

Application Ref: NP/18/0687/FUL

Case Officer Andrew Richards
Applicant Mr M Davies
Agent Mr M Farrar, The Urbanists
Proposal Proposed Coastal Schooner Centre (mixed use for education, exhibition space/heritage interpretation, meetings and refreshments facility, use classes D1 and A3).
Site Location Events Deck, The Harbour, Saundersfoot, Pembrokeshire, SA69 9HE
Grid Ref SN13670470
Date Valid 26-Nov-2018 **Target Date** 08-May-2019

This application is referred to committee for consideration due to the public interest in the wider scheme at Saundersfoot Harbour and for consistency of approach.

Consultee Response

Saundersfoot Community Council: No objection
PCNPA Planning Ecologist: No comment
PCNPA Park Direction: Support
PCNPA Buildings Conservation Officer: No adverse comments
PCC Transportation and Environment: Conditional consent
PCC Drainage Engineers: No adverse comments
PCC Access Officer: Add informative
PCC Public Protection: No adverse comments
Dwr Cymru Welsh Water: Conditional consent and informative
Natural Resources Wales: No objection
Cadw: No comments
Dyfed Archaeological Trust: No adverse comments
Mid and West Wales Fire: No objection
Friends of Saundersfoot and District: No objection
Theatres Trust: No objection

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 responses have been received.

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
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LDP Policy 04 - Saundersfoot Local Centre
 LDP Policy 08 - Special Qualities
 LDP Policy 09 - Light Pollution
 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 18 - Porthgain, Saundersfoot and Tenby Harbours
 LDP Policy 29 - Sustainable Design
 LDP Policy 30 - Amenity
 LDP Policy 32 - Surface Water Drainage
 LDP Policy 34 - Flooding and Coastal Inundation
 LDP Policy 35 - Visitor Economy
 LDP Policy 50 - Town and District Shopping Centres
 LDP Policy 52 - Sustainable Transport
 LDP Policy 53 - Impacts on traffic
 PPW10
 SPG05 - Sustainable Design
 SPG06 - Landscape
 SPG11 - Coal Works - Instability
 SPG12 - Parking
 SPG13 - Archaeology
 SPG17 - Conservation Area Proposals
 SPG21 - Recreational and Leisure Activities
 SPG22 - Seascape Character
 SPG23 - Enabling Sustainable Development in Welsh NPAs
 TAN 05 - Nature Conservation and Planning
 TAN 06 - Planning for Sustainable Rural Communities
 TAN 12 - Design
 TAN 13 - Tourism
 TAN 14 - Coastal Planning
 TAN 15 - Development and Flood Risk
 TAN 18 - Transport
 TAN 23 - Economic Development
 TAN 24 - The Historic Environment

Constraints

Special Area of Conservation - within 500m
 Special Protection Area - within 500m
 Technical Advice Note 15
 LDP Designation
 Ancient Monument - within 500m
 Potential for surface water flooding
 LDP Centre:60pc aff housing;30 units/ha
 Recreation Character Areas
 Low Coal Risk
 Surface Coal
 Landscape Character Assessment
 Seascape Character Assessment

Officer's Appraisal

Background and History

The application site forms part of the recently completed events deck within Saundersfoot Harbour. The new deck area has been constructed over the existing sluices and has several access points to the adjacent road with direct ramped access at the northern end of the deck.

- NP/18/0210/NMA – Non-material amendment to the seating deck shape, provide access ramps and steps including crabbing area – Approved 14.09.2018
- NP/15/0311/DOC – Discharge of Condition 11 (Flood gates) for NP/14/0445 – Discharged 14.06.2015
- NP/15/0302/DOC – Discharge of Condition 6 and 12 of NP/14/0445 – Discharged 14.06.2015
- NP/15/0250/DOC – Discharge of Condition no's 9 & 10 of NP/14/0445 – Discharged 12.06.2015
- NP/15/0152/DOC – Discharge of conditions 3 (Demolition) & 4 (Construction Method Statement) of NP/14/0584 – Discharged 21.04.2015
- NP/15/0072/DOC - Discharge condition no. 7 (protection of trees) of NP/14/0445 – Discharged 03.03.2015
- NP/15/0043/DOC - Discharge of condition no. 5 (Archaeology) of NP/14/0445 – Discharged 10.02.2015
- NP/14/0445 - Construction of a new commercial slipway leading from the harbour area to the beach, installation of a two/three tier dry racking system for boat storage on the harbour, installation of inner harbour landing pontoon and access bridge, installation of decking over sluice and demolition of Jones and Teague buildings – Approved 09.12.2014
- NP/14/0584 – Demolition of existing buildings, linked to development proposals in planning application ref: NP/14/0445 – Approved 09.12.2014
- NP/11/450 - Demolition of existing single storey chandlery & boat repair shed for re-development of site for mixed development (Outline) – Approved 01.03.2013
- NP/11/502 - Outline application with consideration of means of access for residential development (12 units), and retail and general industrial (B2) units. All other matters reserved – Approved 01.03.2013

- NP/06/537 - Construct new slipway, water sports centre, harbour storage & ancillary accommodation (including residential) (Outline) (ROC) – Approved 08.01.2000
- NP/06/362 - Construct new slipway, water sports centre, harbour storage and ancillary accommodation (Outline) – Approved 31.10.2003
- NP/00/346 - Construct new slipway, water sports centre, harbour storage & ancillary accommodation (Outline) – Approved 22.09.2000

Current Proposal

The application seeks approval for the proposed Coastal Schooner Centre (mixed use for education, exhibition space/heritage interpretation, meetings and refreshments facility (use classes D1 and A3). The schooner centre will be provided in the form of a schooner boat with associated masts and rigging.

The boats hull will have a dark woodgrain planking finish to the outer skin fixed to galvanised steel spines with a mix of rain screen cladding to the inner skin and glazed sections allowing natural daylight into the structure. Internal access will be provided via stair hatch and lift on to the upper deck area which will provide additional space for events and access to fixed rigging.

Key Issues

The application raises the following planning matters:-

- Policy and Principle of Development
- Visual Amenity and Special Qualities of the National Park
- Impact on the Conservation Area
- Siting and Sustainable Design
- Amenity and Privacy
- Highway Safety and Access
- Biodiversity
- Land Stability
- Land Drainage and Flooding
- Other Material Considerations

Policy and Principle of Development:

The site is within the Centre of Saundersfoot, the Saundersfoot Conservation Area, the retail area for Saundersfoot and the harbour. The application is part of a wider proposal to improve the appearance and use of Saundersfoot harbour. The structure, whilst unconventional in design, will house a variety of uses.

Policy 4 of the Local Development Plan sets out the strategy for Saundersfoot. In the context of this application the strategy aims to encourage small scale employment opportunities, protect and enhance the district shopping centre and community facilities, ensure that development contributes to the protection and enhancement of the village's special qualities and protects and enhances the harbour.

Policy 8 of the Plan sets out how the Special Qualities of the National Park should be protected including protected sites within the developed coast for uses that need a coastal location. In this instance the use is linked to the harbour regeneration and therefore needs to be in this location.

Policy 18 of the Plan relates to harbour developments and allows for development that sustains working harbour activities and conserves or enhances the existing character of the harbour. The overall aim of the wider scheme of which this application is part, is to enhance the harbour at Saundersfoot. Whilst changing the appearance and introducing new structures, the harbour theme is retained within the proposals. Over time the use of the harbour has changed and will continue to evolve. This proposal will help to make good use of the open space within the harbour for the benefit of the community and vitality of the village.

Policy 35 of the Local Development Plan sets out the strategy for visitor attractions and directs them to the larger settlements in the National Park. Saundersfoot is a Local Centre and therefore the proposal meets this policy requirement.

Policy 50 of the Plan allows a range of uses within identified shopping centres which cover all those listed in the description of this application. The use of the site for this purpose is therefore compliant with policy.

The proposed structure is considered to be acceptable in principle, subject to design and siting considerations. The proposed development is also considered to comply with policies contained within the Local Development Plan and National Planning Policy in the form of Planning Policy Wales (Edition 10, December 2018) and having regard to all material considerations it is considered that the development will be in keeping with the aims of the LDP.

Visual Amenity and Special Qualities of the National Park:

In considering the application the impact of the proposal on the National Park landscape is a key consideration and therefore Policies 8 and 15 are particularly relevant. Policy 15 aims to control development causing a significant visual intrusion. In addition to these policies the Authority has adopted a Landscape Character Assessment (LCA) and Seascape (SCA) Supplementary Planning Guidance (SPG) of which the current site straddles the boundary of LCA 1 (Saundersfoot Settled Coast) and SCA 40 (Carmarthen Bay West).

LCA 1 recognises that this is an area of land fronting a broad bay with associated rolling lowland and settlement between Tenby and the eastern boundary of the National Park. The strong link with the coast provides a sense of place in much of the area. Although the area is substantially settled, the area contains some attractive farmland and woodland patches which intersperse the smaller settlements and farmsteads.

SCA 40 recognises that the area is located on the north and west coast of Carmarthen Bay and comprises an indented coast with small headlands and accessible beaches seen against a hill and valley rural backcloth. North of Tenby the

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majority of the coast is rural with a semi-natural mosaic on coastal land. This area is hinterland of mixed farmland and mixed mature woodland with large areas recently felled running to the coast interspersed with coastal settlements and caravan parks which are noticeable and detractive in parts.

The proposed structure is large in scale with a total length of 31.5 meters and a height of 21.9 metres. The main mass is concentrated at low level with only the masts and fixed rigging extending above 4.5 metres off the adjacent decking level. This results in the visual impact of the entire structure being limited to views within the harbour area given the level of screening provided by the adjacent buildings and structures.

The application includes detailed modelling of the proposed structure within locality to assist with consideration on the visual impact from eight important viewpoints within the surrounding landscape. Both Natural Resources Wales and your officers consider that this detailed modelling clearly indicates that the proposed structure will not have any significant adverse impact on this part of the National Park and its special qualities.

As such, it is considered that the current proposal is acceptable in terms of visual amenity and retains the special qualities of this area of the National Park and also the character and identity of the local centre of Saundersfoot and the harbour.

Impact on the Scheduled Ancient Monuments:

Cadw have indicated that they have carefully considered the submitted application and do not consider that the current proposal would have any adverse impact on any scheduled monuments within this area.

Impact on the Conservation Area:

The proposal is considered to reinforce the maritime history of the village, as well as retaining the legibility of the former dock area, and the proposal is ultimately reversible. In communal terms it is considered that the proposal preserves and enhances the conservation area.

Siting and Sustainable Design:

Policy 8 of the Pembrokeshire Coast National Park Local Development Plan (LDP) is a strategy policy which refers to the special qualities of the National Park and lists priorities to ensure that these special qualities will be protected and enhanced. Policy 15 of the LDP seeks the conservation of the Pembrokeshire Coast National Park with criteria 'a', 'b' and 'd' resisting development that would cause significant visual intrusion, be insensitively and unsympathetically sited within the landscape, and/or fail to harmonise with, or enhance the landform and landscape character of the National Park. Policy 29 of the LDP requires all development proposals to be well designed in terms of place and local distinctiveness (criterion 'a').

The proposal is considered to be appropriately sited within the harbour area over the existing sluices, its design and the use of materials in this coastal environment are

also considered to indicate a method of construction which will be sustainable in nature and include high energy performing fabric to ensure the structure is well insulated and energy efficient. As such, the proposal is considered to be acceptable in sustainable design terms.

Amenity and Privacy:

Policy 30 of the LDP states that development will not be permitted where it has an unacceptable impact on amenity. Given the nature of the proposal, its siting within the events deck area and its proximity to neighbouring dwellings, it is considered that whilst there may be a small impact on the amenity of the existing dwellings adjacent to the proposed development site, this would not be at a level which would be considered to have a significant detrimental impact on the amenity and privacy of these neighbours. As such, the proposal can be supported in terms of Policy 30 of the LDP.

Highway Safety and Access:

Pembrokeshire County Council Transportation and Environment section indicate that there is sufficient land within the harbour area for parking, turning, loading and unloading to take place without any impact to the adjacent Class 2 County Road. The traffic associated with the building works should not cause any undue impact on the roads through Saundersfoot.

There is car parking within the overall harbour area, as well as nearby. The parking guidelines require a minimum of 6% of the overall provision, but also advise upon location determined by the attractions, and determine the correct size for wheelchair transfer to/from vehicles. As such, a condition will be imposed on any consent granted to ensure a detailed plan of suitable Disabled parking shall be submitted for approval by the Local Planning Authority and the approved scheme shall be completed prior to the attraction being first brought into use.

Pembrokeshire County Council Access officer has provided several comments in relation to the proposed structure complying with the Equality Act 2010 and as these relate to Building Regulation matters an informative will be added to any consent to cover this aspect.

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.

The planning ecologist has not raised any comments on the current proposed scheme. As such, the proposal conforms with the relevant requirements of PPW, TAN5 and LDP policy 11.

Land Stability:

The site is located within an area defined by The Coal Authority as containing potential low hazards arising from coal mining. Based on this the current application is not required to provide a Coal Mining Risk assessment as land instability from former coal workings will be considered under other legislation. In this respect, an informative will be added to any consent issued to inform the applicant of this.

Land Drainage and Flooding:

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.

Dwr Cymru Welsh Water indicate that they support the current proposal subject to a planning condition to ensure that no structure is occupied until the drainage system for the site is completed and no surface water or land drainage discharge shall be connected directly or indirectly with the public sewerage system.

They also advise that the development may require a separate consent for any connection to the public sewer for discharge of foul water and an informative will be added to any consent to cover this aspect.

Pembrokeshire County Council indicates that as the development will discharge surface water direct into the sluice chamber and then onto the harbour they do not raise any concerns with the proposal.

The site is within a C2 flood zone but the type of development proposed does not meet the definition of 'highly vulnerable development'. When considering flood consequences paragraph A1.5 of TAN15 identifies that a proposed development must provide a safe and secure living and/or working environment throughout its life. In a letter to all planning authorities from the Welsh Government in January 2014 it is stated that Natural Resources Wales advises that the lifetime for non-residential development is considered to be 75 years.

This proposal is located adjacent to the coast, within an area identified in the South Wales Shoreline Management Plan as an area where flood rise from the sea will continue to increase over time. Private funding is likely to be required to maintain and upgrade existing defences, subject to obtaining the necessary consents, licences and approvals. Beyond 50 years, the policy approach may need to be managed realignment. This highlights the need to consider the lifespan of this proposed development.

As such, it is important that the developer recognises that the development may have a limited lifespan and that public resources are unlikely to be available to provide long-term protection from the sea. Natural Resources Wales has not raised any adverse comments on the current development.

Other Material Considerations:

The Theatres Trust indicates that the proposal will create a new event space with the potential to host theatre amongst other events within a unique setting. The application also details temporary outdoor seating with the schooner used as a stage or screen for cinema. Whilst this proposal does not provide a formal theatre space, it will provide a venue for a theatre and live performance on an occasional/seasonal basis and no objections are raised to the current scheme.

Pembrokeshire County Council Public Protection has indicated that the use of the site for educational purposes and also involves regulated entertainment such as films and music as well as a small café facility and also the potential for the sale of alcohol. As such, several of these aspects would require a licence under separate legislation when the applicant applies for a premises licence to cover the uses, for this reason no conditions are proposed on opening hours at this time or have any adverse comments on the current application.

Conclusion

Following consideration of the policies contained within the Local Development Plan and National Planning Policy in the form of Planning Policy Wales (Edition 10, December 2018) and having regard to all material considerations it is considered that the development will be in keeping with the aims of the LDP in that the development is considered to provide a new educational and tourism attraction within the existing harbour whilst sustaining the local character and not impacting on privacy or amenity of neighbours. As such, and subject to a schedule of suitable conditions, the development is considered to be acceptable and complies with the requirements of policies 1, 4, 8, 9, 10, 11, 15, 18, 29, 30, 32, 34, 35, 50, 52 and 53 of the adopted Local Development Plan.

Recommendation

To APPROVE the application subject to the following planning conditions:

1. The development shall begin not 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:
Drawing Reference: P(0)001 (Received 15.11.2018)
Drawing Reference: P(0)202 (Received 10.12.2018)
Drawing Reference: P(0)212 (Received 23.11.2018)
Drawing Reference: P(0)213 (Received 23.11.2018)
Drawing Reference: P(0)220/A (Received 18.12.2018)
Drawing Reference: P(0)230/A (Received 18.12.2018)

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 – Policies 1 (National Park

Purposes and Duty), 8 (Special Qualities), 15 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).

3. Prior to the commencement of works on site, a detailed plan of suitable Disabled parking shall be submitted for approval by the Local Planning Authority, and the approved scheme shall be complete before the attraction is first opened to the public.

Reason: In the interest of public amenity and safety. Policy: Local Development Plan – Policy 53 (Impacts of Traffic).

4. No building shall be occupied until the drainage system for the site has been completed in accordance with the approved details. Thereafter no further surface water and/or land drainage shall be allowed to connect directly or indirectly with the public sewerage system.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment. Policy: Local Development Plan – Policy 29 (Sustainable Design) and Planning Policy Wales (Edition 10, December 2018) – Chapters 6 (Distinctive and Natural Places).

Informative

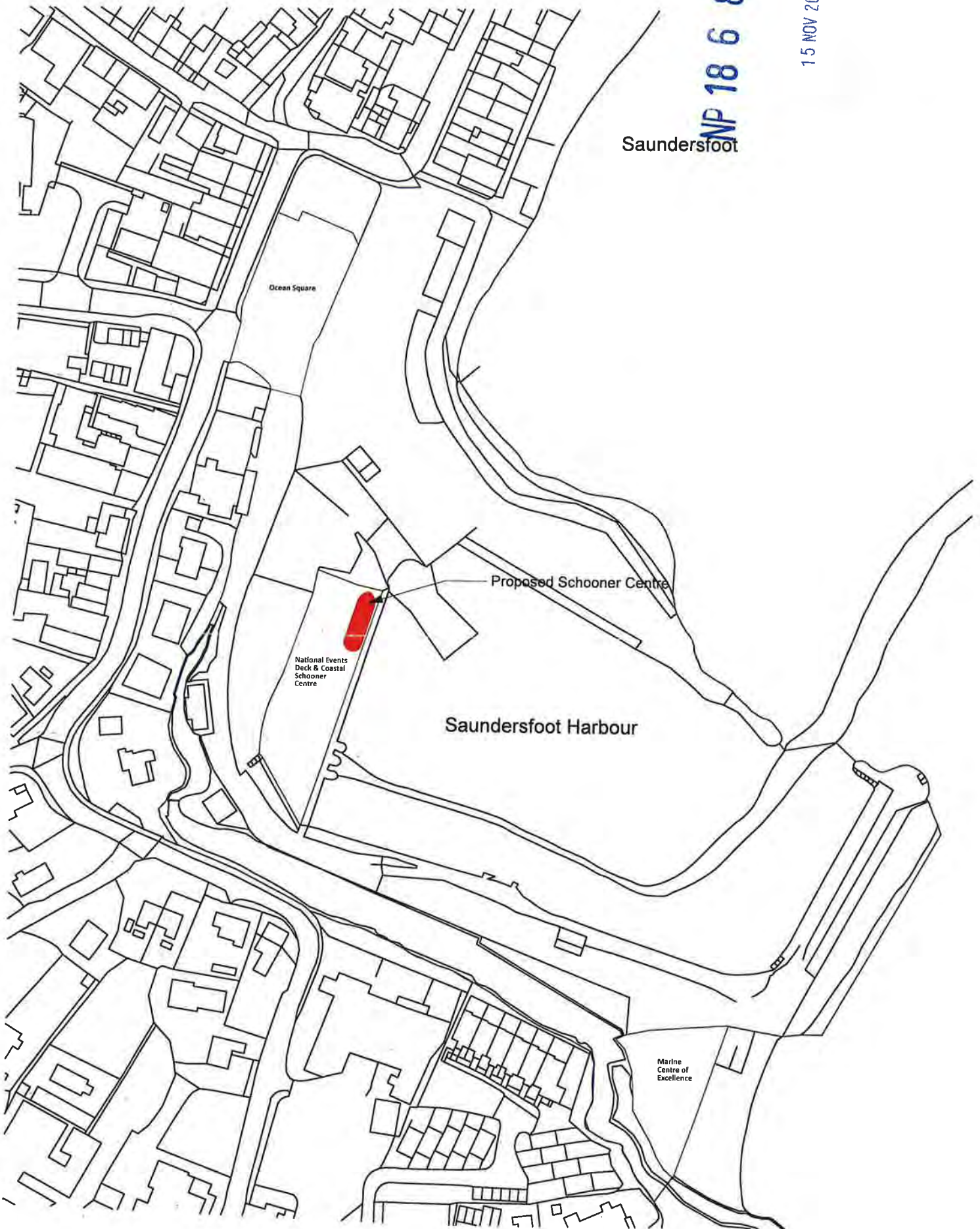
- Dwr Cymru Welsh Water consultation response
- COALSA
- PCC Access officer consultation response



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15 NOV 2018

Saundersfoot



Only scale for planning purposes
Figured dimensions and levels to be used
Any inaccuracies must be notified to the architect

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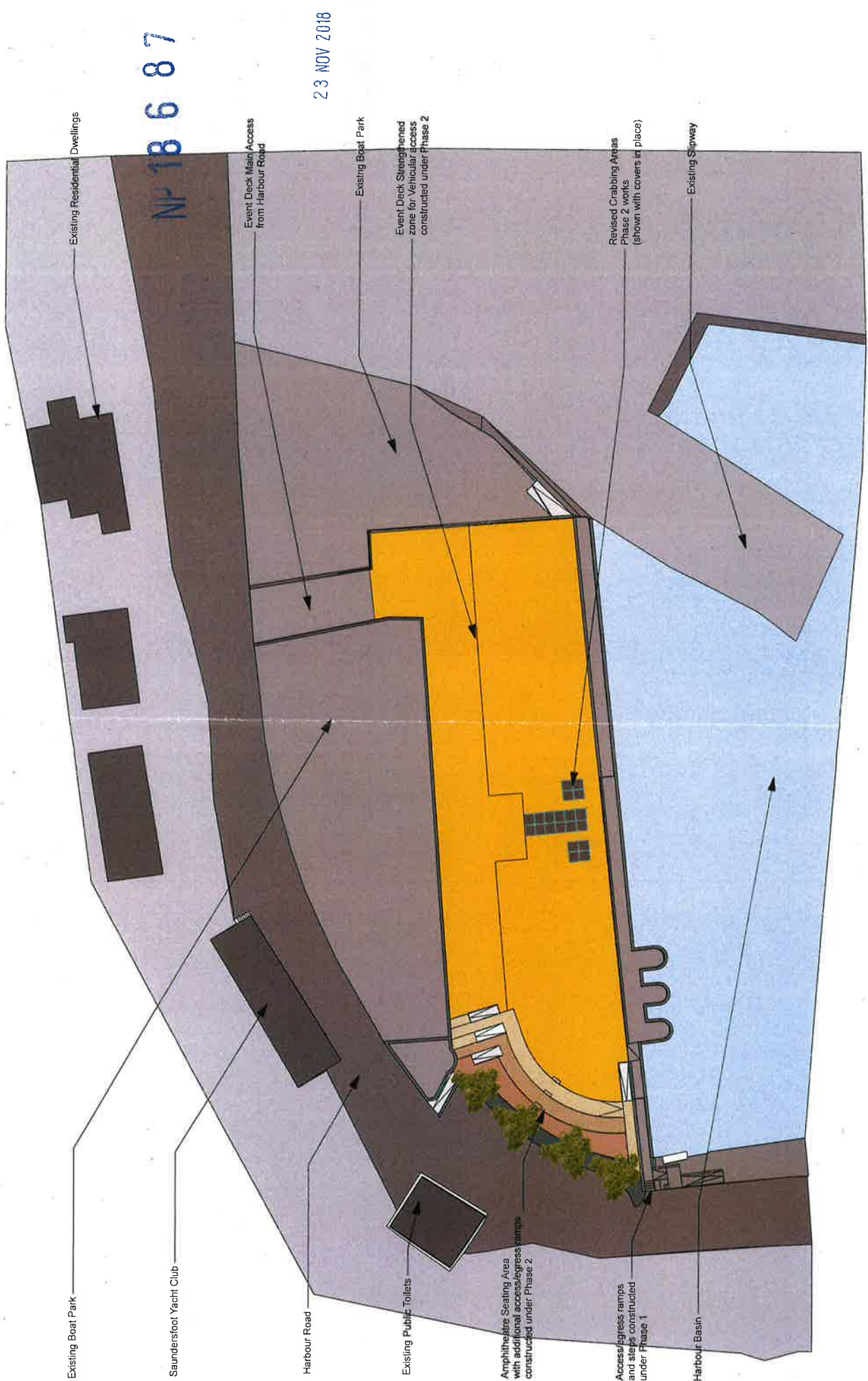


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CLIENT: Wales International Coastal Regeneration
PROJECT: Saundersfoot Harbour Regeneration
DRAWING: Existing Site Location Plan

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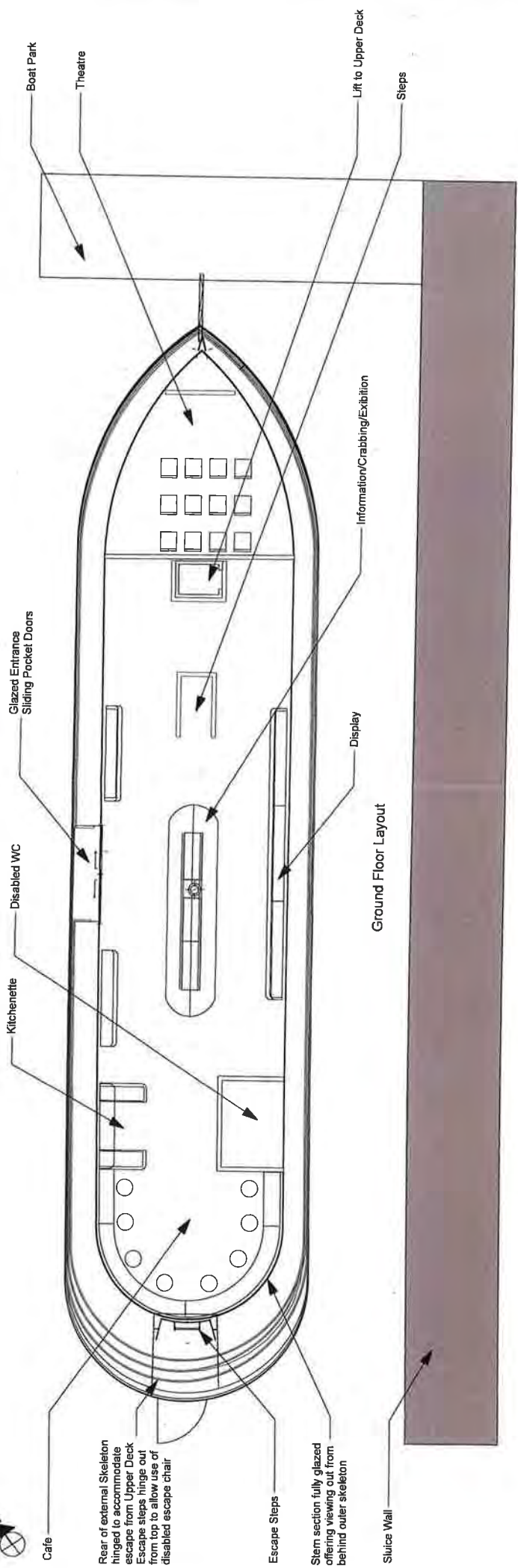
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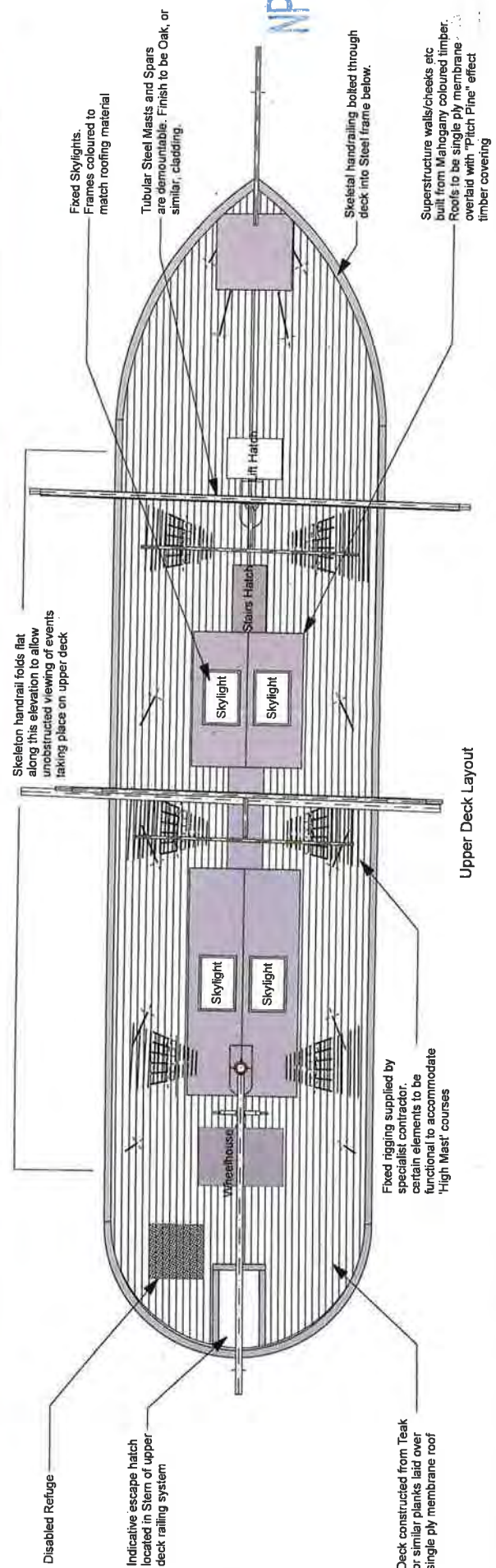
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Ground Floor Layout



Upper Deck Layout

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10 DEC 2018

Plotted dimensions and levels to be used. Any discrepancies must be referred to the architect.
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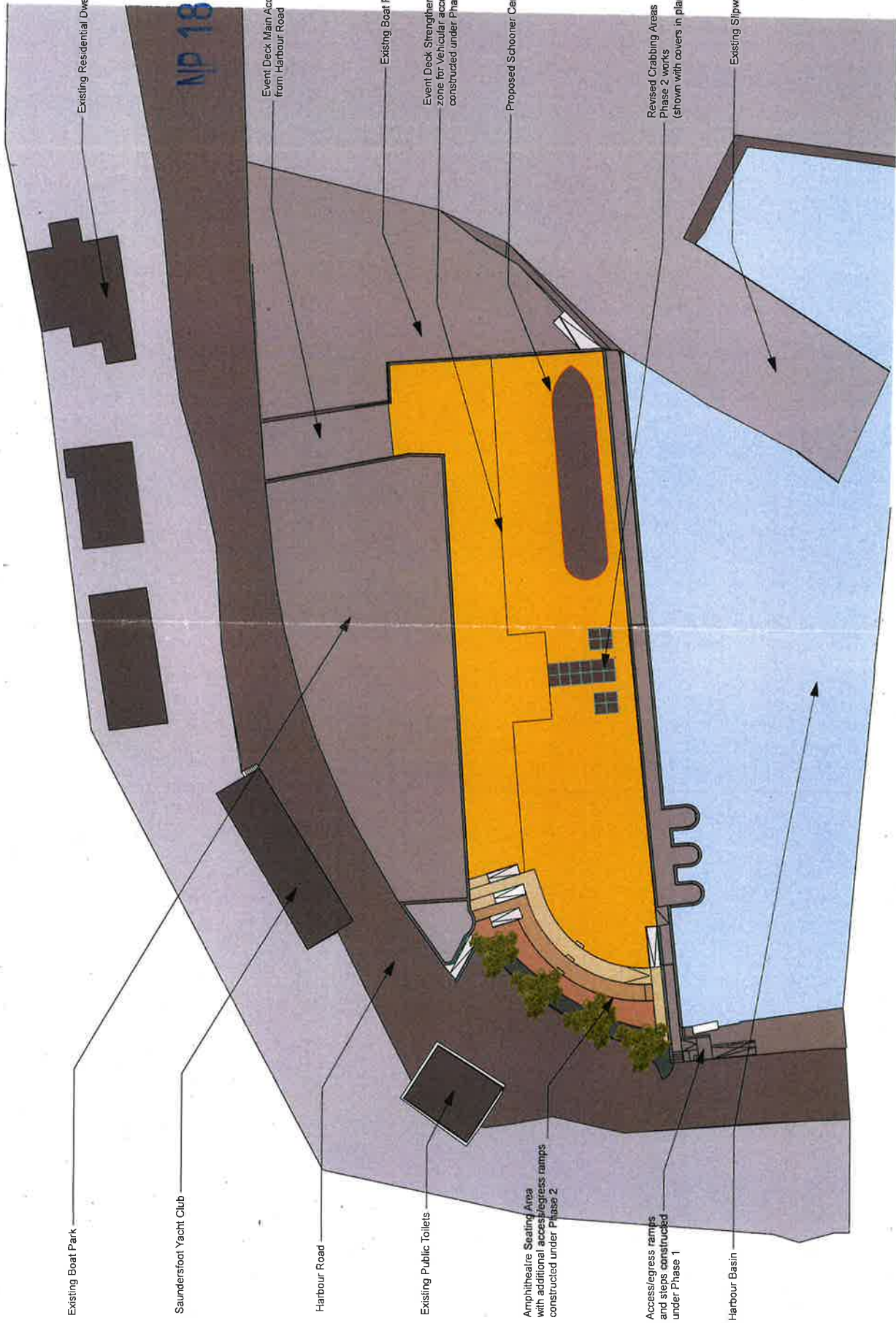
CLIENT: Saundersfoot Harbour
PROJECT: Harbour Regeneration
DRAWING: Schooner Layout Plans

DATE: Jan 2018
SCALE: 1:100@A3

DATE: Jan 2018
DRAWN: SB
APPROVED: AN

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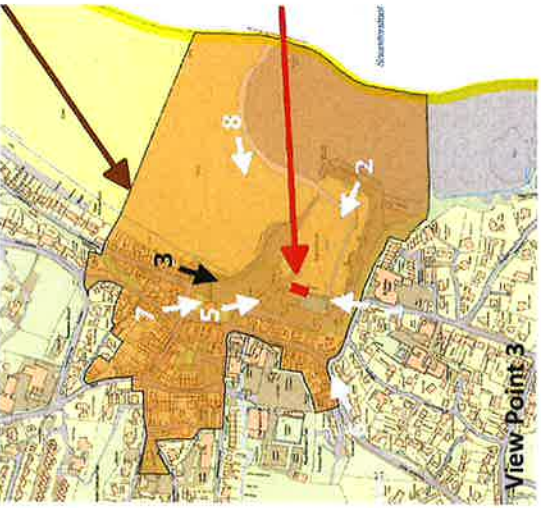
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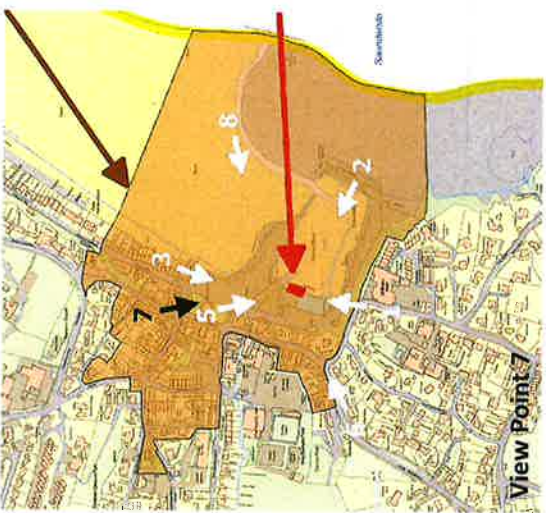
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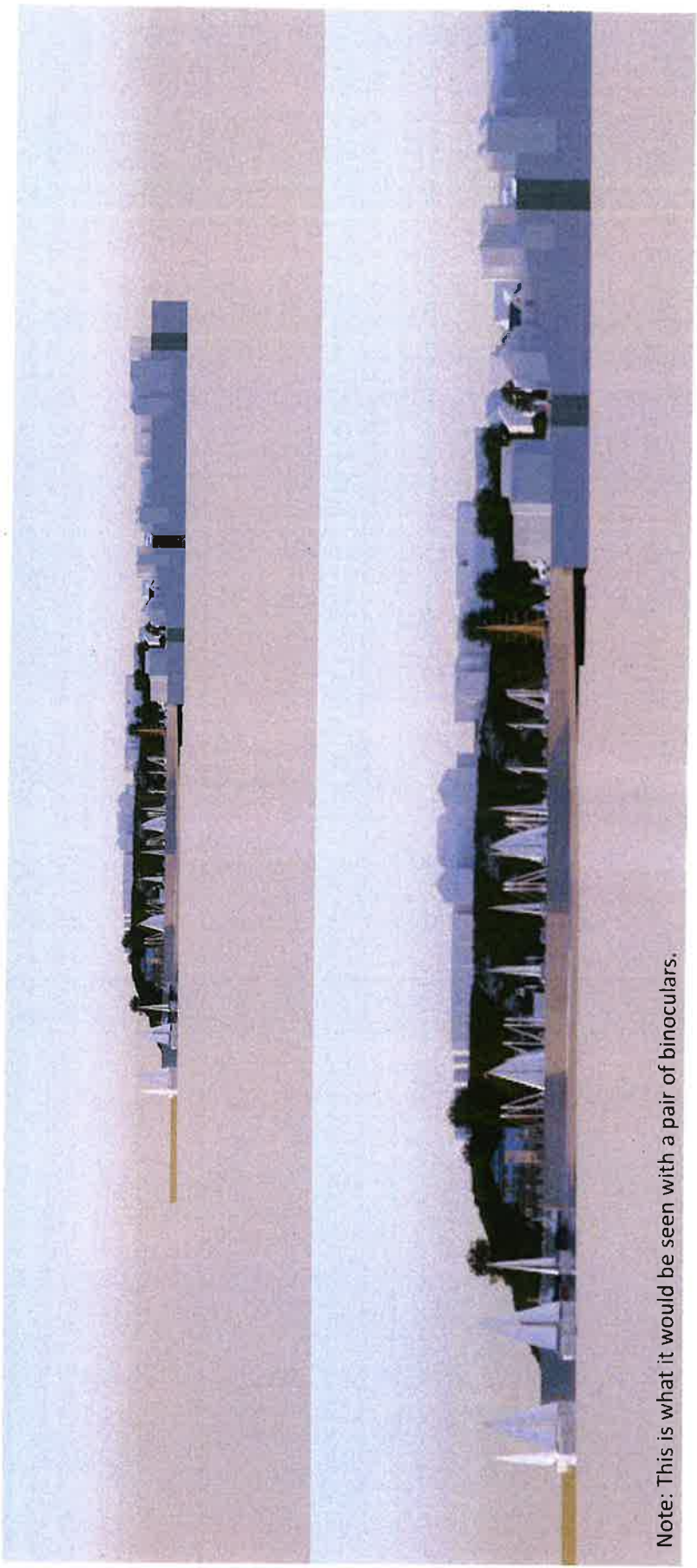
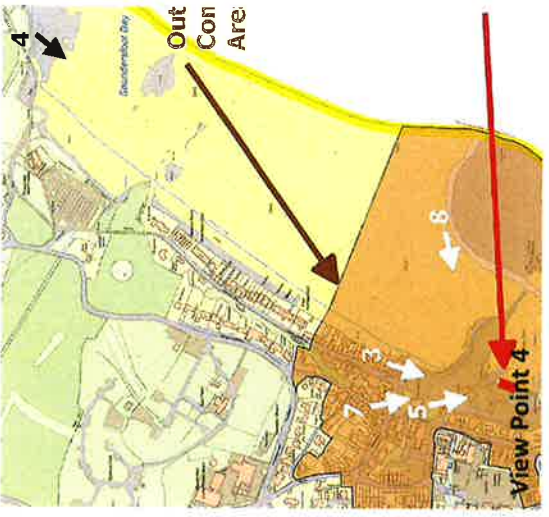
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CLIENT: Saundersfoot Harbour
PROJECT: Proposed Schooner
DRAWING: Site Plan Proposed

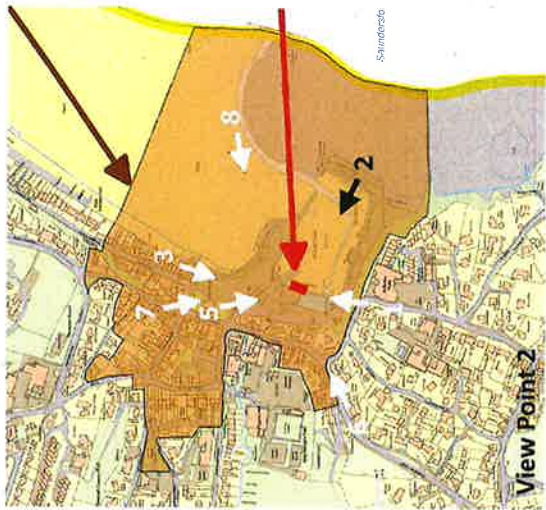
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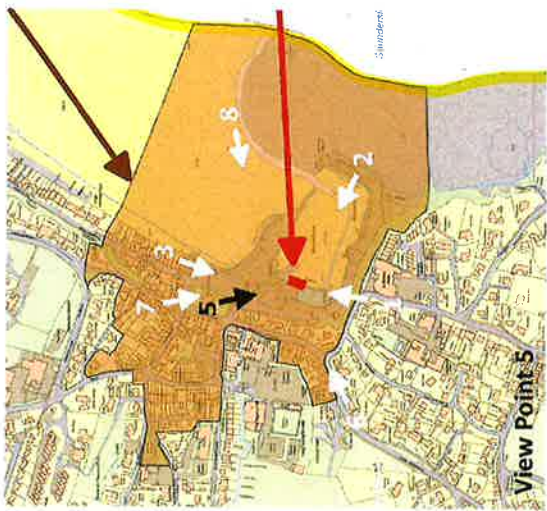


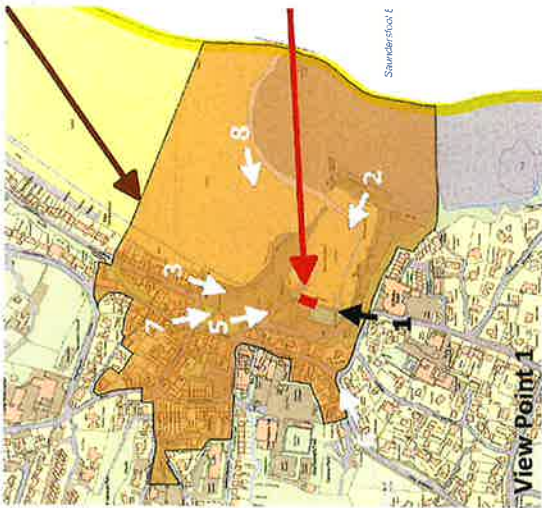


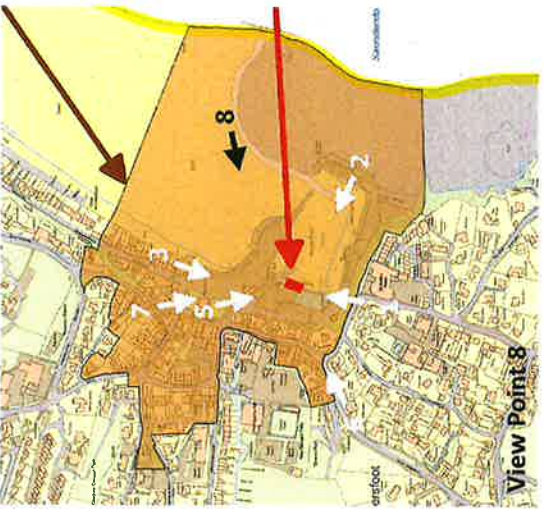


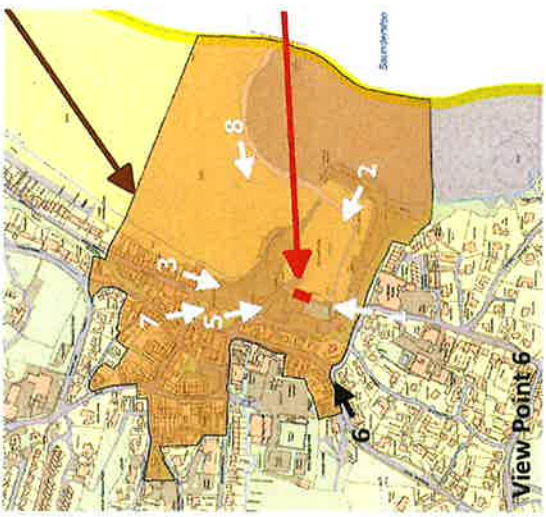
Note: This is what it would be seen with a pair of binoculars.











Note: The model is not so accurate at this point, but it is possible that the masts can be seen from this position.

