

Development Management Committee

9 April 2025

Present (In Person)

Dr M Havard (Chair)

Councillor M Bowen, Councillor D Clements, Councillor T Evans, Councillor C George, Councillor Dr SL Hancock, Dr R Heath-Davies, Mrs S Hoss, Mrs J James, Councillor M James, Mr GA Jones, Councillor S Skyrme-Blackhall, Dr RM Plummer, Councillor B Price, Councillor V Thomas, Councillor A Tinley, Councillor M Wiggins and Councillor C Williams.

[Councillor Wiggins arrived prior to consideration of NP/23/0545/FUL (minute 6(c) refers)]

Officers in attendance

Ms K Attrill, (Development Management Manager), Mrs C Broome (Senior Planning Officer) Mr C Felgate (Solicitor), Ms B Gledhill (Senior Planning Officer), Mr M Kent (Monitoring Officer), Mrs S Morris (Director of Place and Engagement), Mr A Richards (Principal Planning Officer), Mrs C Llewellyn (Minutes)

[Online meeting 10.00am – 11.55am;
12.05pm – 1.35pm]

1. **Apologies**

There were no apologies for absence, however Councillor Wiggins had informed officers that she would be late due to another commitment.

2. **Disclosures of interest**

The following Member(s)/Officer(s) disclosed an interest in the application(s) and/or matter(s) referred to below:

Application and Reference	Member(s)/Officer(s)	Action taken
Minutes 6(a) and 6(b) below NP/24/0438/FUL and NP/24/0672/LBA - 12 High Street and Old Town Hall and Market Hall, Tenby	Councillor S Skyrme-Blackhall	Remained in the meeting but did not vote
	Councillor M Bowen	Remained in the meeting

3. **Minutes**

The minutes of the meeting held on the 5 March 2025 were presented for confirmation and authentication.



It was **resolved** that the minutes of the meeting held on the 5 March 2025 be confirmed and authenticated.

Noted.

4. Members' Duties in Determining Applications

The Solicitor's report summarised the role of the Committee within the planning system, with particular focus on the purposes and duty of the National Park. It went on to outline the purpose of the planning system and relevant considerations in decision making, and the Solicitor added that consideration also needed to be given to the National Development Framework - Future Wales: The National Plan 2040 adopted by the Welsh Government on 24 February 2021 as well as its own Local Development Plan 2. The report also noted that the Authority also had a duty to carry out sustainable development, ecological considerations which included the role of the Environment Wales Act 2016, human rights considerations, the Authority's guidance to members on decision-making in committee and also set out some circumstances where costs might be awarded against the Authority on appeal. Finally, the Solicitor added that the report didn't mention that the Authority's decisions were subject to the scrutiny of the courts and could be subject to a judicial review and it was therefore important that they were lawfully based.

Following the recent adoption of the Authority's Partnership Plan, the Solicitor noted that this referred to the special qualities of the National Park which were translated into planning policy by the Local Development Plan 2. The Partnership Plan could therefore be a material consideration in determining applications to the extent that it helped to interpret the special qualities.

Noted.

5. Right to speak at Committee

The Chairman informed Members that due notification (prior to the stipulated deadline) had been received from interested parties who wished to exercise their right to speak at the meeting that day. In accordance with the decision of the National Park Authority of 7th December 2011, amended 16 June 2021, speakers would have 5 minutes to speak unless they had spoken on the same application previously when they would have 3 minutes in which to present new information (*the interested parties are listed below against their respective application(s), and in the order in which they addressed the Committee*):



Reference number	Proposal	Speaker
NP/24/0438/FUL Minute 6(a) refers	Change of use of retail store and part change of use of Market Hall and Former Town Hall to Spa Hotel, Restaurant and Cafe/Bar, associated extensions and alterations – 12 High Street & Old Town Hall and Market Hall, Tenby	Kathy Butler – Objector Phil Davies – Agent
NP/23/0545/FUL Minute 6(c) refers	Hybrid planning application for affordable housing exceptions development, flexible open space and associated works. Full planning permission is sought for a first phase of development comprising social-rented dwellings, flexible open space, landscaping, highways and drainage infrastructure, and other associated works. Outline planning permission is sought for a second phase of residential development (all matters reserved for future consideration) – Land adjacent to Bro Dawel, Solva	Joshua Phillips – Supporter

6. Report of Planning Applications

The Committee considered the detailed reports of the Development Management Team Leader, together with any updates reported verbally on the day and recorded below. The Committee determined the applications as follows (*the decision reached on each follows the details of the relevant application*):



- (a) Reference: NP/24/0438/FUL
Proposal: Change of use of retail store and part change of use of Market Hall and Former Town Hall to Spa Hotel, Restaurant and Cafe/Bar, associated extensions and alterations
Location: 12 High Street & Old Town Hall and Market Hall, Tenby

This development for a new hotel extended across two buildings with reception at ground floor, retention of a first-floor enclosed link bridge would provide internal access between the two buildings. The 20 hotel rooms would be located within the remaining upper floors of the existing M & Co buildings, and two new roof extensions in a mansard form to accommodate further hotel space. The spa comprising treatment rooms, gym and associated facilities would be located at first floor level within the historic Town Hall aspect and first floor extensions off the rear which extend into the marketplace at first floor level.

Further facilities in the form of a café would be linked to the hotel reception area at ground floor and the proposed restaurant would be accommodated within the southern building. The proposed scheme also included various external alterations to the existing M & Co buildings to accommodate the new uses. The Market Hall, which is a Grade II Listed Building would be retained as existing externally, and repairs were proposed to its slate roof and one of the gates on the main façade which would be repaired and painted. No other external alterations are proposed to the structure. An application for Listed Building consent was also being considered under planning reference NP/24/0672/LBA (Minute 6(b) refers).

A number of concerns/objections had been received and these were set out in the report and considered by officers.

It was reported that the buildings were located within the Centre Boundary of Tenby Service and Tourism Centre, the historic Tenby Town Walls (Scheduled Monument and Grade I Listed) and the Tenby Conservation Area, as well as within Tenby Town Centre Retail Area, and the Primary Retail Frontage.

Officers considered that the proposal for the change of use whilst considered to be contrary to LDP2 Policy 57 (Town and District Shopping Centres) was in accordance with Policy 6 (Town Centre First) of Future Wales which took a more permissive approach to support multi-functional town centres. The proposed mixed-use development would help to regenerate two vacant properties and the first-floor level within the adjacent Market Hall building, which were all located within the retail core of Tenby. Officers considered that in this instance the development would assist in retaining historic buildings within the primary retail frontage and



would retain the vitality, viability, and diversity of Tenby Town Centre. Such benefits countered concerns raised on the need for a spa hotel, loss of retail space within Tenby and potential pop-up areas within Market Hall.

Officers considered that the proposed appearance, layout, access and scale of the scheme would be acceptable and having regard to all material considerations it was considered that the development would be in keeping with the aims of the statutory Development Plan (Future Wales and LDP2) and National Planning Policy in the form of Planning Policy Wales (Edition 12). It was recommended that the application be delegated to officers to approve, subject to conditions as set out in the report.

At the meeting, the officer noted that in response to concerns raised, the design team had confirmed that the wall of the café located within the Market would not be breached and that the mural would be retained in its current location or moved only slightly to accommodate the first floor extension. It was also requested that condition 9 be amended to ensure that the Construction Environmental Management Plan also minimised adverse impacts on Market Hall Traders and that condition 4 be omitted as the Highway Authority had advised that additional drawings had been provided which addressed their concerns. The officer confirmed that all existing historic details such as the shopfront, first floor retail glazing and the connecting 'bridge' would be retained as important parts of the history of the building. Also that no consultee responses had been received from Cadw or the Tenby Chamber of Trade.

The first of two speakers was Kathy Butler who was speaking on behalf of the market traders. She explained that Tenby Market was believed to be the oldest market in Wales, having been on the same site since 1290. Customers flocked to the market in the summer and it was used by local people all year round; her shop alone had approximately 27,000 customers in the previous year. There were currently 10 businesses operating and she suspected there would be more, however no contracts were currently being offered. The main concern of the market traders was the extension to the first floor which would house the spa element and would be supported by two large pillars. They believed that this would ruin the look and culture of what was a successful working market as it would block the view, put a barrier in front of customers and block the natural light.

Ms Butler stated that the traders had not been consulted by Tenby Town Council before they recommended approval, and she understood that this was because they had been assured by the developers that the existing market traders would not be affected or lose any trade. The traders themselves had been told that this major, noisy project could be done at



night time and weekends, however they did not believe this was realistic, and in any event, the dust and materials would still be there the next day. They feared that the Council (who owned the building) would deem the situation unworkable and ask the traders to leave, though they doubted any suitable alternative premises could be found and they feared for their jobs and the revenue they brought to the town, noting that the market could employ up to 30 people. She stated that the traders hadn't been kept informed and were worried for their future. She asked the National Park Authority to help look after the cultural heritage of the town and support the community, the traders, and also their suppliers. Ms Butler noted that they had no objection to a hotel adjacent to the market, as it was a year-round business, but questioned whether the town needed another spa (there were two already), and in a listed building on the High Street. She considered that there were other potential uses for the empty town hall space above the market that could benefit the wider community, not just the select few, and believed that the long term implications should be considered. She noted that the High Street had been under constant attack from online shopping, however she believed that the market had bucked the trend and was doing well. However they needed to earn a certain amount of money to pay their staff and they felt that their livelihoods were under threat.

In answer to questions from Members, Ms Butler confirmed that there had been no discussion with traders regarding potential alternative locations. She noted that the building was in need of maintenance, however the market itself was flourishing and had held a number of cultural events in the building for example at Christmas time.

A Member raised the issue of a drain in the centre of the market which had been a problem in years gone by, and sought assurance that this would not be made worse by the proposed development. It was confirmed by Ms Butler that the drain remained a problem, however officers noted that no concerns regarding draining had been raised by Welsh Water or Pembrokeshire County Council (PCC). It was added that condition 12 which concerned surface water drainage could be amended to require further details of foul drainage if Members thought this was appropriate.

Other Members asked whether the impact of the development on market traders was a material planning consideration and officers noted that the impact on amenity was material, however conditions, including the amendment to condition 9 suggested earlier in the meeting, were proposed to address that. However it was suggested that there could be a variation to hours of construction to allow Sunday working for the market element, to work around the market opening hours.



The second speaker was Phil Davies, the Agent. He spoke in response to some of the points raised and said that it was not the intent of his client to disrupt the market traders. He noted that the fabric of the market building was in need of repair, and confirmed that if PCC renovated the building, his client would put on hold the work to the first floor of the market to undertake the work concurrently. With regard to the issue with the drain, he confirmed that water from the first floor extension would link into the hotel's drainage system, rather than into the market.

In response to a question from a Member, Mr Davies anticipated that the work could be phased, beginning with the hotel, but the entire project was anticipated to take 18 months.

One of the Members provided some background information regarding discussions she had had with PCC regarding the market; they had stated that they were committed to the future of the market and its refurbishment, subject to planning and funding. Some grant funding had been earmarked for design development work and a meeting had been arranged for later in the month to progress this. They had acknowledged that there may be a need for temporary relocation of traders, and this would be discussed with them.

In order to address the concerns that the development could worsen the drainage situation in the market, the Director suggested that an additional condition be added to require full information regarding disposal of foul water prior to commencement of the development. Officers also reassured the Committee that proposed conditions 5 and amended condition 9 would limit the disruption to the traders and the wider community. Consideration would be given as part of condition 9 to appropriate hours of working.

Members were pleased to hear that PCC were in discussion regarding the future of the market building and agreed that interpretation of policy in respect of non-retail uses in town centres had to be flexible. It was proposed by Councillor Clements, seconded by Dr Plummer, that the application be delegated to officers to issue planning permission upon receipt of a completed s106 legal agreement to cover a financial contribution towards active and sustainable travel improvements and subject to the conditions set out, including the amendment to condition 9, a new condition in respect of foul drainage and removal of condition 4. This was carried. Before voting Members were reminded by the Monitoring Officer that they should be present for the whole of the debate in order to vote.

Decision: That the application be delegated to the Chief Executive, Director of Place and Engagement or to the Development



Management Manager to issue planning permission upon receipt of a completed s106 legal agreement to cover a financial contribution towards active and sustainable travel improvements. If no completed legal agreement was received within 3 months, delegation was given to allow refusal of the application. The permission was also subject to conditions in respect of timing of the development, accordance with approved plans and documents, archaeological scheme of investigation, Construction Traffic Management Plan, odour impact assessment, noise impact assessment, waste management and recycling strategy plan, Construction Environmental Management Plan, asbestos survey, interface of the development with the market building, surface and foul water disposal.

- (b) Reference: NP/24/0672/LBA
Proposal: Alterations to Market Hall and Former Town Hall in tandem with change of use (with adjacent building) to Spa Hotel, Restaurant and Cafe/Bar
Location: The Market Hall, High Street, Tenby

It was reported that this application fell within the provisions of the Listed Building Delegation Direction awarded to this Authority by the Welsh Government on 25th July 2012 (as amended 4th November 2024), but was reported to the Committee as the parallel planning application (NP/24/0438/FUL – Minute 6a) refers) was contrary to planning policy.

The Market was Grade II listed and located within Tenby Conservation Area. Officers considered that the proposed scheme was in keeping with the character of the Listed Building and its setting in terms of design and form. The proposal was appropriate in terms of size, scale and detail. It was considered to comply with the requirements of TAN 24, and Cadw's Conservation Principles. As such the application could be supported subject to conditions.

The recommendation was moved by Councillor Hancock, seconded by Dr Plummer and carried.

Decision: That listed building consent be granted subject to conditions in respect of timing of the development, accordance with approved plans and documents, archaeological scheme of investigation, details of lighting and finishes and retention of the internal panelled double doors to the former courtroom.

[Councillor M Wiggins joined the meeting at this juncture. The meeting was adjourned between 11.55am and 12.05pm]



- (c) Reference: NP/23/0545/FUL
Proposal: Hybrid planning application for affordable housing exceptions development, flexible open space and associated works. Full planning permission is sought for a first phase of development comprising social-rented dwellings, flexible open space, landscaping, highways and drainage infrastructure, and other associated works. Outline planning permission is sought for a second phase of residential development (all matters reserved for future consideration)
Location: Land adjacent to Bro Dawel, Solva, Pembrokeshire, SA62 6XW

It was reported that the proposed scheme for entirely affordable housing on an exception site consisted of both a full planning application and an outline planning application. The application process had been lengthy, due to concerns surrounding design and the uncertainty surrounding the capacity of the Solva wastewater treatment works (WwTW). However Dŵr Cymru had confirmed that Solva WwTW had capacity for the 28 total proposed dwellings.

The design was acceptable overall and in coming to a recommendation Officers had given considerable weight to the contribution the scheme would make in addressing local housing need. The Authority expected the scheme to achieve a high-quality appearance and appropriate planning conditions should realise this requirement.

The scheme would lead to the loss of 2-3 junior football pitches however one pitch would be reinstated as part of the proposal with the addition of a storage facility. The standard, design and construction of both pitch and storage facility should be secured via the Section 106 agreement, in addition to their future management and maintenance. Planning obligations for secondary education provision, library contributions and assurance that the housing would remain affordable in perpetuity would be secured by legal agreement.

Officers concluded that the proposal would make a significant contribution to addressing local housing need but would give rise to a range of social, economic, cultural and environmental considerations, which had been addressed in the body of the report. The design overall was considered acceptable and planning conditions would ensure a robust scheme in terms of final appearance. The impacts on landscape could be adequately mitigated via planting and no detrimental impacts were anticipated on the historic environment. Relevant and appropriate planning obligations could be addressed via Section 106 legal agreement. Matters of access and biodiversity were acceptable subject to control via the appropriate conditions.



Subject to the provision of these planning obligations and necessary conditions the proposal was considered acceptable, and the application was recommended for approval.

At the meeting, the officer apologised that the description on the Committee report had stated that full planning permission was sought for 11 social rented dwellings, rather than 17 in phase 1; eleven dwellings were proposed in phase 2. It was also highlighted that the land to be developed was grade 3A Best and most Versatile Agricultural (BVA) land, however the need for affordable housing was considered to represent an overriding need for the development of affordable housing and this outweighed the need to protect the BVA land. It was also noted that the dwellings were at a lower density than set out in policy 51, but that this had been necessary to retain the recreation space within the site and maintain an open landscape.

The officer also sought an amendment to condition 6 to require a materials and colour schedule for the road, parking and footpath surfaces to be submitted and football pitch parking bays to be of cellular reinforced concrete. Also conditions 12 and 13 were no longer necessary as an external material specification document had been submitted, and condition 23 could also be removed as amended plans showing dropped kerbs and tactile paving had been received. It was requested that condition 21 move to a different section to show that it applied to all parts of the development. Finally an additional condition was requested to state that the outline consent was for no more than 11 affordable dwellings.

Members expressed some concern regarding the lack of junior pitch provision during construction, however the officer confirmed that despite all efforts, it hadn't been possible to find a solution to that matter. However, it was confirmed that the senior pitch would be unaffected by the development.

There was one speaker on the application, Joshua Phillips, Chair of Solva Community Land Trust (CLT) who supported the application. He explained that the site had gained outline permission during the late 1990s but it was never developed. He stated that there was a housing crisis in Wales and referred to a Senedd report in November 2024 which stated that 139,000 people were on a social housing list, and it was estimated that there were about 5000 in Pembrokeshire, with the average applicant from a gold band waiting three and a half years to get into a property. Through a housing needs survey in Solva, St Davids and Brawdy it was identified that Solva and Brawdy were in need of affordable housing and the CLT had worked with the community to deliver the application which was sympathetic to its location. They were pleased to



have the support of Solva AFC which was keen to identify solutions to maintain the playing area during construction and was confident that this could be negotiated with the CLT.

The CLT had been surprised at the request to remove solar shading pergolas from the gardens and encouraged the Authority to review design guidance on such elements given the climate crisis. They also hoped that further discussion on the design of properties outlined in condition 12 would relate solely to the approval of materials so as not to lead to delay in delivering the scheme.

He concluded by stating that CLT members lived in the community and were keen to address any concerns raised, so that the scheme could be the best it could be and that the best outcomes were delivered for the community.

In response to a question from a Member regarding the possibility of provision of an all weather pitch, Mr Phillips said that the CLT would work with the football club to provide what was needed. He added that he was aware that the club were looking at the use of other nearby fields as additional pitches.

Members were supportive of the provision of affordable housing in the community and the recommendation of delegated approval subject to conditions as set out in the report and amended at the meeting was proposed by Dr Plummer, seconded by Councillor Clements and this was carried.

Decision: That the application be delegated to the Chief Executive, Director of Place and Engagement or to the Development Management Manager for approval subject to receipt of a Section 106 legal agreement addressing the following matters: retention of the dwellings as Affordable Housing in perpetuity, Allocation of the Affordable Housing, provision and maintenance of Open Space and financial contributions towards Education and Libraries. If the Section 106 legal agreement was not completed within 3 months of the date of the Committee resolution, then delegated power was given to the Chief Executive, Director of Place and Engagement or to the Development Management Manager to exercise discretion to refuse the application on the grounds non-compliance with Policy 48 (Affordable Housing) and Policy 55 (Infrastructure Requirements) of the Local Development Plan 2.

The application was also subject to conditions in respect of a Construction Traffic Management Plan, Construction Environmental Management Plan, ecological precautionary method of working,



avoidance of the public sewer, bicycle storage, details of surfacing materials, lighting, landscaping, tree and hedgerow protection, biodiversity enhancement scheme, landscape management plan, construction methodology, electric vehicle charging points, access roads, removal of certain permitted development rights;

Specifically in respect of the full planning permission: timing of the application, accordance with approved plans and documents, phasing plan, details of highway junction, surface materials for parking areas, bicycle storage, off street parking for residents and football pitch users, signage for football pitch parking bays, drainage;

Specifically in respect of the outline planning permission: submission of reserved matters for the outline planning permission, limiting the number of units, timing of such an application and its accordance with approved plans, surface water disposal.

[Councillor A Tinley and B Price and Mrs S Hoss tendered their apologies and left the meeting at this juncture]

- (d) Reference: NP/24/0492/FUL
Proposal: Change of use from Salon (A1) to Apartment Dwelling (C3) - Ocean Hair
Location: The Old Brewery, Brewery Terrace, Saundersfoot, Pembrokeshire, SA69 9HG

It was reported that this application sought consent for the change of use of the existing hair salon, to an apartment. As the property was located within Saundersfoot's Retail Centre, the proposal was deemed to be a departure from the Local Development Plan as the C3 residential use was not included within the use classes that would be deemed acceptable within this shopping centre. However, given that the property was accessed via an alleyway between two buildings and did not form part of a retail frontage and given the focus from Future Wales on town centres as multi-functional places, appropriate locations for new homes, the change of use from Class A1 to Class C3 was considered to be acceptable.

Officers considered that whilst the proposal would represent a departure from the Local Development Plan as it proposed a residential use within Saundersfoot's retail centre, it was not considered that harm would be caused to the vibrancy, vitality or diversity of Saundersfoot's retail centre. As such, the proposed use was considered to be acceptable. There were no over-riding concerns in terms of the impact upon visual or residential amenity and it was not deemed that the proposed use would



have an adverse impact on Saundersfoot Conservation Area's character or appearance.

Therefore the Officer recommendation was that the application be delegated to officers to issue consent subject to the receipt of a Unilateral Undertaking Agreement addressing the provision of a commuted sum towards off-site Affordable Housing, and subject to the conditions set out in the report.

Two verbal updates were provided at the meeting, firstly since writing the report, a draft unilateral undertaking had been received and this was acceptable. Secondly page 91 of the papers did not reference the Planning Ecologists response, however no objections had been raised in relation to the proposal from an ecological point of view. The officer also highlighted that given the prevalence of second/holiday homes in the area, there was a condition restricting the unit to class C3 which would prevent the unit from becoming a second home or short-term holiday let without a further application.

The recommendation of delegated approval subject to conditions was proposed by Dr Plummer, seconded by Councillor Williams and this was carried.

Decision: That the application be delegated to the Chief Executive, Director of Place and Engagement or to the Development Management Manager for approval subject to receipt of a signed unilateral undertaking. If the Section 106 If the Section 106 planning obligation was not completed within 3 months of the date of the Committee resolution, then delegated power was given to the Chief Executive, Director of Place and Engagement or to the Development Management Manager to exercise discretion to refuse the application on the grounds non-compliance with Policy 48 (Affordable Housing) and Policy 55 (Infrastructure Requirements) of the Local Development Plan 2.

The application was also subject to conditions relating to the timing of the development, accordance with approved plans and documents, use restricted to C3 (Dwelling Houses) and off street parking facilities.



- (e) Reference: NP/24/0638/FUL
Proposal: The creation of one traveller site incorporating one static caravan, one touring caravan, day/utility room & ecological enhancements (partly retrospective)
Location: Land at Froghall Yard, Moreton Lane, Saundersfoot, Pembrokeshire, SA69 9JG

It was reported that due to the level of public interest, the Development Management Manager and the Director would like Members to consider making a site visit to this application site prior to formal consideration of the application at a future meeting.

It was proposed by Councillor James, seconded by Councillor Clements, that a site inspection be undertaken, and this was carried.

Decision: That a Committee Site Inspection take place prior to consideration of the application at a future meeting.

[Councillor Clements, Mr Jones and Councillor Hancock tendered their apologies and left the meeting at this juncture]

7. Appeals

The Development Management Team Leader reported on 10 appeals (against planning decisions made by the Authority) that were currently lodged with the Welsh Government, and detailed which stage of the appeal process had been reached to date in every case.

- Three appeal decisions were reported, all of which had been dismissed: EC24/0029 Alleged unauthorised Siting of Caravan - Land to the rear of Jacks Drift, Moreton Lane, Incline Way, Saundersfoot;
- NP/24/0204/FUL Erection of a Community Cash Pod (CCP) (Use Class A2) - Land in north-east corner of Five Arches Car Park, Tenby; and
- NP/24/0126/FUL Demolition of existing kitchen. Alterations to existing fenestration and extension - Rising Sun, Nolton Haven.

Noted.

