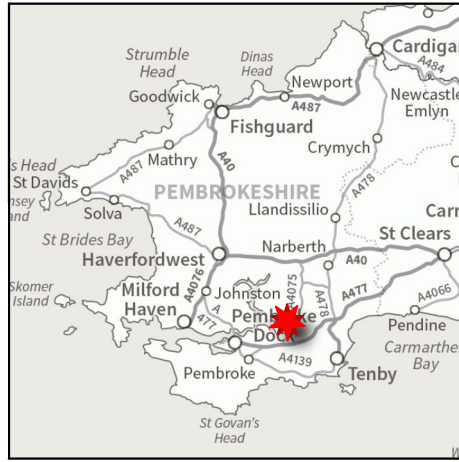




Parc Cenedlaethol
Arfordir Penfro
Pembrokeshire Coast
National Park

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PEMBROKESHIRE COAST NATIONAL PARK AUTHORITY COMMITTEE REPORT



Ref No: NP/25/0079/FUL

Proposal: Pysgah Baptist Chapel, Cresswell Quay, Cresselly, Pembrokeshire, SA68 0TD

Site Location: Reconstruction of shed adjacent to chapel & construction of ramp within cemetery

Recommendation: **Approve**, subject to conditions

The application is considered acceptable in terms of scale, design and need and is being presented to the Development Management Committee as the applicant is an employee of the Pembrokeshire Coast National Park Authority.

The full plans and associated documents can be viewed online via the following link [Citizen Portal Planning - application details](#)

Summary:

The application relates to the construction of an accessibility ramp between the original cemetery and the new cemetery, and a replacement shed for maintenance equipment.

The site comprises a chapel and grounds located within the recently designated Cresswell Quay Conservation Area, with the south boundary marking the edge of this conservation area.

The site has established mature trees along the south and east boundaries, that are important to the setting of the site and the conservation area and are considered to be a key constraint.

Consultee Response

- Carew Community Council – Approve
- PCNPA Ecologist – Support - Complies with PPW12 and *Environment (Wales) Act 2016*

Public Response

A site notice and neighbour notification letters were posted in accordance with requirements of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012.

No representations have been received

Policies considered

National Policy

All planning applications in Wales need to be determined in accordance with the statutory National Development Plan:

- [Future Wales: The National Plan 2040](#) (FW)
- [Planning Policy Wales 12](#) (PPW12).

Technical Advice Notes

The Future Wales Plan should be seen and read as a whole, and in conjunction with National planning policy in the form of Planning Policy Wales (Edition 12, February 2024) as well as considering the following Welsh Government Technical Advice Notes (TAN's) www.gov.wales/technical-advice-notes:

- TAN 5 – Nature Conservation and Planning
- TAN 12: Design
- TAN 24: The Historic Environment

Local Development Plan 2 (Adopted September 2020)

Additionally, within the Pembrokeshire Coast National Park, The Local Development Plan 2 (LDP2) is also the relevant development plan with the following policies being applicable to this proposal.

- Policy 01 (National Park Purposes and Duty)
- Policy 08 (Special Qualities)
- Policy 11 (Nationally Protected Sites and Species)
- Policy 14 (Conservation of the Pembrokeshire Coast National Park)
- Policy 29 (Sustainable Design)
- Policy 30 (Amenity)
- Policy 32 (Surface Water Drainage)

These policies can be viewed on the Policies page of Pembrokeshire Coast National Park website: <https://www.pembrokeshirecoast.wales/wp-content/uploads/2024/01/LDP-Text-for-Adoption-Web.pdf>

LDP2 Supplementary Planning Guidance

In addition, the Authority produces Supplementary Planning Guidance (SPG) on various topics, and these may be material considerations in the determination of any future application made. In respect of the proposal the most relevant SPG's are:

- Landscape Character SPG
- Biodiversity SPG
- Conservation Areas SPG
- Sustainable Design & Development SPG

Constraints

- Landscape Character Area
- Contaminated Land
- High Coal Risk
- Low Coal Risk
- Conservation Area
- Historic Landscape

Relevant Planning History

- NP/19/0173/FUL - Change of use of land to east to cemetery - Approved
- 09/332 – Creation of 8 parking spaces on land north of Chapel – Approved

1. Officer's Appraisal

Site details

1. The site comprises a chapel was built in 1821 and extended in 1877, a Sunday School built 1854 and extended to the north in 1914 and the east in 2022. A parking area (approved in 2009) is to the north of the main site, and there is a new cemetery section incorporated into the site (approved in 2019) to the east.
2. Pisgah Chapel was built by the Baptists in 1821, giving rise to the small settlement of cottages that are present today situated between Cresswell Quay to the north and Whitehill to the south. The chapel and grounds are also within the recently designated Cresswell Quay Conservation Area, with the south boundary marking the edge of the conservation area.
3. The site is bound by the C3604 road to the west, with fields and open countryside to the north and east, and a private property to the south.
4. The site has established mature trees along the south and east boundaries, that add to the setting of the site and the conservation area.

Current Proposal

5. The proposal comprises:
 - Reconstruction of shed adjacent to chapel
 - Construction of ramp within cemetery linking original cemetery to new cemetery.

2. Key Issues

The application raises the following planning matters:

- 2.1. Policy and Principle of Development
- 2.2. Siting, Design, and Impact upon the Special Qualities of the National Park
- 2.3. Amenity and Privacy
- 2.4. Biodiversity, Protected Sites, Green Infrastructure & Landscaping
- 2.5. Access and Parking
- 2.6. Surface Water Drainage
- 2.7. Conservation Area

2.1. Policy and Principle of Development:

6. Section 38 of The Planning and Compulsory Purchase Act 2004 requires that in determining a planning application the determination must be in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for the National Park comprises Future Wales - The National Plan 2040 (FW) and the Local Development Plan 2 (LDP2).
7. Future Wales – The National Plan 2040 (FW), was adopted on 24th February 2021 and is the National Development Framework for Wales, and the national tier of the Development Plan. Policy 4 (Supporting Rural Communities) of FW states that Strategic and Local Development Plans must identify their rural communities, assess their needs, and set out policies to support them.
8. On page 104, Future Wales states that: 'National Park Authorities are unique planning entities with a specific remit to reflect the distinctive characteristics of their areas...and that Future Wales policies respect the functions of National Parks in terms of their statutory purposes...'.

9. The primary objective of PPW12 is to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental, and cultural well-being of Wales, as required by the Planning (Wales) Act 2015, the Well-being of Future Generations (Wales) Act 2015 and other key legislation and resultant duties such as the Socio-economic Duty.
10. A well-functioning planning system is fundamental for sustainable development and achieving sustainable places. PPW12 promotes action at all levels of the planning process which is conducive to maximising its contribution to the well-being of Wales and its communities.
11. The proposal is considered to be appropriate in terms of scale and use, is the implementation of the ramp and replacement shed are not considered to have a detrimental impact on the distinctiveness of the national park, and the principle of the development can be supported in relation to LDP2.

2.2. Siting, Design, and Impact upon the Special Qualities of the National Park

12. Policy 08 (Special Qualities), of LDP2, 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. These qualities are characteristics and features which individually or in combination contribute to making the National Park unique.
13. Policy 14 (Conservation of the Pembrokeshire Coast National Park) of LDP2 seeks the conservation of the Pembrokeshire Coast National Park, resisting development that would cause significant visual intrusion, be insensitively or unsympathetically sited within the landscape, and/or fail to harmonise with, or enhance the landform and landscape character of the National Park.
14. Policy 29 (Sustainable Design) of LDP2 requires all development proposals to be well designed in terms of place and local distinctiveness.
15. The proposed replacement mower shed and access ramp within the cemetery are of modest appearance and scale, which are suitable within the context of the chapel and grounds.
16. The functional requirement for installation of the shed is to replace the existing shed which is in poor condition and is inadequate to safely store equipment for the maintenance of the cemetery. The proposed shed is on a similar footprint to the existing shed, although slightly bigger, extending further to the south into the grassed graveyard area. The materials are typical of an equipment shed comprising corrugated steel walls and roof with timber boarded doors. Section 88 of the PCNPA Sustainable Design & Development SPG notes that metal sheeting comprising traditional rounded corrugation on is appropriate smaller buildings.
17. The ramp to serve the purpose of the church and will improve accessibility for the land users when accessing the new cemetery area. Whilst of modern form and materials, it is not considered that the ramp will adversely affect the characterful appearance of the existing chapel and associated grounds to an unacceptable degree.
18. The introduction of ramped access is considered a significant benefit and improves accessibility in accordance with criterion d. of Policy 29 (Sustainable Design) of LDP2.

19. Overall, the proposal is considered to be acceptable in terms of Policies 8, 14 and 29 of LDP2

2.3. Amenity and Privacy:

20. Policy 30 (Amenity) of LDP2 seeks to protect the amenity of people living in the National Park and states that development will not be permitted where it has an unacceptable adverse effect on amenity, particularly where:
- i) the development would have a detrimental impact on the quality of the environment currently enjoyed by people living, working or visiting the Park; and/or
 - j) the development is of a scale incompatible with its surroundings; and/or
 - k) the development leads to an increase in traffic or noise or odour or light which has a significant adverse effect; and/or
 - l) the development is visually intrusive.
- Policy 30 (Amenity) supports Policy 14 (Conservation of the Pembrokeshire Coast National Park) in not allowing development that creates a visual intrusion.
21. The site is visible from public routes, including the road (C3064) into Cresswell Quay running along the west boundary, and from a public footpath (5/4) 80 metres to the north of the site; however, the scale of the development is not considered to have a detrimental impact on the amenity of the area.
22. The proposal is therefore considered to be appropriate in terms of Policy 30 (Amenity) of LDP2 and can be supported.

2.4. Biodiversity, Protected Sites, Green Infrastructure & Landscaping

23. PPW12, TAN5 and LDP2 Policy 11 (Nationally Protected Sites and Species) requires biodiversity considerations to be taken into account in determining individual applications. The presence of a species protected under UK or European legislation is a material consideration when dealing with applications that are likely to result in disturbance or harm to the species or its habitat.
24. To comply with Planning Policy Wales 12 (2024) and the Environment (Wales) Act 2016, planning authorities are expected to ensure every development positively contributes to biodiversity.
25. Chapter 6 of Planning Policy Wales 12 states that green infrastructure plays a fundamental role in shaping places and our sense of well-being, and is intrinsic to the quality of the spaces we live, work and play in.
26. It also states that a green infrastructure statement should be submitted with all planning applications and that the green infrastructure statement will be an effective way of demonstrating positive multi-functional outcomes which are appropriate to the site in question and must be used for demonstrating how the stepwise approach has been applied.

27. The PCNPA ecologist has reviewed the application and notes that the tree planting and bat box as outlined in the statement and plans are welcome to comply with PPW12 and *Environment (Wales) Act 2016*.
28. The GIS also raises the removal of a tree adjacent to the proposed ramp location; however, this is not considered to be acceptable as the tree has historic and amenity value, and there are no obvious reasons for removal at this time. As such, all landscape features on site (with the exception of a section of the hedgebank removed to facilitate the ramp) will be retained, and a condition applied to any approval.
29. The GIS also refers to proposed landscaping
30. The replacement mower shed is located where the existing shed is positioned and is away from the main landscape features, as such this will have limited impact if works are carried out based upon arboricultural guidance
31. In relation to the ramp, this is in proximity to retained trees along the boundary. A site visit identified the approximate root protection areas with the root protection areas of the trees overlapping in the location for the proposed ramp position. It is considered that with an appropriate arboricultural method statement (AMS) the ramp can be installed without significant impact on the trees. This has been raised with the agent who has contacted an arboricultural consultant to provide this information which will be subject to a pre-commencement condition.
32. Overall, in relation to PPW12, Policies 1, 8, 11, 14, and 30 of LDP2, the proposal is acceptable subject to conditions.

2.5. Access

33. The public sector equality duty (Section 149 of the *Equality Act 2010*) must be considered when granting planning permission for any development. The Welsh Government and local authorities have a duty to implement the UN Convention on the Rights of Persons with Disabilities (CRPD) in order to safeguard and promote all users' rights. In addition, the Welsh Government's Framework for Action on Independent Living imposes extra duties on public sector organisations in Wales to improve opportunities for disabled people to access services and facilities. In short, public authorities have a duty to:
 - advance equality of opportunity
 - eliminate discrimination and harassment
 - promote positive attitudes
 - encourage participation by disabled peopleIn providing this improved access to the cemetery, the proposal will contribute to delivering equality of opportunity and this element of the proposal is a material consideration in its favour.
34. Drawing 792-06 shows the ramp to be approximately 1450 mm wide, with a 1 in 12 gradient with landings at each change of direction with each section no longer than six metres. Each landing - including the intermediate landing along the main slope – are also in excess of 1200 mm wide. Drawing 792-09 also shows the provision of a handrail 1000 mm high along the entire length of the ramp.
35. The proposal is considered to accord with Policies 59 and 60 of LDP2.

2.6. Conservation Areas:

36. Section 160 of the Historic Environment (Wales) Act requires that when considering planning applications, special attention must be paid to the desirability of preserving or enhancing the character or appearance of the area in Conservation Areas.
37. Designated in 20024, the Cresswell Quay Conservation Area is the National Park's newest conservation area
38. On the approach to Cresswell Quay from the south, via Whitemill, the entrance to the conservation area is marked by Pisgah chapel, the school room and the former workers' dwellings known as Pisgah Cottages.
39. The south boundary of Pisgah Chapel also marks the edge of the Cresswell Quay Conservation Area and so the setting of this conservation area can be a material consideration. However, the proposed works are limited in scale, and in terms of the ramp will have very limited visibility from outside the site. The replacement shed will be more visible from the road; however, it is proportionate to the storage needs of the site and is to be constructed from traditional materials which will minimise any detrimental impact to the setting of the site or the conservation area.
40. The key characteristics of the Cresswell Quay Conservation Area that relate to this site are:
 - The character of Cresswell Quay is intrinsically linked to its history and development.
 - The Conservation Area is of outstanding historical importance, retaining much evidence of its past.
 - The layout of the village grew around the coal industry.
 - The village has been little changed by later development and is something of a hidden gem.
 - The character of the buildings is predominantly late 18th century or early 19th century nineteenth century. The architectural palette is typically simple, including render, sash windows and slated roofs.
 - The key structures and buildings include Cresswell Quay, Cresswell Castle, Cresswell Arms, Cresswell Bridge, Cresswell Mill, Pisgah Chapel, Pisgah Cottages, Back Cottages and Cresswell House.
 - Trees and the steep wooded valley sides to the river are important to the character of the area.
41. It is advised that where development takes place within the conservation area, even minor operations should be based on an understanding of how a particular building 'works', in itself and in relation to its setting. It is considered that this proposal has been carefully considered and has achieved an acceptable proposal of enabling accessibility within the site and management of the site without having a detrimental impact on the setting of the conservation area.
42. The proposal is considered to accord with *Historic Environment (Wales) Act*, the PCNPA Conservation Areas SPG and relevant national and local legislation and policy.

3. Conclusion

43. Based on the information above and relevant legislation, policy and guidance, it is considered that the proposed development of a replacement shed and accessibility ramp within the cemetery grounds of Pysgah chapel is acceptable and can be supported.
44. In reaching a recommendation, regard has been given to the requirements of sections 3 and 5 of the Well Being of Future Generations (Wales) Act 2015. It is considered that this recommendation is in accordance with the Act's sustainable development principle through its contribution towards the Welsh Ministers' well-being objective of supporting safe, cohesive and resilient communities.

4. Recommendation

APPROVE, subject to the following conditions:

1. The development shall begin no 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:
 - 792-05 – Proposed site plan
 - 792-06 – Proposed site layout plan (Ramp)
 - 792-07 - Proposed replacement mower shed floor plan
 - 792-08 – Proposed replacement mower shed elevations
 - 792-09 - Proposed ramp elevations
 - 792-10 – Proposed site plan - green infrastructure
 - Cover letter
 - Green Infrastructure Statement**Reason:** In order to be clear on the approved scheme of development in the interests of protecting visual amenity and the special qualities of the National Park. Policy: Local Development Plan 2 – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 14 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).
3. All retained trees, hedgerows and hedge boundary features and/or any trees whose canopies overhang the site shall be protected for the duration of the development (in accordance with *BS5837: 2012 'Trees in relation to design, demolition, and construction – Recommendations'*). An Arboricultural Method Statement is to be submitted to and approved in writing by the local planning authority before the commencement of the development. This information will be based upon the detailed arboricultural report. Development shall thereafter take place in accord with the approved details. Any variations to the details of the documents and plans must only be undertaken after the proposed variations have been agreed in writing by this authority. No works to trees will be carried out without prior approval from this authority.
Reason: To prevent detrimental impact to trees, hedges and other landscape features which contribute to the amenity, landscape & biodiversity of the site and surrounding area. Local Development Plan 2 – Policies: 1 (National Park Purposes and Duty), 8 (Special Qualities), 14 (Conservation and enhancement of the Pembrokeshire Coast

National Park), 30 (Amenity), SPG 12 – Biodiversity, Technical Advice Note (TAN) 5: Nature Conservation and Planning (2009), Technical Advice Note (TAN) 10: Tree Preservation Orders (1997

4. No development, demolition or site clearance shall take place until there has been submitted to and approved in writing by the local planning authority a scheme relating to the immediate landscape. The approved scheme shall include the following details:
- Clarification of planting / landscaping proposals
 - Scale plan on proposed site layout showing precise site-specific locations
 - Schedules of plants (trees and hedges)
 - Plant species
 - Plant supply sizes
 - Proposed numbers of each proposed species
 - Hedge planting density and method (e.g. double staggered)
 - Implementation programme / timescale / phasing of planting
 - Management and replacement of failures details
 - Details of any constructed green features – Pembrokeshire hedgebanks

Development shall thereafter take place in accordance with the approved details. Any variations to the details of the documents and plans must only be undertaken after the proposed variations have been agreed in writing by this authority.

Reason: In 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 of the site and surrounding area. Local Development Plan 2 – Policies: 1 (National Park Purposes and Duty), 8 (Special Qualities), 14 (Conservation and enhancement of the Pembrokeshire Coast National Park), 30 (Amenity), SPG 07 – Biodiversity, Technical Advice Note (TAN) 5: Nature Conservation and Planning (2009), Technical Advice Note (TAN) 10: Tree Preservation Orders