Application Ref: NP/12/0205

Application Type: Full  
Grid Ref: SM85390314  
Applicant: Mr Andrew Knowles  
Agent: Mr G Williams, GMW Design  
Proposal: Demolition of existing cafe building and replacing with new cafe building  
Site Location: Wavecrest Cafe, Angle, Pembroke, Pembrokeshire, SA71 5BE  
Case Officer: Caroline Phillips

Summary

This planning application is reported to members, as one of the landowners of the application site was a member of the Development Management Committee at the time of the submission of the application.

Planning permission is sought for the demolition and replacement of an existing café building which is in a poor state of repair. The café is located on land south of the car park at West Angle Bay, and is within Angle Conservation Area. The site falls outside of the Centre Boundary for Angle, as defined for the purposes of the Pembrokeshire Coast National Park Local Development Plan.

Conservation Area Consent for the demolition of the building has been sought under application reference NP/12/0097.

In principle, there is no objection to the replacement of the café building, which provides an important community and visitor facility and is well located in terms of access and public transport. However, upon consultation, the application has raised a series of issues in respect of the proposed design, the retention of an existing static caravan on the site, and potential ground and land contamination issues.

The Authority’s Conservation Officer has recommended refusal of the proposal, as the proposed design is considered bland and characterless, and officers would hold a similar view that the proposed building is devoid of the detailing and character that would befit the wider conservation area and coastal setting. The existing static caravan would be retained, which is of concern to officers, as the use of such structures other than for holiday purposes within an existing caravan/holiday park, should only be on a temporary basis as opposed to a long term design solution; and this application does not address a more suitable and permanent means of providing the required facilities. In respect of the prevailing ground conditions, consultation responses from the Land Contamination Officer at Pembrokeshire County Council, and the Environment Agency Wales are conditional upon a series of planning conditions requiring full and detailed site investigation, mitigation and monitoring of the site in light of its historic past as land associated with a brickworks. The information supplied with the
application is not clear in how much ground works would be required as a result of the re-development of the café, and, as a result, officers are concerned that this issue of potential land contamination cannot be fully assessed at this stage.

In light of these issues, the application – as submitted – could not be supported by officers, and the recommendation is of refusal.

**Consultee Response**

Environment Agency Wales: No objection - if recommendations with regard to reducing the impact of flooding and the contaminated land conditions noted are incorporated in any planning permission issued.

Public Protection Division - PCC: Conditional Consent

Angle Community Council: No objection

Countryside Council for Wales: No objection

**Public Response**

A site notice was posted in accordance with statutory requirements. No third party comments have been received to date.

**Policies considered**

LDP Policy 01 - National Park Purposes and Duty
LDP Policy 07 - Countryside
LDP Policy 08 - Special Qualities
LDP Policy 10 - Local Sites of Nature Conservation or Geological Interest
LDP Policy 11 - Protection of Biodiversity
LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park
LDP Policy 29 - Sustainable Design
LDP Policy 30 - Amenity
LDP Policy 34 - Flooding and Coastal Inundation
LDP Policy 48 - Community Facilities and Infrastructure Requirements
LDP Policy 53 - Impacts on traffic
PPW4 Chapter 04 - Planning for Sustainability
PPW4 Chapter 05 - Conserving and Improving Natural Heritage and the Coast
PPW4 Chapter 06 - Conserving the Historic Environment
PPW4 Chapter 07 - Supporting the Economy
SPG03 - Sustainable Design
SPG07 - Conservation Area Proposals
SPG08 - Validation of Planning Applications
TAN 05 - Nature Conservation and Planning
Wavecrest café is a prefabricated timber structure, currently in poor repair. The building sits within a modest ‘curtilage’, and in a slightly elevated position on the southern side of the car park at West Angle Bay. There is an existing static caravan to its eastern side, which is used for staff and storage.

The application site falls within or adjacent to a number of designations, these being Angle Conservation Area, Historic Landscape, a Special Area of Conservation, a Site of Special Scientific Interest, a Regionally Important Geological Site, the Coast Path. The site falls partially within the C2 Flood Zone, and is also within a known area for contaminated land being on part of the site of a former brickworks.

Previous planning history.

A planning application was made earlier this year, and cancelled due to the requirement for additional information. Planning permission was granted on a temporary basis for the use of twin mobile units as a café in 1990 (NP/208/90).

Current proposal.

The existing café is to be demolished and a new timber framed and clad structure constructed on the same footprint. The structure will have a low pitched gable box profile sheeting roof, and glazing in either hardwood or upvc. The new structure will measure 11.9 metres in width, 9.6 metres in depth and 3.6 metres in height to the apex of the roof’s ridge. As part of this application, there will be additional paved areas created to formalise the picnic area and leading to the bin storage area.

Key Issues.

Policy
Siting and Sustainable Design
Amenity and Privacy
Access and Parking
Landscaping
Biodiversity
Land Contamination
Other Material Considerations (flooding)
Policy

Policy 48 of the Local Development Plan deals with community facilities and supports new facilities where they are well located to meet the community’s needs and they are convenient to public transport. The replacement café is close to an existing car park and is served by an existing Coastal Cruiser bus route. The principle of the replacement café use is therefore acceptable in this location.

Planning Policy Wales Edition 4, paragraph 4.10.10, TAN 12 – Design and Policy 8 – Special Qualities, Policy 29 – Sustainable Design and Policy 30 - Amenity can be referred to in respect of the historic environment. The application site falls within a Conservation Area and a Historic Landscape, and its position is very visible within this setting. Whilst the need for a new building is recognised, this has to be balanced with the requirement to ensure that new development enhances the historic landscape and is of imaginative, high quality, sustainable design. The proposed building is simple in form and design, but is very plain in appearance, and has little detailing or character that would befit its coastal setting within a historic landscape. It is considered, therefore, that the proposal would not meet the policy requirements detailed above.

Siting and sustainable design.

As detailed above, the application site is very open and visible in character, as it is slightly elevated in ground level above the main car park at West Angle Bay. It is considered that on such a prominent site and coastal setting, the design of any new structure would have to be appropriate in both quality and appeal.

The proposed design is lightweight in appearance, being timber clad on a timber frame, and the supporting design and access statement states that the structure has been designed to be thermally efficient and uses passive sun to maximise daylight to the building. However, the resultant design is ‘boxy’ in proportion, and unrelieved by any detailing that would add some individuality to the proposal. It is also noted that the existing static caravan, located to the east of the café is to be retained for staff and storage use. It is considered that there is an opportunity to design any staff or storage requirements into the new structure, rather than to keep the caravan, as this would be considered to detract from the overall appearance of any new scheme within this setting.

Amenity and privacy.

The café is located some distance from residential properties, and would not be considered to raise any concerns regarding amenity or privacy in that regard. In respect of visual amenity, the existing structure is in need of repair or replacement, however, the concerns in respect of the proposed design would need to be addressed in order for a suitable scheme to be approved.
Access and parking.

The café sits adjacent to a long standing public car park, and the existing pedestrian and vehicular accesses to the site are to be unaffected by the proposal.

Landscaping.

There are no trees or hedges to the application site. As part of the redevelopment of the café, some additional hard landscaping is proposed, to formalise the picnic area and access to bin stores.

Biodiversity.

The application site falls close to a Special Area of Conservation, and within a Site of Special Scientific Interest. The Countryside Council for Wales have been consulted, and have no objection to the proposal, provided that the activity associated with the development is kept within the footprint of the existing site. This would include the storage of construction materials and temporary storage of material relating to the demolition, which should be within a designated area.

A protected species survey was submitted with the application, which concluded that, subject to the same condition as given by CCW above, the development was unlikely to have a detrimental impact on the site designations or biodiversity of the area.

Land Contamination.

Wavecrest café was built on land within the confines of a brickworks, and whilst not within the area of the brickworks buildings, it is in the vicinity of associated structure and possible fill material. Both the Contaminated Land Officer in Pembrokeshire County Council, and the Environment Agency Wales have recommended that if planning permission is granted, this is to be subject to a range of conditions requiring risk assessment, site investigation, remedial measures, long-term monitoring, verification reports and contingency measures. The Environment Agency Wales has stated that ‘without these conditions, the proposed development on this site poses an unacceptable risk to the environment’.

It is not clear from the application, how much ground work would be required as a result of the re-development of the café, hence officers are unable to judge the potential impact of the development on issues of land contamination. As a result of the comments from the Environment Agency in particular, officers are also concerned at the level and depth of detail that would be required post development in order for the issue of potential land contamination to be fully addressed. It is your officers’ view that in this instance, the information in respect of the above recommendations is necessary as part of the submission of the application to ensure that any issues can be properly assessed and be included in the design and layout of
the proposals. In their absence, it is not possible to fully assess the impact of the proposals on the environment and as such this should form a reason for refusal.

**Flooding.**

The site partially falls within a C2 Flood Zone, and the applicant has addressed flood prevention measures in the submission. The Environment Agency have recommended that they have no objection, subject to the comment that in addition to the measures suggested by the applicant, a Flood Management Plan be produced for the development, and appropriate signage be used to warn occupiers of the risk.

**Recommendation.**

That the application be refused for the following reasons;

1. By virtue of the proposed design and retention of the existing static caravan, the proposal fails to protect or enhance the Angle Conservation Area setting. This will have an adverse visual impact and will detract from the special qualities of the National Park, contrary to the Pembrokeshire Coast National Park Local Development Plan Policies 1 – National Park Purposes and Duty, 8 – Special Qualities (d), 15 – Conservation of the Pembrokeshire Coast National Park (b) and (d), and 29 – Sustainable Design (a). The proposal is also contrary to PPW4 paragraph 4.10.10 and TAN 12 – Design.

2. Insufficient information has been provided in respect of the ground works that would be required as a result of the proposed redevelopment of the site, in order for officers to be able to fully assess the issue of land contamination, and any implications there may be on the siting, design and layout of the proposal.