
Application Ref: NP/13/0311

Application Type	Full
Grid Ref:	SN05773910
Applicant	Mr & Mrs Richard & Liz Barlow & Docwra
Agent	Mr Julian Bishop
Proposal	Change of use from existing retail shop (A1) to 1 bedroom residential dwelling
Site Location	The Warehouse, East Street, Newport, Pembrokeshire, SA42 0SY
Case Officer	Andrew Richards

Summary

The application is reported to the Development Management Committee as the proposal is a departure from current planning policy.

The site known as The Warehouse is located within the middle of Newport and accessed off the main trunk road which cuts through Newport. It is located on the southern side of East Street and has a low two storey frontage with an existing roof light provided in the front roof. Whilst the site forms part of the overall retail unit known as Havard's the site is viewed externally as a subsidiary element with the unit being clearly set back from the main retail unit and having a lower ridge line, the unit also has a separate shop front and external access door. The application seeks approval for the change of use of this part of the existing retail shop (A1) to a one bedroom residential dwelling. The proposal will involve losing part of the existing retail shop which is currently used for storage, however it is noted that this section of the shop stands alone with no internal access from the retail shop into the storage area. The unit has a frontage of some 4 metres and is currently providing storage over two levels with internal access to the upper level via a central staircase. The site also includes an external area to the rear of the building which will form a rear garden for amenity purposes.

Whilst the proposal is contrary to Local Development Plan policy, in respect of the loss of retail uses in the centres, officers consider that based on the information provided and in the interests of protecting the vitality and viability of Newport there are material considerations which have considerable weight. Thus the loss of a relatively small portion of the retail premises is justified through providing an opportunity to provide residential accommodation in a sustainable location and contribution to affordable housing provision in the town and outweighs the policy objection. The proposal has a scale and detailed design which is in-keeping with the property and the wider conservation area, and will also maintain the special qualities of the National Park when viewed from the immediate and wider landscape. As such, the proposal can be supported subject to appropriate conditions relating to timing of works within five years, in accordance with the approved plans, retention of the middle vertical glazing bar to the display window and further details of the materials to be used on the new rear window.

Consultee Response

Trunk Road Agency: No objection

Buildings Conservation Officer: Conditional Consent - To retain vertical glazing bar to display window

Dwr Cymru Welsh Water: Conditional Consent

Natural Resources Wales: Standard Advice

Newport Town Council: No Response Received - No formal response at time of report

Dyfed Archaeological Trust: No adverse comments

Ecologist - Pembrokeshire County Council: No adverse comment

Public Response

The application has been advertised by site notice, neighbour notification and newspaper advertisement. No responses have been received to date, but any subsequent responses will be reported at committee if available.

Policies considered

Please note that these policies can be viewed on the Policies page Pembrokeshire Coast National Park website - <http://www.pembrokeshirecoast.org.uk/default.asp?PID=549>

Circular 61/96 - Conservation Areas

LDP Policy 01 - National Park Purposes and Duty

LDP Policy 03 - Newport Local Centre

LDP Policy 08 - Special Qualities

LDP Policy 11 - Protection of Biodiversity

LDP Policy 13 - Historic Landscapes Parks and Gardens

LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 42 - Employment Sites and Live/Work Units

LDP Policy 43 - Protection of Employment Sites and Buildings

LDP Policy 44 - Housing
LDP Policy 45 – Affordable housing
LDP Policy 50 - Town and District Shopping Centres
LDP Policy 53 - Impacts on traffic
PPW5 Chapter 03 - Making and Enforcing Planning Decisions
PPW5 Chapter 04 - Planning for Sustainability
PPW5 Chapter 05 - Conserving and Improving Natural Heritage and the Coast
PPW5 Chapter 06 - Conserving the Historic Environment
PPW5 Chapter 08 - Transport
PPW5 Chapter 09 - Housing
PPW5 Chapter 10 - Planning for Retailing and Town Centres
PPW5 Chapter 12 - Infrastructure and Services
SPG05 - Sustainable Design
SPG06 - Landscape
SPG08 - Affordable Housing
SPG13 - Archaeology
SPG17 - Conservation Area Proposals
SPG21 - Accessibility
TAN 02 - Planning and Affordable Housing
TAN 04 - Retailing and Town Centres
TAN 05 - Nature Conservation and Planning
TAN 12 - Design
TAN 18 - Transport

Officer's Appraisal

The application is reported to the Development Management Committee as the proposal is a departure from current planning policy and is recommended for approval.

Background and History

The site known as The Warehouse is located within the middle of Newport and accessed off the main trunk road which cuts through Newport. It is located on the southern side of East Street and has a low two storey frontage with an existing roof light provided in the front roof. Whilst the site forms part of the overall retail unit known as Havard's the site is viewed externally as a subsidiary element with the unit being clearly set back from the main retail unit and having a lower ridge line, the unit also has a separate shop front and external access door. Several applications have been determined on this site previously and these relate to the conversion of outbuilding to workshops approved under planning reference NP/230/92, the extension to the retail area approved under planning reference NP/99/016 and the provision of

extensions, alterations and change of use to residential, refused under planning reference NP/00/440.

Constraints

LDP Designation – Retail Centre

Biodiversity Issue

Historic Landscape

LDP Centre - 70% affordable housing provision and 30 units/ha minimum density

Conservation Area

Current Proposal

The application seeks approval for the change of use of this part of the existing retail shop (A1) to a one bedroom residential dwelling. The proposal will involve losing part of the existing retail shop which is currently used for storage, however it is noted that this section of the shop stands alone with no internal access from the retail shop into the storage area. The unit has a frontage of some 4 metres and is currently providing storage over two levels with internal access to the upper level via a central staircase. The site also includes an external area to the rear of the building which will form a rear garden for amenity purposes.

Key Issues

The application raises the following planning matters:-

- Policy and Principle of Development and Impact on Retail Centre
- Affordable Housing Provision
- Impact on the National Park and Conservation Area
- Siting and Sustainable Design
- Amenity and Privacy
- Access and Parking
- Landscaping
- Biodiversity
- Land Drainage

Policy and Principle of Development and Impact on Retail Centre:

The site known as The Warehouse is located within the middle of Newport Local Centre as defined by the Local Development Plan (LDP), the site also falls within the Retail Centre (RC) and Conservation Area (CA) of Newport. LDP, Policy 50 – Town and District Shopping Centres, seeks to ensure that the vitality, viability and diversity of shopping centres within the National Park is maintained and enhanced. Within the district shopping centre of Newport, changes of use will be permitted where other commercial uses are proposed and where there are no unacceptable disturbances to the occupiers of nearby property or adversely affect amenity. Proposals will also need to have a scale, siting and design that are considered to be appropriate and would contribute to the character and appearance of the area. The current proposal involves the change of use of the existing retail storage unit from part of a larger existing retail unit into a residential dwelling. The proposal is therefore not supported by Policy 50 of the LDP as the proposal involves the loss of the commercial premises.

Notwithstanding this, Planning Policy Wales (PPW) Chapter 10.2.4 indicates that although retailing should continue to underpin town, district, local and village centres it is only one of the factors which contributes towards their well-being. PPW, Chapter 10.3.17 goes on to state that some sites in urban areas may be suitable for housing development that could help bring vitality to urban centres. Where vacant offices and retail premises in existing shopping centres seem unlikely to be used again for these purposes, authorities should encourage conversion to other appropriate uses.

The application has provided some detail of the role of the premises which is the subject of the application within the context of the wider business and details of how the wider business has been marketed during the last 15 months. The supporting details also indicate that allowing the conversion of a small portion of the total floor space of the retail unit may help to ensure that the larger element is retained as a viable retail business which is important to the overall retail offer and viability of Newport district shopping centre. It is considered that in this instance, the small loss of footprint of the unit and the modest 4 metre retail frontage onto East Street and conversion into a residential dwelling is acceptable in principle, and will not have a significant adverse impact on Newport retail centre in this instance.

Affordable Housing Provision:

Policy 45 of the LDP seeks a commuted sum for affordable housing on developments for single dwellings. The application details submitted in support of the current proposal outlines the acceptance of this aspect and also includes the provision of a unilateral undertaking which is considered to be acceptable.

Impact on the National Park and Conservation Area:

The proposal is not considered to have an adverse visual impact on this area of the National Park given that the proposal does not include any significant external alterations. The site does however fall within the Conservation Area of Newport and the current proposed design details the loss of the central vertical glazing bar within the existing shop window. It is considered that the feature should be retained to assist in maintaining a clear vertical emphasis on this fenestration, and a condition will be added on any consent that may be granted to cover this aspect.

Siting and Sustainable Design:

The proposed siting of the development is considered to be acceptable in this instance. The proposal includes minor works to the overall structure that include the provision of a larger rear window to serve the dining/kitchen and lounge room and internal alterations to provide the new layout. Excluding these elements there are no other works proposed to the structure and the proposal is therefore considered to have an acceptable design. However, no details have been indicated in respect of the materials to be used in the provision of the new window and this aspect will be covered via a planning condition imposed on any consent that may be granted to ensure that sustainable design philosophies are adopted.

Amenity and Privacy:

Policy 30 of the LDP states that development will not be permitted where it has an unacceptable impact on amenity. The adjacent properties known as Carningli and Havards are both retail units at ground floor level with associated residential accommodation provided at first floor level. The rear garden of the unit is also screened from the neighbouring properties to a good degree, and therefore it is considered that the proposal will not have an adverse impact on neighbours privacy or amenity.

Access and Parking:

The existing access provision to the site will be maintained through the current doorway within the front elevation, and the location of the unit within East Street results in no parking available on site or within the street. The Trunk Road Agency has been consulted as part of the application process and has not raised any objections with the proposal. It is also considered that the central location of the residential unit, the existing public transport provision and existing facilities within Newport are considered to support the lack of parking provision within the current proposal.

Landscaping:

The current scheme does not propose any additional external works to the existing rear raised garden, therefore no further consideration is required in this instance.

Biodiversity:

PPW, TAN5 and LDP policy 11 requires biodiversity and landscape 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.

Both PCC Planning Ecologist and Natural Resources Wales (NRW) have been consulted as part of the application process and no objections have been raised on the current scheme from either consultee. However NRW have requested that an informative be added to any consent issued in respect of planning advice notes regarding the measures to be taken should any protected species be found.

Land Drainage:

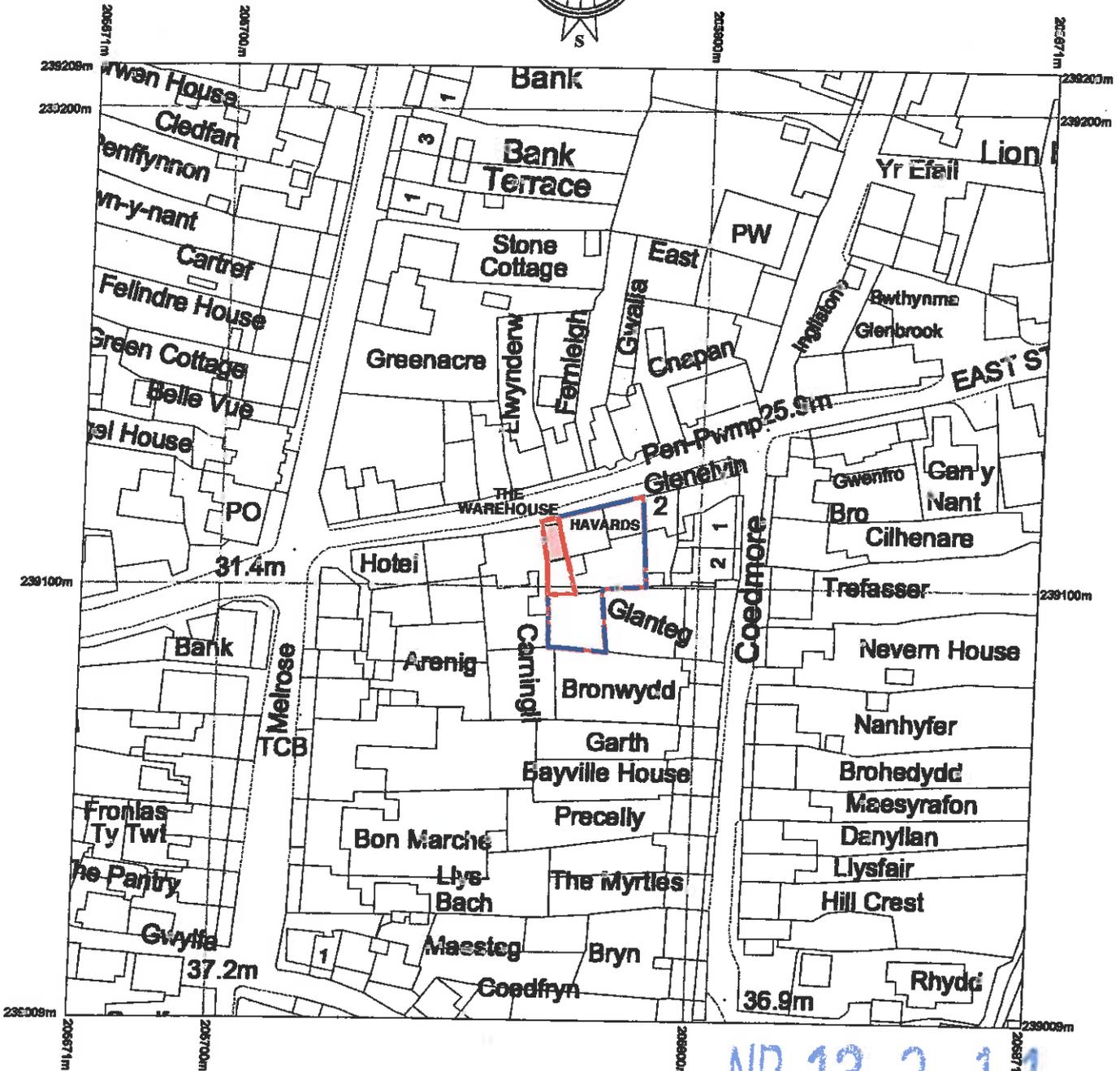
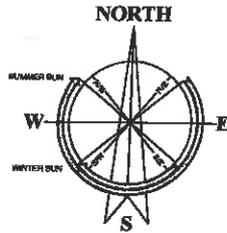
The proposal does not include any additional extensions and the existing surface water drainage will remain as existing which currently discharges into the mains. In respect of the foul water discharge, the new dwelling will include a wet room and compact kitchen at ground floor level and a bathroom at first floor level. These new facilities will be discharged via a new soil and vent pipe into the main foul sewer system, and Dwr Cymru Welsh Water has been consulted as part of the planning process. They have requested that an informative be added to any consent issued to advise the applicant of the proximity of the foul sewer within the rear garden, associated development exclusion zones and the process to follow for new foul connections.

Conclusion

Whilst the proposal is contrary to Local Development Plan policy, in respect of the loss of retail uses in the centres, officers consider that based on the information provided and in the interests of protecting the vitality and viability of Newport there are material considerations which have considerable weight. Thus the loss of a relatively small portion of the retail premises is justified through providing an opportunity to provide residential accommodation in a sustainable location and contribution to affordable housing provision in the town and outweighs the policy objection. The proposal has a scale and detailed design which is in-keeping with the property and the wider conservation area, and will also maintain the special qualities of the National Park when viewed from the immediate and wider landscape. As such, the proposal can be supported subject to appropriate conditions relating to timing of works within five years, in accordance with the approved plans, retention of the middle vertical glazing bar to the display window, further details of the materials to be used on the new rear window and the removal of permitted development rights for the new dwelling.

Recommendation

Delegate to Head of Development Management to issue consent subject to no adverse comments received from current consultee responses.

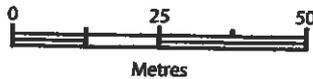


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Metres

REV B - 09 JULY 2013
 REV A - 24 APR 2013



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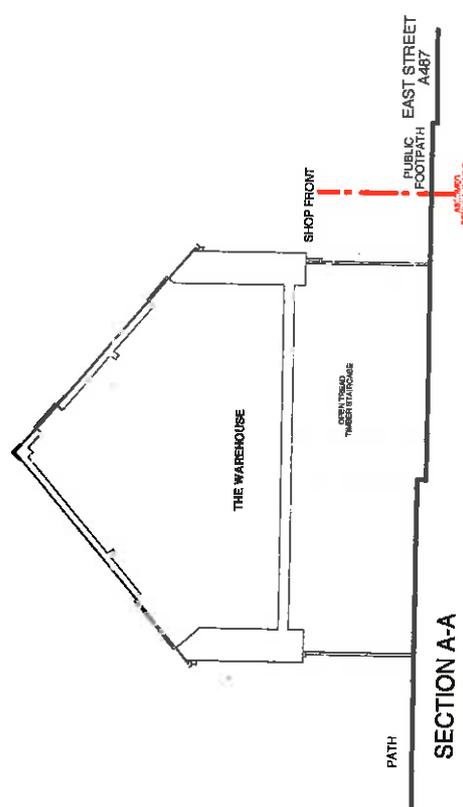
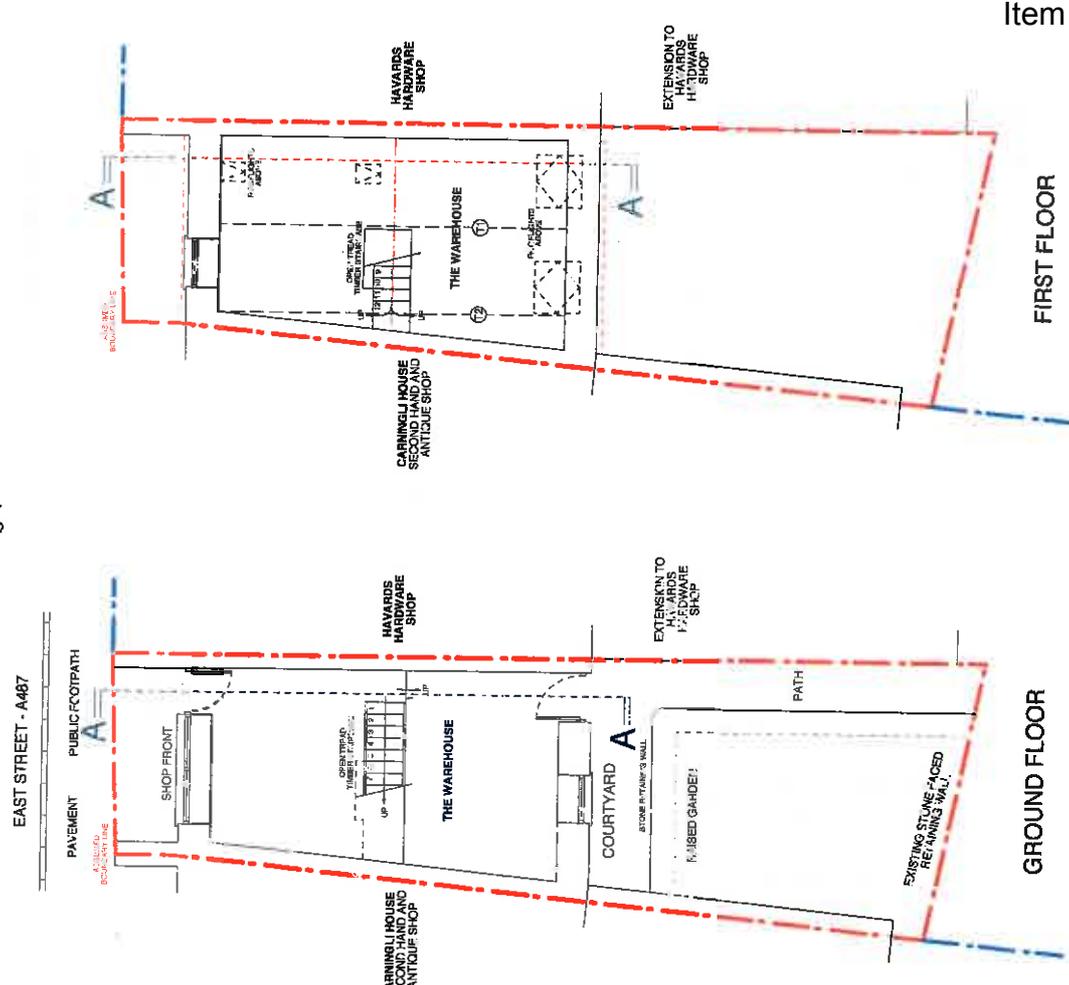
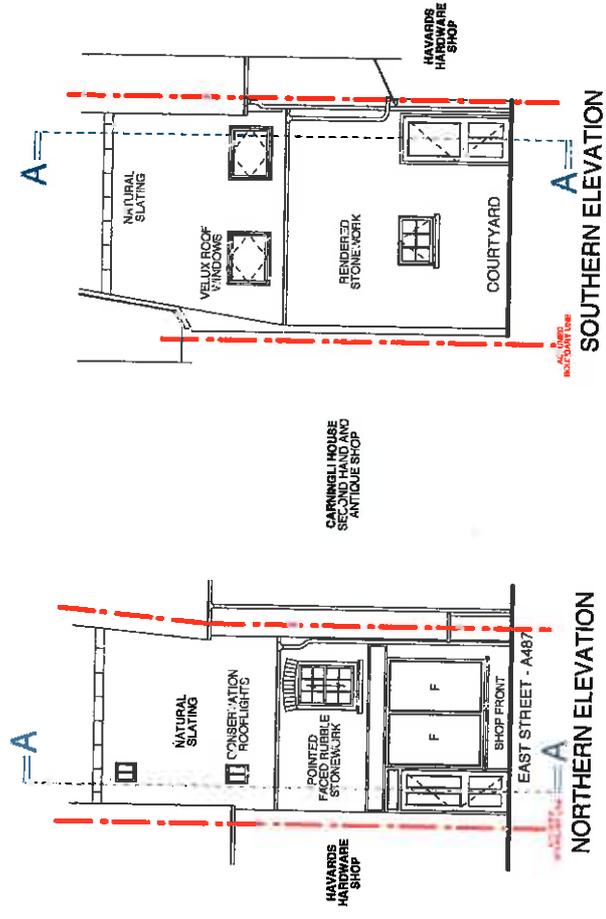
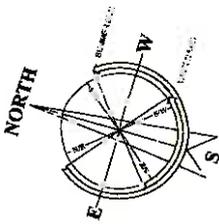
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Drawing: SURVEY AS EXISTING FOR CHANGE OF USE - LOCATION PLAN

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288

03 Rev. B



Item 6(b)

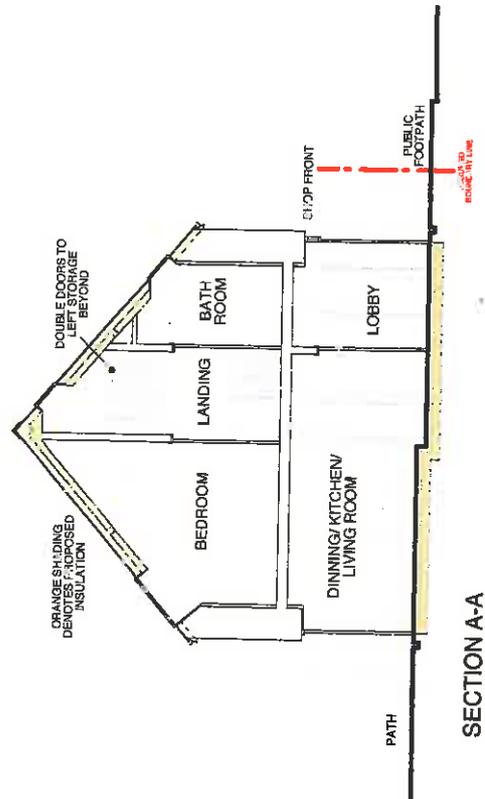
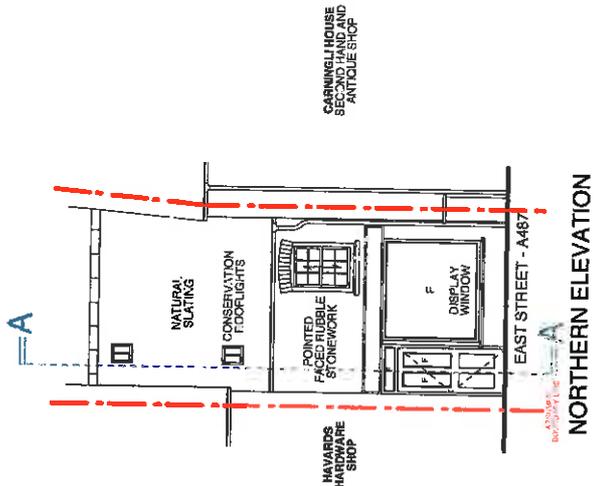
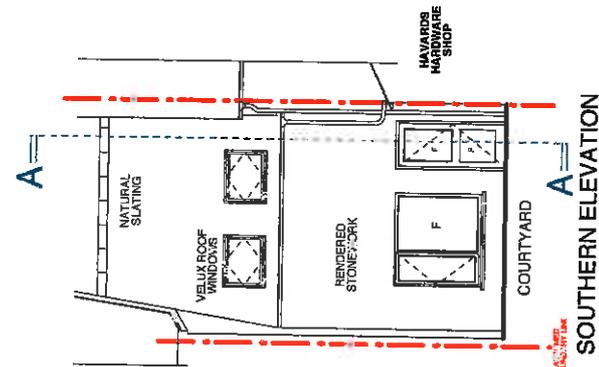
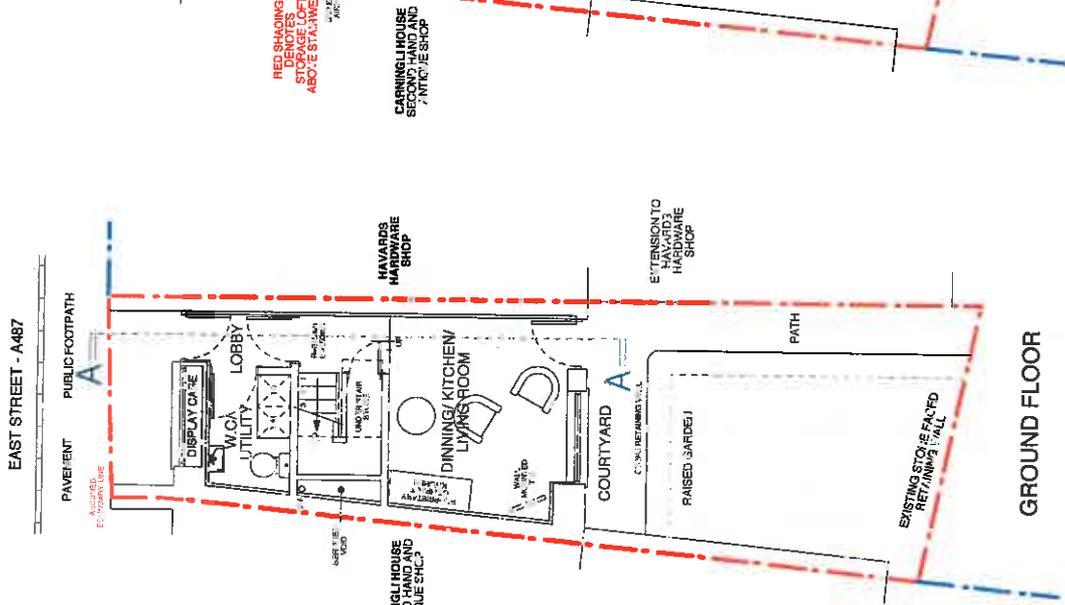
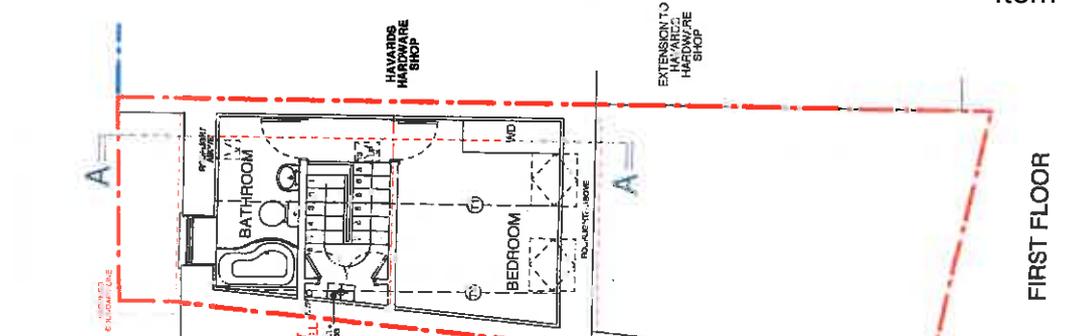
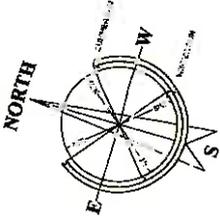
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288
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 Job: THE WAREHOUSE COTTAGE, HAWARDS HARDWARE STORE,
 EAST STREET, NEWPORT, PENBRYN PARK, SA42 6SY
 Drawing: SURVEY AS EXISTING FOR CHANGE OF USE
 Scale: 1:100
 Date: APRIL 2013
 Page: Sheet A3





REV: A - 02 AUG 2018

288

Rev. **10** A

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Drawings: AS PROPOSED FOR CHANGE OF USE
GROUND & FIRST FLOOR PLANS

Scale: 1:100 Date: AUGUST 2013

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