Application Ref: NP/14/0518

Application Type

Full

Grid Ref:

SN13590492 Mr DJ Bevnon

Applicant Agent

Mr D Brown, Mango Planning & Development Ltd

Proposal

Change of use of Thomas Memorial Chapel to a single dwelling, change of use of part of the ground floor of the

Manse from Class A2 to residential. Erection of a dwelling to the rear of the Chapel and partial demolition of The Manse and Chapel to provide off-street parking &

associated works

Site Location

The Manse & Thomas Memorial Chapel, High Street,

Saundersfoot, Pembrokeshire, SA69 9EJ

Case Officer

Andrew Richards

Summary

The application has been reported to the Development Management Committee as a Departure from the Local Development Plan with a recommendation of conditional approval.

The application site is located to the north east of High Street within the village of Saundersfoot and forms part of a continuous Conservation Area frontage and is also part of the retail centre. The existing site contains a disused chapel, vacant retail unit and first floor residential apartment within existing manse building. The current application seeks approval for the change of use of Thomas Memorial Chapel to a single dwelling, change of use of part of the ground floor of the Manse from an A2 use to residential. In addition to the provision of a new dwelling to the rear of the Chapel and partial demolition of The Manse and Chapel to provide off-street parking & associated works.

The proposal is considered to be in accordance with the Local Development Plan (LDP) (when read as a whole). Whilst the proposed scheme does not meet the criteria set out in policy 50 of the LDP, officers consider that based on the information provided, and in the interests of protecting the vitality and viability of Saundersfoot there are material considerations in this instance which on balance are considered to outweigh the policy objection. This view is taken as the loss of retail on this site is not considered to be a significant loss to the overall provision of retail within the retail centre and the proposal also provides an opportunity for residential accommodation in a sustainable location which will contribute to the vitality, viability and diversity in this area of the village.

The proposal is considered to preserve the setting of the adjacent Rose Cottage, a listed building and also retains the character of the group of buildings within the street scape that forms part of the Conservation Area. The proposal will also maintain the special qualities of the National Park when viewed from the immediate and wider landscape. As such, the proposal is an

acceptable departure from policy 50 of the LDP and can be supported subject to appropriate conditions.

Consultee Response

Saundersfoot Community Council: Approve - Subject to concerns that the new house being built was very large, ensure that roads are kept clean and tidy, already busy road, party toa Traffic Management Plan.

Coal Authority: No objection

Dwr Cymru Welsh Water: Conditional Consent - Plus Advisory Notes

Natural Resources Wales: No objection

PCC - Ecologist: No objection

PCC - Transportation & Environment: Conditional Consent

PCNPA - Buildings Conservation Officer: Conditional Consent

PCNPA - Park Direction: Recommend Refusal - The development is considered to be unacceptable in principle due to lack of information to enable the Authority to consider the viability of the community facility and A2 unit as a going concern.

Dyfed Archaeological Trust: Conditional Consen

Public Response

A site notice was posted and letters forwarded to the adjoining occupiers in accordance with the requirements of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012.

Four letters of objection have been received from neighbouring properties during the consultation period and the issues raised are listed below:

- Loss of on-street parking
- Impact on pedestrian footway from vehicles entering and exiting the site and construction material
- Overdevelopment of the site
- Impact on privacy
- Extent of excavation may impact on existing boundary treatments
- Drainage of surface water
- Need to control construction times, quantity of skips to front of site, access and unloading of material to protect neighbours amenity
- Impact on biodiversity
- Land stability and impact on neighbours property
- Loss of views
- Congestion from construction traffic
- Height of development exceeds that of the existing chapel
- Lack of detail on west elevation
- Housing not in a design to meet the needs of the area
- Loss of open green space to rear of site

- Site unsuitable for people with certain disabilities to live there long term
- Lack of affordable housing
- Impact on the areas character and amenity

The material considerations raised above have been addressed in the main report below.

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

LDP Policy 01 - National Park Purposes and Duty

LDP Policy 04 - Saundersfoot Local Centre

LDP Policy 08 - Special Qualities

LDP Policy 10 - Local Sites of Nature Conservation or Geological Interest

LDP Policy 11 - Protection of Biodiversity

LDP Policy 14 - Protection of Buildings of Local Importance

LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 31 - Minimising Waste

LDP Policy 32 - Surface Water Drainage

LDP Policy 44 - Housing

LDP Policy 45 – Affordable housing

LDP Policy 48 - Community Facilities and Infrastructure Requirements

LDP Policy 50 - Town and District Shopping Centres

LDP Policy 52 - Sustainable Transport

LDP Policy 53 - Impacts on traffic

PPW7 Chapter 03 - Making and Enforcing Planning Decisions

PPW7 Chapter 04 - Planning for Sustainability

PPW7 Chapter 05 - Conserving and Improving Natural Heritage and the

Coast

PPW7 Chapter 06 - Conserving the Historic Environment

PPW7 Chapter 08 - Transport

PPW7 Chapter 09 - Housing

PPW7 Chapter 10 - Planning for Retailing and Town Centres

PPW7 Chapter 12 - Infrastructure and Services

PPW7 Chapter 13 - Minimising and Managing Environmental Risks and

Pollution

SPG05 - Sustainable Design

SPG06 - Landscape

SPG08 - Affordable Housing

SPG11 - Coal Works - Instability

SPG12 - Parking

SPG13 - Archaeology

SPG17 - Conservation Area Proposals

TAN 02 - Planning and Affordable Housing

TAN 05 - Nature Conservation and Planning

TAN 12 - Design

TAN 15 - Development and Flood Risk

TAN 18 - Transport

Officer's Appraisal

Background and History

The application site is located to the north east of High Street within the village of Saundersfoot and forms part of a continuous Conservation Area frontage and is also part of the retail centre. The existing site contains a disused chapel, vacant retail unit and first floor residential apartment within the existing manse building. The existing buildings have not been maintained for some years and are in need of repair. The frontage of the site is also viewed in context with adjacent structures which form a strong and characterful group of buildings, with the existing topography falling down to the beach with buildings heights also stepping down. The street has a mix of uses and this all contributes to the vitality and diversity of this area of Saundersfoot. On-street parking spaces are also located to the front of the site and these provide short stay provision for shoppers.

No recent planning applications have been found on this site.

Constraints

- Special Area of Conservation within 500m
- Special Protection Area within 500m
- LDP Designation
- Biodiversity Issue
- Rights of Way Inland within 50m
- LDP Centre 60% affordable housing with minimum density of 30 units/ha
- Recreational character Areas
- Surface Coal
- High Coal Risk

- Listed Building within 10m
- Conservation Area

Current Proposal

The current application seeks approval for the creation of two new dwellings in addition to the extension of an existing dwelling currently located at first floor within the Manse. The proposal will involve several different elements and these are as explained below.

The proposed change of use of the chapel will facilitate a 4 bedroom dwelling set across three floors with the chapel requiring partial demolition of the rear wing to accommodate part of the wider development. The dwelling will have two en-suite bedrooms and a utility room with direct access from a designated disabled parking space at ground floor level. At first floor the proposal will provide a further two en-suite bedrooms and a large family dining/kitchen area, which provides direct access on to an amenity area. The second floor provides a large living area from which a balcony can be accessed.

Within the Manse at ground floor level the proposal will require the demolition of the rear extension and left hand window bay to provide a vehicle access through to the off street parking space, which will be covered to facilitate a new amenity area at first floor level to serve the dwelling. The existing use of the ground floor unit being A2 will require change of use to C3 to form the new dining room with kitchen to the rear to serve the residential accommodation on the first and second floors. The proposal also includes a new wall and railings to form a new front boundary. At first floor the proposal provides a family room, living room, two bedrooms and a family bathroom with access to the external amenity space provide via the family room. The second floor accommodates a further two bedrooms and a bathroom, with new fenestration provided to the front and rear roof slopes together with a new gable window and chimney.

The proposal also includes a complete new build dwelling within the rear of the site, which is accessed via a stairway from the off street parking area. The dwelling will be inverted so that the ground floor comprises a hall, utility room and wet room together with a communal resident's multi-gym and fitness room and garden and cycle store. First floor provides two bedrooms, bathroom and open plan kitchen/dining and family room with access out onto a lower amenity area. The second floor is provided over two levels with a further two bedrooms both en-suite at the lower level and a lounge and balcony area at the higher level with access out on to the remaining rear garden area.

Key Issues

The application raises the following planning matters:-

- Policy, Principle of Development and Impact on Retail Centre
- Affordable Housing

- Impact on the setting of the Conservation Area, adjacent Listed Building and character of the Chapel and Manse
- Siting and Sustainable Design
- Amenity and Privacy
- Highway Safety and Access
- Landscaping
- Biodiversity
- Land Stability
- Land Drainage
- Other Material Considerations

Policy, Principle of Development and Impact on Retail Centre:

The site and existing buildings are located within Saundersfoot Local Centre as defined in the Local Development Plan (LDP). Policy 4 of the LDP relates specifically to Saundersfoot and sets out the types of development that may be permitted within the Centre. This includes housing to meet the needs of the local area. It also requires developments to contribute to the protection and enhancement of the village's special qualities.

The site is also located within the village's retail centre and Conservation Area. There is an existing retail unit within the ground floor of the manse and the existing chapel is defined as a community facility. Policy 48 relates to community facilities and infrastructure requirements and policy 50 relates to Town and District Shopping Centres.

Dealing firstly with the loss of the Church as a 'Community Facility', LDP Policy 48 'Community Facilities and Infrastructure Requirements' states (in criterion b) that the loss of a community facility will not be permitted except where a suitable replacement or enhanced facility is to be made available or where it can be shown the facility is no longer required or is not commercially viable. When considering a new use, an employment use or affordable housing will be prioritised.

Whilst it can be considered that the facility is no longer required at this location, where this is the case LDP Policy 48 then prioritises other employment uses or affordable housing as suitable alternatives.

The application has detailed that the existing church has not been used for services since March 2012 or any other community facility uses and the Church fellowship has now been relocated to Manorbier due to the poor state of the building and declining congregation numbers. It is also worth noting that Saundersfoot now benefits from the new Regency Hall community centre which currently caters for a vast range of community facilities with disabled access ramps to the building, adjacent parking and modern multi-use areas. Therefore, it is considered that the use of the site as a community facility is unlikely to be continued given the lack of other community uses showing an

interest in the site during the marketing exercise and also the competition from the Regency Hall development which is in close proximity to this site.

The proposal also details how a marketing exercise has been undertaken on the existing properties over an acceptable period of time for other employment uses and it is considered that sufficient evidence has been provided to conclude that there are no other viable employment uses for these buildings at this time. The evidence also looked at the possibility of office use in detail and what is required for basic office facilities as a basic requirement; access for disabled, parking for staff and visitors and high speed broadband facilities are sought. Whilst the site may be located within the centre of Saundersfoot it is not considered that the site would offer the best chance to meet the first two requirements with the third requirement being enabled in the short term. In respect of affordable housing provision this is detailed further on in the report. However the application has been appropriately assessed and the assessment proves that the development would not be viable if a requirement for on-site provision or off-site contribution to affordable housing were imposed. As such it is difficult to envision that the whole site would be suitable for affordable housing and officers have concluded that there is no realistic prospect of this policy preference being delivered at this site.

To conclude, the proposed development is considered acceptable in terms of policy 48.

In respect of the loss of the A2 unit within the Manse, LDP Policy 50 states that, within district shopping centres, classes A1, A2, A3, B1, C1, D1 or D2 will be permitted. This policy seeks to maintain the vitality and vibrancy of shopping centres within the National Park.

The current proposal involves the change of use of the existing A2 unit to form part of the residential dwelling, and the proposal is therefore not supported by Policy 50 of the LDP given that C3 use class is not listed above. However, it is also worth noting that the existing building's which are currently within the High Street all have a varied mix of ground floor uses which are as follows:

- A1 8
- A2 2
- A3 2
- C1 1
- C3 4
- D1 1

It is noted that references to PPW chapters within the submitted planning statement suggest residential development can be considered acceptable in town centre locations. Paragraph 10.2.4 of PPW states that although "retailing should continue to underpin town, district, local and village centres it is only one of the factors which contribute towards their well-being. Policies should encourage a diversity of uses in centres". In addition, paragraph 10.2.5

provides that in existing centres (of which the site forms part), the restoration of redundant buildings which are worthy of retention can make them suitable for re-use for a variety of retailing, commercial, entertainment, cultural or residential purposes.

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".

It is relevant that a marketing exercise has been undertaken on the existing properties over an acceptable period of time for other employment uses and it is considered that sufficient evidence has been provided to conclude that there are no other viable employment uses for these buildings at this time. It is considered that on balance, the proposal for residential use at this location will not have an adverse impact on the retail centre of Saundersfoot as a whole and can therefore be supported in principle, notwithstanding policy 50.

Affordable Housing:

Policy 2 of the LDP requires consideration of the need for affordable housing where new units of residential accommodation are proposed and Policy 45 of the LDP seeks to deliver affordable housing in the National Park. It is recognised that there is a need for affordable housing within Saundersfoot, and the threshold for negotiating provision of units is two or more residential units. The current proposal for two new units of residential accommodation meets this threshold. Therefore on-site provision will be sought unless it is proved that the proposed scheme is unviable for on-site provision of affordable housing. Where a scheme is considered to be unviable for such provision a financial contribution towards affordable housing in the local area will be sought.

The agent has submitted an economic viability assessment for the proposal which details viability issues with the proposal in respect of on-site affordable provision and also off site contributions. This information submitted has been appropriately assessed through the three dragons tool kit and the assessment proves that the development would not be viable if a requirement for on-site provision or off-site contribution to affordable housing were imposed, and therefore the proposed scheme will not be required to either provide affordable housing or contribute towards affordable housing in the local area.

Impact on the setting of the Conservation Area, adjacent listed building and character of the Chapel and Manse:

To the immediate east of the site lies Rose Cottage which is a Listed Building; and this together with the chapel and manse structures form a strong and characterful group within the Conservation Area, being historic and of architectural importance. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, requires consideration be given to the special

desirability of preserving or enhancing the setting of listed buildings. The character of the group is considered to be retained and this is further reenforced with the re-instated chimney and railings features within the current proposal. The treatment of the chapel façade is sensitive with the addition of new windows being legible insertions. The loss of the ground floor bay on the manse is not considered to detract from the existing street scene, and these alterations together with the new dormer window features are considered to add to the overall architectural character of the street scape.

In terms of the development to the rear, the impact on the Conservation Area will be negligible as it will be hardly visible from close and medium-range public vantage points. Whilst it is noted that some of the roof-scape will be visible from higher land to the south and south west this will be viewed in the context of existing development along Wogan Lane and Church Terrace. Therefore the current proposal will preserve the character and appearance of the Conservation Area as required by Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Dyfed Archaeological Trust along with the Authority's Building Conservation Officer both support the proposal subject to conditions relating to photographic survey of the existing buildings, detailed drawings for fenestration on the front elevations and also the proposed front railings.

Siting and Sustainable Design:

Policy 29 of the LDP refers to sustainable design and expects all proposals for development to demonstrate an integrated approach to design and construction in terms of 'a' place and local distinctiveness, 'b' environment and biodiversity, 'c' community cohesion and health, 'd' accessibility, 'e' energy use, 'f' energy generation, 'g' materials and resources, 'h' water and drainage, 'i' waste and 'j' resilience to climate change. Policy 31 of the LDP refers to minimising waste requiring development to minimise, re-use and recycle waste generated during demolition and construction. Policy 32 of the LDP requires development to incorporate sustainable drainage systems for the disposal of surface water on site. The current siting, scale, form, design and materials proposed are considered to be acceptable and also incorporate sustainable elements within both its design and construction materials, which in this instance are considered to be appropriate in terms of sustainability.

Amenity and Privacy:

Policy 30 of the LDP refers to 'amenity' in general seeking to avoid incompatible development and significant adverse impact upon the amenity enjoyed by neighbouring properties particularly where the development is an inappropriate use, is of a scale incompatible with its surroundings, development leads to an increase in traffic, noise, odour or light or the development is visually intrusive. Letters of objection raise issues on privacy, extent of excavation and loss of open green space to rear of site.

The existing site contains a disused chapel, vacant retail unit and first floor residential apartment within this large plot and the proposal for change of use is not considered to result in any harmful impact upon the amenity and privacy currently enjoyed by neighbouring properties. This view is taken given the careful design solutions adopted from the applicant to take account of neighbour's privacy. In respect of the extent of excavation works and the loss of open green space to the rear of the site, it is considered that these elements are acceptable in planning terms and can be supported.

Highway Safety and Access:

Policies 52 and 53 of the Local Development Plan refer to sustainable transport and the traffic impacts of proposed development. The application includes a new vehicle access into the site through the demolition of the left hand side ground floor bay window within the manse. The new access will lead via a new archway access into the middle of the site where two new disabled parking spaces and a turning area is provided.

The Highways Authority at the County Council has been consulted on the application, and they considered that the overall floor areas and general traffic generation from the site will not increase.

It is stated that there has been a vehicle access to the manse site for some time but has not been used all the time since the laying of the half hour parking bays within the street. Whilst it is noted that the site falls within "Zone 1" as identified within the LDP Parking Guidelines where "nil" parking can be accepted, the proposed two disabled parking bays are considered to be acceptable in this instance.

However, it is considered that there could be road safety dangers if more than two cars try to park within the site. The response also indicates that pedestrian visibility is available with further views gained through the new proposed railings and exit visibility for drivers entering the traffic flow is acceptable. Therefore, the proposal is supported subject to conditions relating to detailed information on the creation of the new vehicle access and full alterations to the parking bay area on High Street, any access gates to be set back from the carriage way and parking and turning shall be completed and retained for no other use.

Landscaping:

The proposal includes new areas of hard and soft landscaping within the site area and this is considered to be acceptable in principle and can be supported. However, the proposed scheme does not include detailed information in respect of the specific details of any proposed landscaping, boundary treatments or protection to existing trees and hedges adjoining the site and it is considered that planning condition(s) be imposed on any consent issued to cover these aspects.

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.

PCC Ecologist has commented on the application stating that the protected species report submitted confirms that whilst there is evidence of bats in the surrounding area, no evidence of bats was found within the building. Both NRW and the Ecologist advise that the mitigation measures submitted are considered to be acceptable. The Ecologist also advises that given the location of the site and high potential for bats present in the surrounding area any proposed external lighting should be agreed in writing with the National Park Authority. Condition(s) will be added to any consent issued to cover these aspects. As such, the proposal conforms with the relevant requirements of PPW, TAN5 and LDP policy 11.

Land Stability:

The site lies in a High Coal Risk Area, whereby Planning Policy Wales confirms that the responsibility for determining the extent and effects of unstable ground remain with the developer, and that the responsibility and subsequent liability for safe development and secure occupancy of the site rests with the developer and / or landowner (paragraphs 13.9.1 and 13.9.2 respectively). The Coal Authority is a statutory consultee for development within defined coal mining areas, and there is a duty on the National Park Authority to consider ground stability issues when determining applications within these areas.

The application was originally supported with a Coal Mining Report and the Coal Authority raised a substantive concern on the proposal. However, the appropriate Coal Mining Risk Assessment Desk Study Report has now been submitted and considered by The Coal Authority. After having considered the Report they do not raise objections to the current proposal but do advise that more detailed considerations of ground conditions and/or foundation design may be required under building regulations.

Land Drainage:

Policy 29 of the LDP requires all development proposals to be well designed in terms of water and drainage (criterion 'h'); policy 32 requires development proposals to incorporate sustainable drainage systems for the disposal of surface water on site. The proposal provides new roof areas within the site and the application has not detailed how surface water runoff from these areas will be discharged with foul water directed to the mains foul sewer. Natural Resources Wales (NRW) and Dwr Cymru Welsh Water (WW) have been consulted as part of the application process and both support the

proposal subject to conditions relating to surface water discharge from the site.

Conclusion

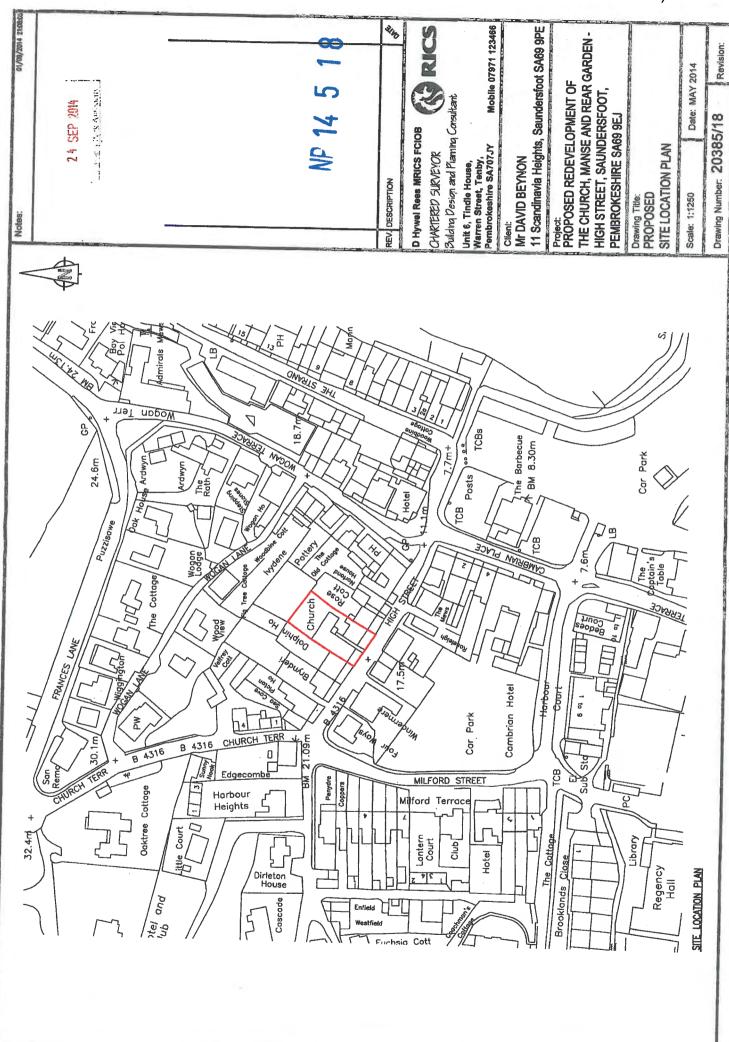
The proposal is considered to be in accordance with the Local Development Plan (LDP) (when read as a whole). Whilst the proposed scheme does not meet the criteria set out in policy 50 of the LDP, officers consider that based on the information provided, and in the interests of protecting the vitality and viability of Saundersfoot there are material considerations in this instance which on balance are considered to outweigh the policy objection. This view is taken as the loss of retail on this site is not considered to be a significant loss to the overall provision of retail within the retail centre and the proposal also provides an opportunity for residential accommodation in a sustainable location which will contribute to the vitality, viability and diversity in this area of the village.

The proposal is considered to preserve the setting of the adjacent Rose Cottage, a listed building and also retains the character of the group of buildings within the street scape that forms part of the Conservation Area. The proposal will also maintain the special qualities of the National Park when viewed from the immediate and wider landscape. As such, the proposal is an acceptable departure from policy 50 of the LDP and can be supported subject to appropriate conditions.

Recommendation

Approve subject to conditions relating to:

- Timing of works
- In accordance with approved drawings
- Photographic record on existing buildings
- Detailed drawings on fenestration and railings required
- Details of external materials and colours
- Detailed information on the creation of the new vehicle access and full alterations to the parking bay area on High Street
- Access gates to be set back from the carriage way
- Parking and turning shall be completed and retained for no other use.
- External lighting scheme
- Land drainage runoff
- Surface water discharge
- Landscaping and boundary treatments including protection measures
- Construction method statement
- Remove permitted development rights on Schedule 2, Part 1



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17.5mm PROPOSED SITE BLOCK PLAN	Drawing Title: EXISTING AND PROPOSED SITE BLOCK PLANS	Cilent: Mr DAVID BEYNON - 11 Scandinavia Heights, Saundersfoot SA69 9PE	
Tree Cottoge Tree	RICS Scale: 1:500 Dete: SEPTEMBER 2014	Mobile 07971 123468 Drawing Number: 20385/19	
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