
Email: info@haystonplanning.co.uk



Existing First Floor Plan 1:50



Existing Second Floor Plan 1:50

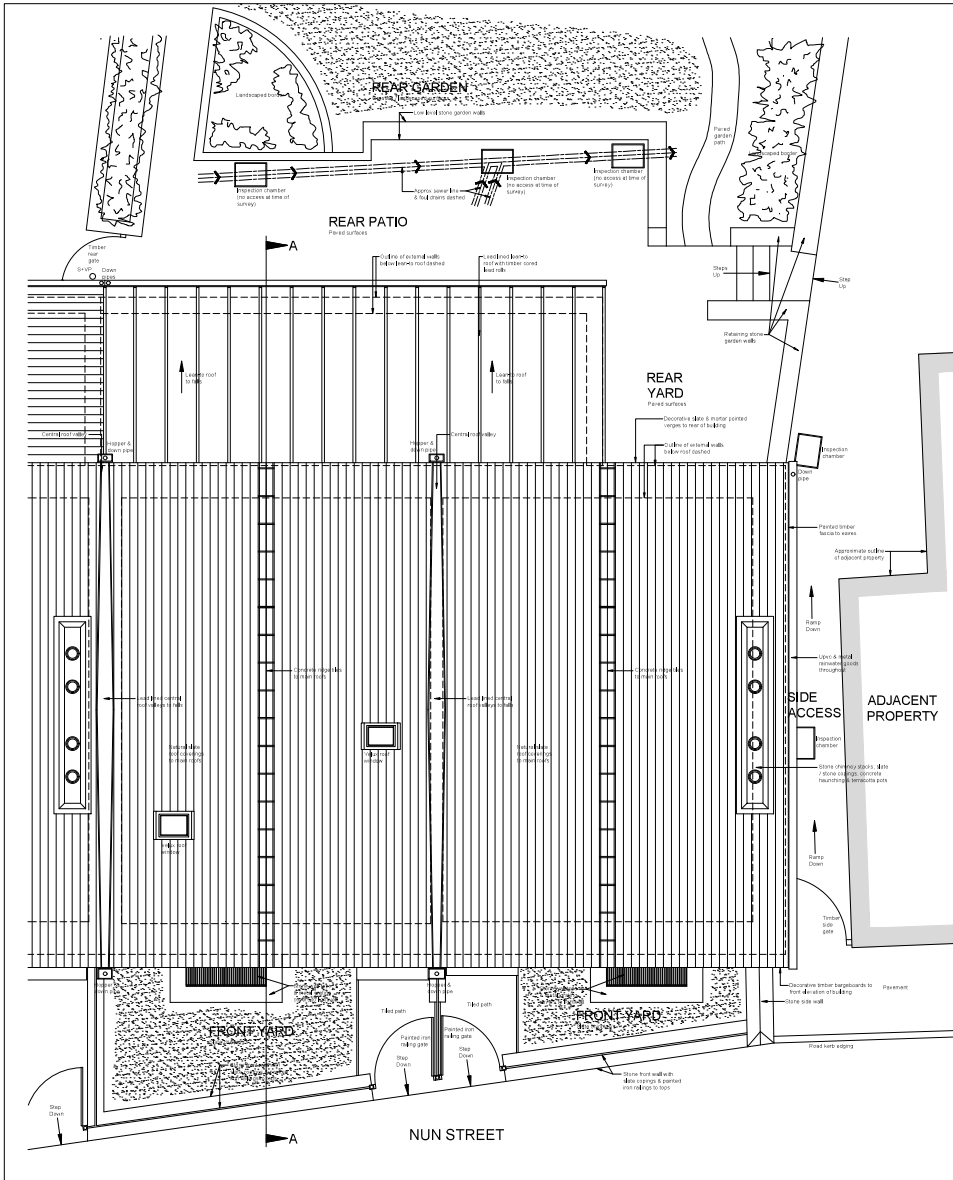
A1 Original Drawing Size
EXISTING

NOTE: These Existing Drawings are based on a measured survey of the property undertaken on 26/07/2022. Partial works commenced under application NPY/19/0622/FUL.

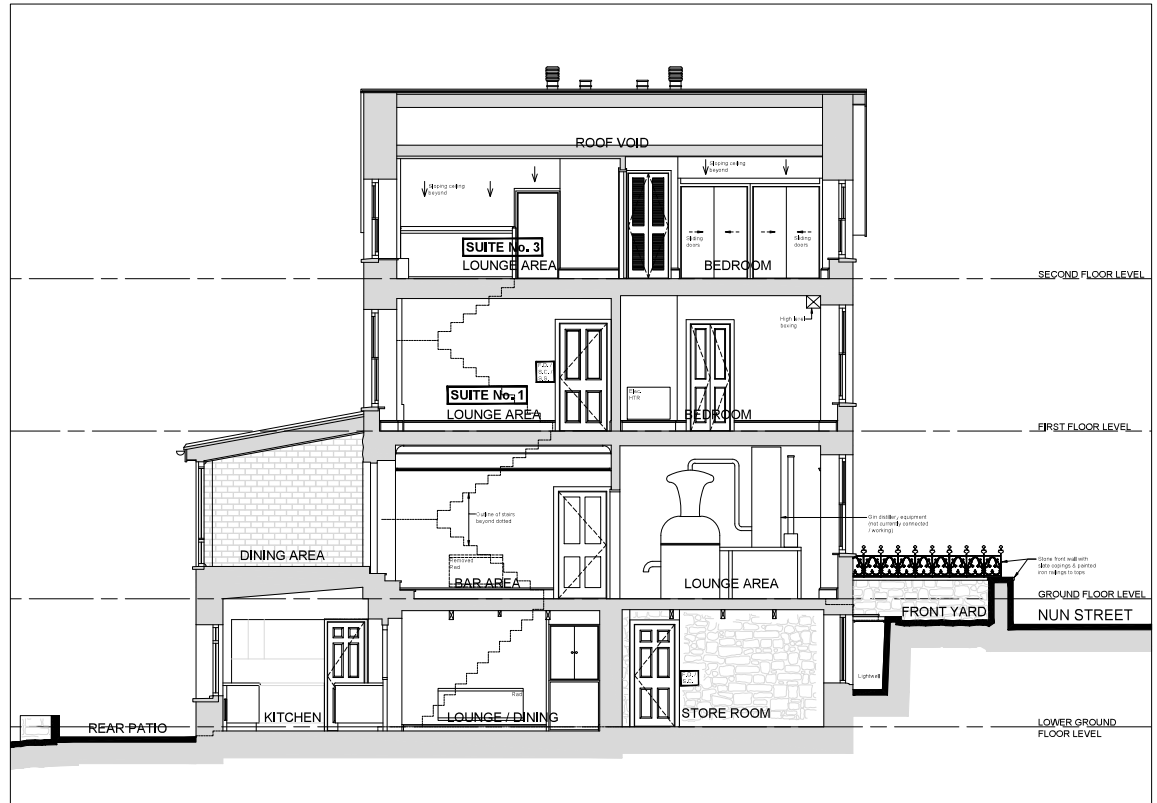
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Existing First & Second Floor Plans 1:50

Revised	Approved	Date
1	Mr Neil Walsh	
Existing First & Second Floor Plans		
Changes to Existing Guesthouse / Residents Dining Room / En-Suite Bathroom / En-Suite Bedroom / En-Suite Bathroom		
Residential Development of 11 Units at 145-147, 149-151, 153-155, 157-159, 161-163, 165-167, 169-171, 173-175, 177-179, 181-183, 185-187, 189-191, 193-195, 197-199, 201-203, 205-207, 209-211, 213-215, 217-219, 221-223, 225-227, 229-231, 233-235, 237-239, 241-243, 245-247, 249-251, 253-255, 257-259, 261-263, 265-267, 269-271, 273-275, 277-279, 281-283, 285-287, 289-291, 293-295, 297-299, 301-303, 305-307, 309-311, 313-315, 317-319, 321-323, 325-327, 329-331, 333-335, 337-339, 341-343, 345-347, 349-351, 353-355, 357-359, 361-363, 365-367, 369-371, 373-375, 377-379, 381-383, 385-387, 389-391, 393-395, 397-399, 401-403, 405-407, 409-411, 413-415, 417-419, 421-423, 425-427, 429-431, 433-435, 437-439, 441-443, 445-447, 449-451, 453-455, 457-459, 461-463, 465-467, 469-471, 473-475, 477-479, 481-483, 485-487, 489-491, 493-495, 497-499, 501-503, 505-507, 509-511, 513-515, 517-519, 521-523, 525-527, 529-531, 533-535, 537-539, 541-543, 545-547, 549-551, 553-555, 557-559, 561-563, 565-567, 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Existing Roof Plan 1:50



Existing Section A-A 1:50

A1 Original Drawing Size
EXISTING

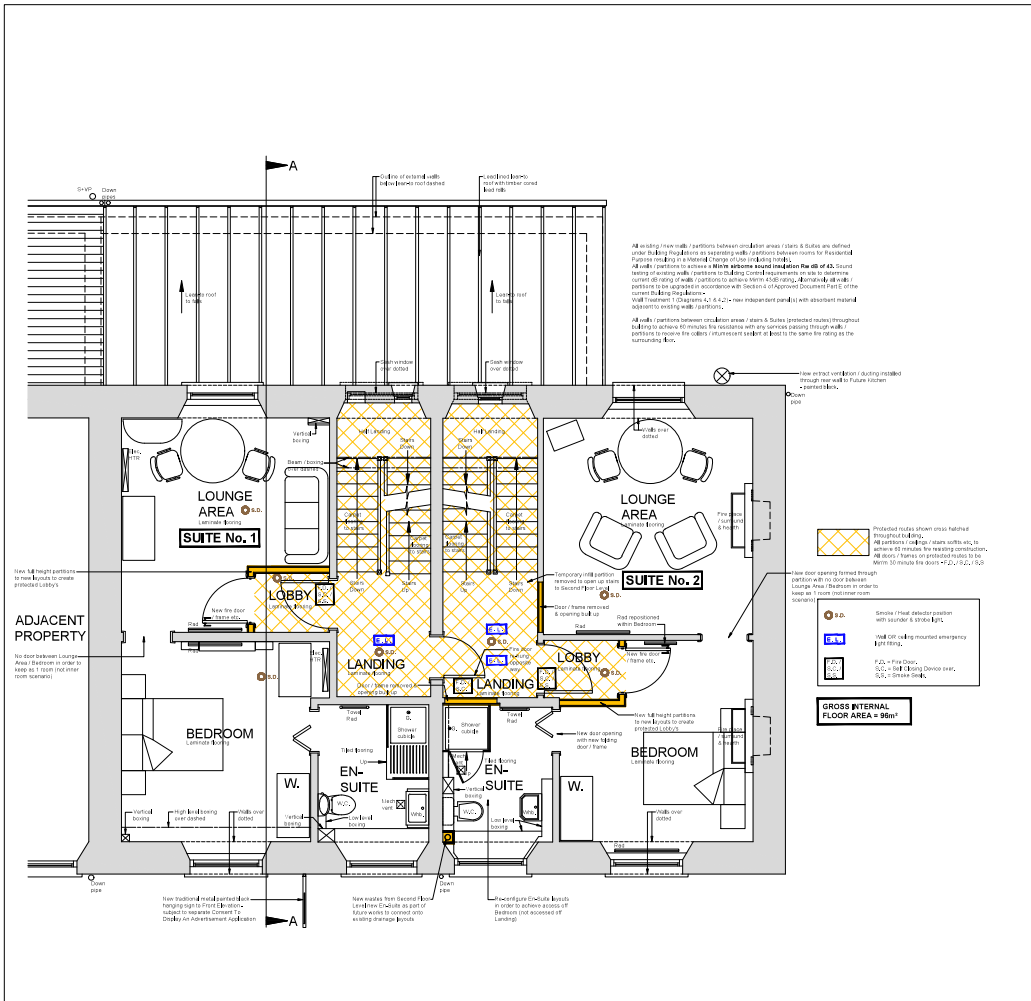
NOTE: These Existing Drawings are based on a measured survey of the property undertaken on 26/07/2022. Partial works commenced under application NP/19/0622/FUL.

1:50	1:50	1:50	1:50
1:50	1:50	1:50	1:50
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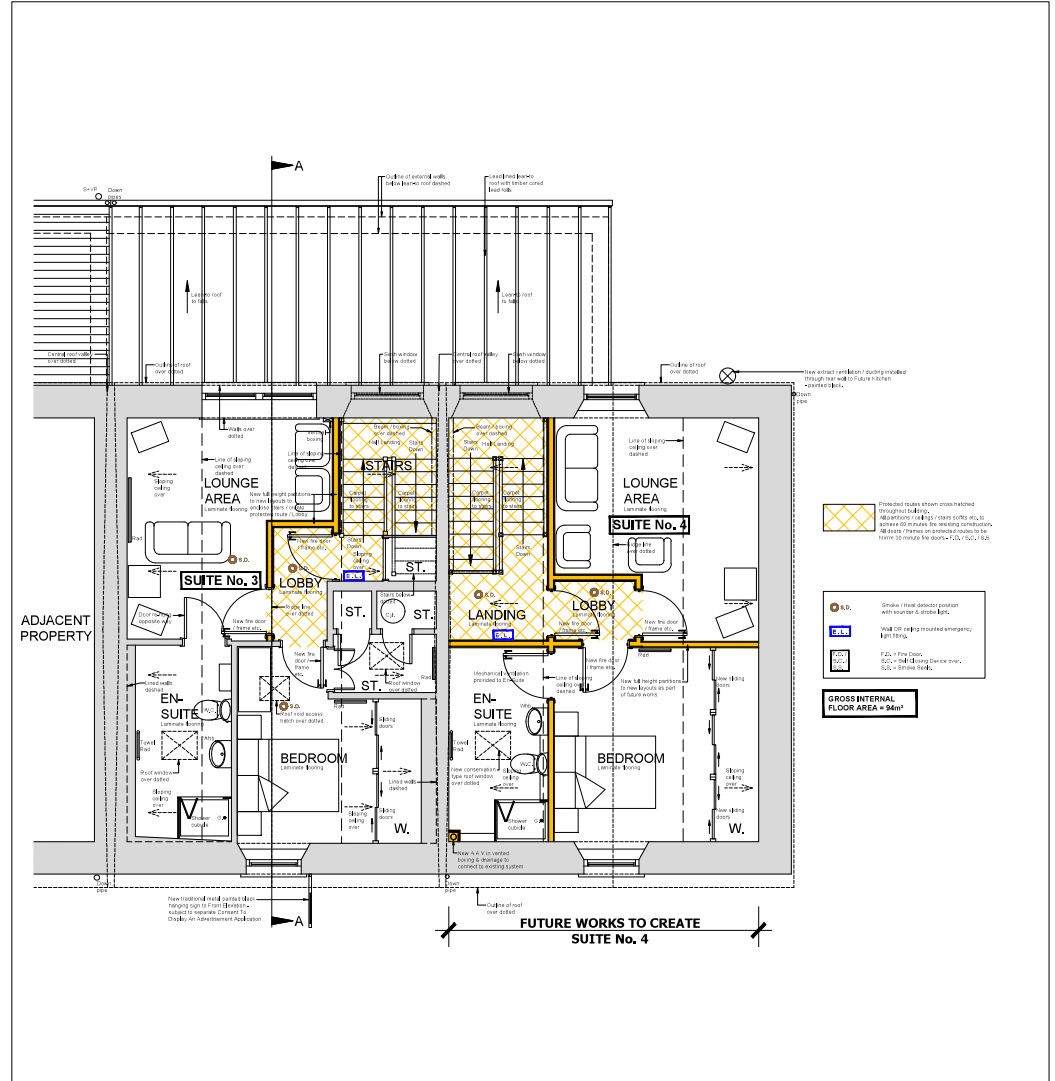
Revised	03/08/2022	03/08/2022
Drawn	03/08/2022	03/08/2022
Existing Roof Plan & Section A-A		
Checked by: Mr Neil Vialen		
Changes to Existing Guesthouse / Residents Dining Room with Ensuite Gym, Clubhouse Rooms / Small Bar & Restaurant with 1000 sqm of Decking		
Residential Development of 10 Units at 100 Nun Street, St Davids		
Drawing No: EP04		
Drawing Date: 03/08/2022		
Drawing Scale: 1:50		
Drawing Status: Final		
Drawing Author: Hayston Developments & Planning Ltd		
Drawing Date: 03/08/2022		
Drawing Scale: 1:50		
Drawing Status: Final		



Hayston
Developments
& Planning Ltd



Proposed First Floor Plan 1:50

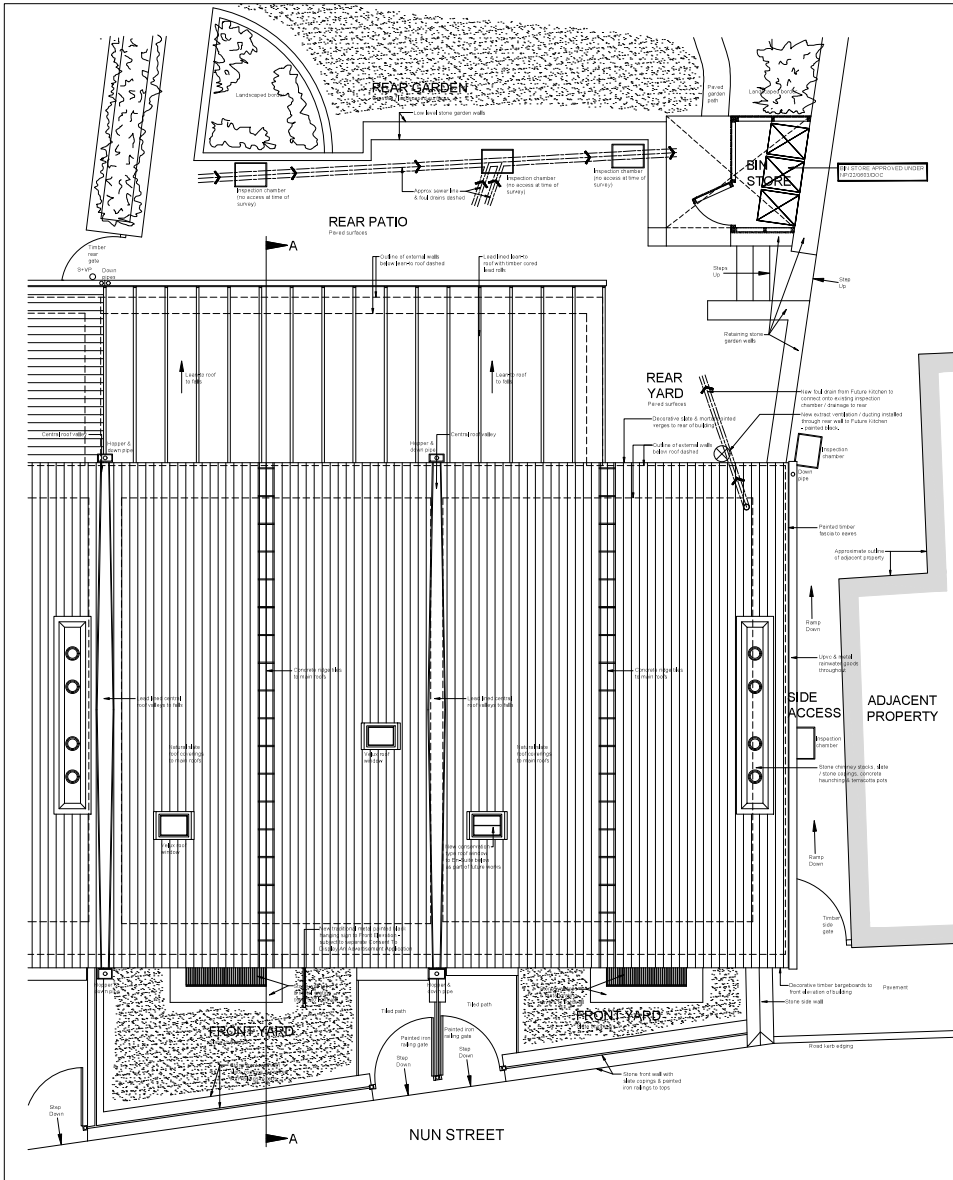


Proposed Second Floor Plan 1:50

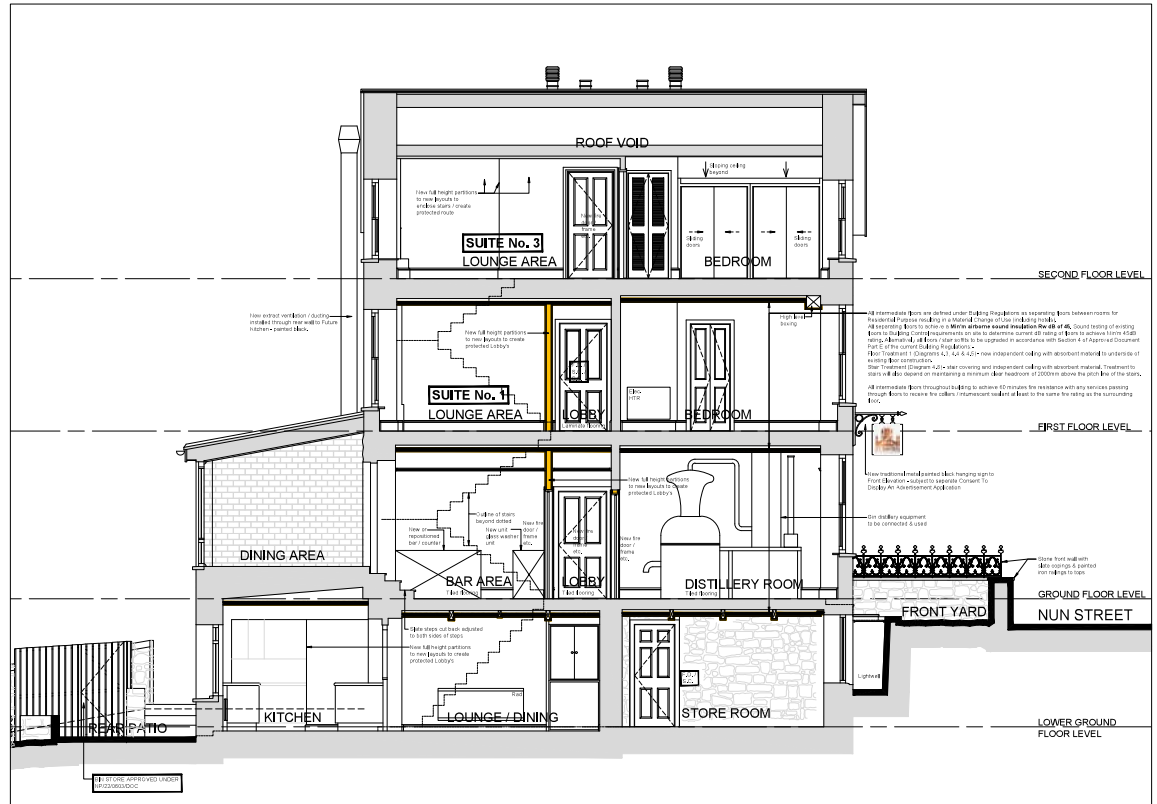
A1 Original Drawing Size
PROPOSED

Project	Proposed First & Second Floor Plans
Client	Mr Neil Walsh
Notes	Changes to Existing Guesthouse / Residents Dining Room with Biopark Gym, Clubhouse, Bar & Restaurant with 2nd Floor Bar & Driveway
Scale	1:50
Drawn	AL
Checked	PP3
Date	15 Feb 2023

Hayston
Developments & Planning Ltd



Proposed Roof Plan 1:50



Proposed Section A-A 1:50

A1 Original Drawing Size
PROPOSED

Project	Proposed Roof Plan & Section A-A
Client	Mr Neil Walsh
Address	Changes to Existing Guesthouse / Residents Dining Room, 101, 103, 105, 107, 109, 111, 113, 115, 117, 119, 121, 123, 125, 127, 129, 131, 133, 135, 137, 139, 141, 143, 145, 147, 149, 151, 153, 155, 157, 159, 161, 163, 165, 167, 169, 171, 173, 175, 177, 179, 181, 183, 185, 187, 189, 191, 193, 195, 197, 199, 201, 203, 205, 207, 209, 211, 213, 215, 217, 219, 221, 223, 225, 227, 229, 231, 233, 235, 237, 239, 241, 243, 245, 247, 249, 251, 253, 255, 257, 259, 261, 263, 265, 267, 269, 271, 273, 275, 277, 279, 281, 283, 285, 287, 289, 291, 293, 295, 297, 299, 301, 303, 305, 307, 309, 311, 313, 315, 317, 319, 321, 323, 325, 327, 329, 331, 333, 335, 337, 339, 341, 343, 345, 347, 349, 351, 353, 355, 357, 359, 361, 363, 365, 367, 369, 371, 373, 375, 377, 379, 381, 383, 385, 387, 389, 391, 393, 395, 397, 399, 401, 403, 405, 407, 409, 411, 413, 415, 417, 419, 421, 423, 425, 427, 429, 431, 433, 435, 437, 439, 441, 443, 445, 447, 449, 451, 453, 455, 457, 459, 461, 463, 465, 467, 469, 471, 473, 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