

**Application Ref: NP/18/0766/FUL**

**Case Officer** Caroline Bowen  
**Applicant** Mr Barton  
**Agent** Mr I Bartlett, Ian Bartlett Building Design & Cons.  
**Proposal** Extension & conversion of existing outbuilding to create a live/work unit to include a ground floor Gallery/workshop (B1 use) with a first floor extension to create subsidiary residential accommodation in association with the B1 use  
**Site Location** Outbuilding Opposite Ty Mawr, Solva, Pembrokeshire, SA62 6XA  
**Grid Ref** SM80692450  
**Date Valid** 21-Dec-2018      **Target Date** 01-May-2019

This application is reported to committee as the officer recommendation is contrary to that of the Community Council.

**Consultee Response**

**Solva Community Council:** Supporting  
**PCNPA Buildings Conservation Officer:** Supporting  
**PCC - Transportation & Environment:** No objection  
**Natural Resources Wales:** No objection  
**NATS:** No objection  
**Dwr Cymru Welsh Water:** Conditional Consent - and advisory note to be included with any permission granted.  
**PCNPA Planning Ecologist:** Conditional Consent

**Public Response**

The application was appropriately advertised, and three responses have been received. One response was of support on the grounds of adding to the economic offer of Solva; and two responses were of objection on the grounds of loss of character arising from the addition of a first floor, impact on amenity and insufficient parking provision.

**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 06 - Rural Centres

LDP Policy 08 - Special Qualities

LDP Policy 11 - Protection of Biodiversity

LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park

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LDP Policy 30 - Amenity  
LDP Policy 34 - Flooding and Coastal Inundation  
LDP Policy 42 - Employment Sites and Live/Work Units  
LDP Policy 53 - Impacts on traffic  
PPW10  
TAN 15 - Development and Flood Risk

### **Constraints**

LDP Mineral Safeguard  
Biodiversity Issue  
Safeguarding Zone  
Hazardous Zones  
Potential for surface water flooding  
Recreation Character Areas  
Article 4 Directions  
Affordable Housing Submarkets  
Seascape Character Areas

### **Officer's Appraisal**

#### **Site and Context**

The application site is a detached, single storey, long outbuilding located on the eastern flank of Prendergast and just north of Solva Bridge, in the lower Town. To the rear, the building is bordered by, and elevated above, the River Solva.

Lower Solva lies outside of the Centre boundary of Solva, thus is considered against countryside policy as set out in the Pembrokeshire Coast National Park Local Development Plan. The application site is within the Solva Conservation Area, with this part of the Conservation Area being a narrow river valley characterised by informal terraces of houses.

#### **Relevant Planning History**

There is no recent planning history for this application site.

#### **Description of Proposal**

Planning permission is sought for the conversion of the outbuilding to workshop/gallery space and the addition of a first floor extension to create residential accommodation to be used together as a live/work unit. The development includes a minor increase in overall footprint to the northern gable.

The external finishes are to be pointed and limewashed stonework at ground floor with vertical cedar timber boarding at first floor, a natural slate roof, rendered chimneys and timber fenestration. The boundary to the east will be metal post and wire.

## Key Issues

The application raises the following planning matters:

- Policy and Principle of Development
- Siting, Design and Impact upon Solva Conservation Area and the Special Qualities of the National Park
- Amenity and Privacy
- Access and Parking
- Biodiversity
- Flooding
- Other matters

### *Policy and principle of development.*

The building is outside the Centre boundary defined for Solva in the Local Development Plan. Policy 7 of the Plan allows for the conversion of appropriate buildings to a range of uses, including business and residential use. In order to be considered 'appropriate', the building needs to be of an appearance and construction which is considered worthy of retention in the setting. The applicant states that the building is a traditional stone building, which was likely to have been a pair of cottages originally, but latterly used for storage and garaging in association with Ty Mawr. Officers would agree that it is a structure worthy of retention and conversion to a new use.

Live/work units are supported by the strategy policy 47 as are small scale employment opportunities in buildings suitable for conversion in the countryside.

The building is – however - within a C2 flood zone. Welsh Government Technical Advice Note (TAN) 15 – Development and Flood Risk classifies land into 3 categories (Zones A, B and C) according to risk of flooding. Zone C (river, tidal or coastal) is split into C1 (areas of the floodplain which are developed and served by significant infrastructure, including flood defences) and C2 (areas of the floodplain without significant flood defence infrastructure). The TAN is accompanied by a series of Development Advice Maps (DAMs) which are based on the best available information considered sufficient to determine when flood risk issues need to be taken into account in planning future development.

TAN15 acknowledges that some flexibility is necessary to enable the risks of flooding to be addressed whilst recognising the negative economic and social consequences if policy were to preclude investment in existing urban areas and the benefits of reusing previously developed land. However, new development should be directed away from Zone C and towards suitable land in Zone A, otherwise to Zone B, where river or coastal flooding will be less of an issue. In Zone C the tests outlined in sections 6 and 7 of the TAN will be applied, recognising, however, that highly vulnerable development and Emergency Services in Zone C2 should not be permitted.

Thus, National planning policy clearly expects new development to be directed away from those areas which are at high risk of flooding; and should only be permitted within Zone C if it is part of a local authority regeneration strategy initiative or local

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authority strategy to sustain an existing settlement, or contributes to key employment objectives supported by the local authorities to sustain an existing settlement or region. The Welsh Government's strategy - also set out in paragraphs 6.6.22 to 6.6.29 of Planning Policy Wales (PPW) Edition 10 - is to reduce risk to life and assets in flood risk areas. In addition, Policy 34 of the Local Development Plan also directs development away from areas at risk of flooding now or in the future. The current flooding issue at this location is likely to be exacerbated in the future, as detailed in the West of Wales Shoreline Management Plan.

For this proposal, whilst the ground floor accommodation is less vulnerable commercial space, highly vulnerable residential accommodation is proposed at first floor, which will necessitate access and egress through the flood zone. The submitted Flood Consequences Assessment (FCA) for the application states that the ground floor accommodation will flood in the 1% Annual Probability of Flooding plus climate change event to a depth of 1m and will flood to a depth of 1.5m of water in the 0.1% Annual Probability of flood event, but concludes that the residential first floor of the building is expected to remain flood free during all the considered events.

Officers have taken into account the Flood Response Plan provided to address safe access/egress to the residential development, but remain unconvinced that sufficient evidence has been provided to fully mitigate for safe escape in flood events. The primary mitigation is to use the first floor accommodation as refuge, however the proposed route for escape still requires persons to travel 30 metres through the flood path to get to safety. Whilst a safe access route through limited depths of flooding may be acceptable, it would still need to be fully assessed in terms of likely flood velocities, risk of debris in the flood water and the needs of people who are disabled or need medical attention and for which on-site refuge at first floor level is not possible.

In looking at the proposal overall, this proposal would actively encourage a new use into a location known for flooding, rather than supporting an already pre-existing business on the site where it is clearly proven that the development would contribute to key employment objectives necessary to sustain the existing settlement. There would be less objection to the use of the existing structure as a commercial use only, on the same basis and subject to an adequate flood response plan, but it is with regret that the proposal for a live/work unit, as submitted, could not be supported by officers as it is clearly contrary to National and local Planning policy.

The Authority seeks to negotiate affordable housing where residential accommodation is proposed. In this instance, the accommodation proposed is to be a live/work unit. In such cases, the Authority would require a condition tying the residential accommodation to the workshop/gallery to ensure that the floorspace split between the 'live' and 'work' unit remained as such. In light of a condition restricting the residential use to be for 'live/work' purposes, the development would be exempt from the requirement to contribute to affordable housing.

*Siting, Design and Impact upon Solva Conservation Area and the Special Qualities of the National Park*

Amongst the criteria set out under Policy 8 - Special Qualities, the protection of the identity and character of towns and villages, and of the historic environment are particularly important. Policy 15 - Conservation of the Pembrokeshire Coast National Park, also seeks to resist development which would adversely affect the qualities and special character of the National Park.

The building falls within Solva's Conservation Area, and in its immediate setting, the gardens and open spaces along Prendergast and the picnic area adjacent to Solva Bridge are identified as important open spaces in the Conservation Area Proposals document for the town. Following consultation, the Authority's Conservation Officer advised that ... *'the proposed materials are of suitable quality and whilst the building is increased in height, its overall scale is considered to respect the character and appearance of Solva Conservation Area as well as the setting of nearby listed buildings (including the Cambrian and Solva Bridge).*

It is considered that the proposal would not adversely impact on the special qualities of this part of Lower Solva.

*Amenity and Privacy:*

Policy 30 – Amenity seeks to resist unacceptable impacts on amenity particularly where:

- a) the development is for a use inappropriate for where people live or visit; and/or
- b) the development is of a scale incompatible with its surroundings; and/or
- c) the development leads to an increase in traffic or noise or odour or light which has a significant adverse impact; and/or
- d) the development is visually intrusive.

The scale is not considered incompatible with its surroundings, and the development will not, therefore, be visually intrusive. The Lower Town comprises a mix of residential and commercial uses, and the proposed mix of uses proposed for the building are considered to be consistent with its setting.

In terms of privacy, the nearest neighbours lie to the west and north of the building. To the west lies Ty Mawr, to which the building belongs. There is a separation of just over 11 metres between the properties, which is a shorter distance than generally required between habitable rooms facing toward each other. It is accepted that at this location, there is a closer proximity between properties, however, notwithstanding the ownership, officers consider that should this application be approved, the first floor windows between the application and Ty Mawr would be required to be obscure glazed to preserve privacy between the properties at first floor level.

To the north lies 4 Prendergast, a detached two storey dwelling. The northern gable of the development is blank with no openings. To the eastern elevation, the first floor windows are small, and there is considered to be sufficient distance between the buildings to maintain a reasonable level of amenity and privacy.

### *Access and Parking:*

Following consultation, the Highways Authority has raised no objection to the proposal.

### *Biodiversity:*

PPW10, TAN5 and Policy 11 of the LDP require biodiversity considerations to be taken into account in determining applications for planning permission. 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 site is adjacent to known protected species roosts.

The Authority's Ecologist has been consulted on the development and raised no objection to the proposal subject to the development being carried out in accordance with the recommendations made in the protected species survey and the addition of a condition in respect of external lighting.

NRW have also been consulted in respect of the impact on biodiversity and have raised no objection to the development in this respect.

### *Other matters.*

- Drainage.  
Dwr Cymru Welsh Water recommended conditional consent.
- Safeguard Zone.  
The National Air Traffic Services have no objection to the proposal.

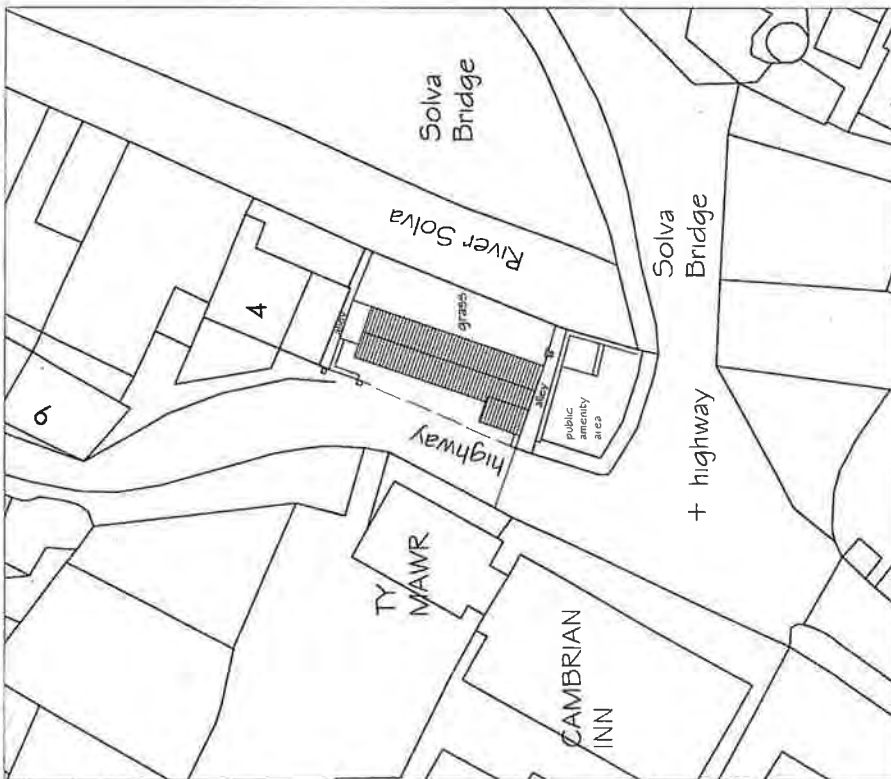
## **Conclusion**

Following detailed consideration of the planning issues identified during the consideration of the application; and of the responses received from statutory consultees and the public, the proposed development is considered to be contrary to both national and local planning policy given the flood risk associated with the proposed vulnerable use and lack of certainty regarding safe access/egress to and from the site. The recommendation is, therefore, of refusal.

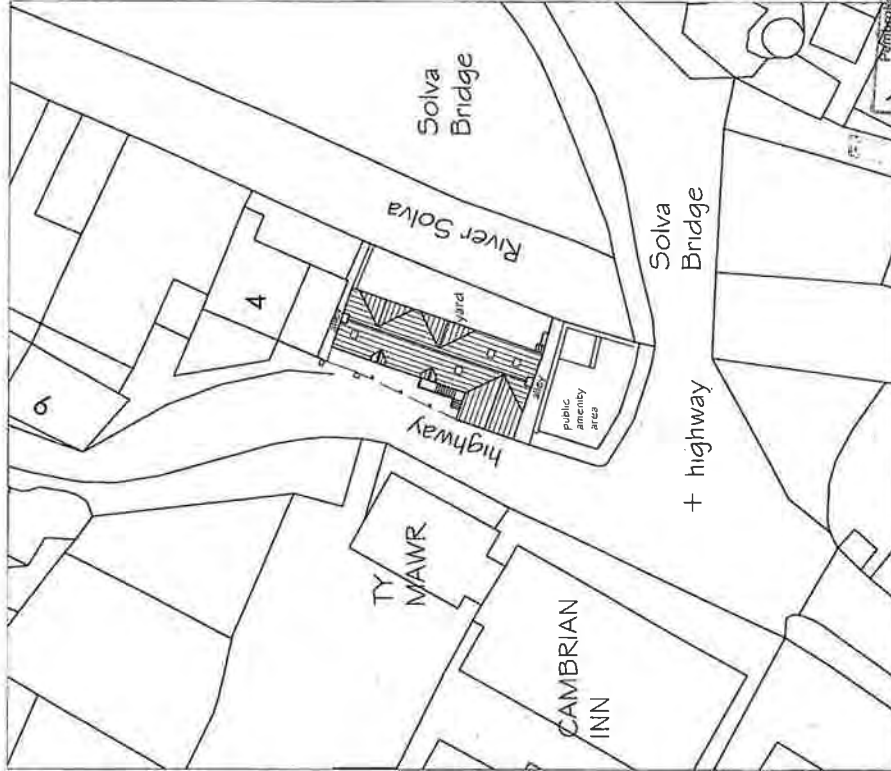
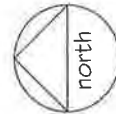
## **Recommendation**

Refuse for the following reason(s):

1. The application site lies within Flood Zone C2, and proposes highly vulnerable residential development which is entirely contrary to advice contained within Planning Policy Wales Edition 10, Welsh Government Guidance Technical Advice Note 15: Development and Flood Risk, and Policy 34 of the Pembrokeshire Coast National Park Local Development Plan( adopted 2010).



EXISTING SITE LAYOUT PLAN

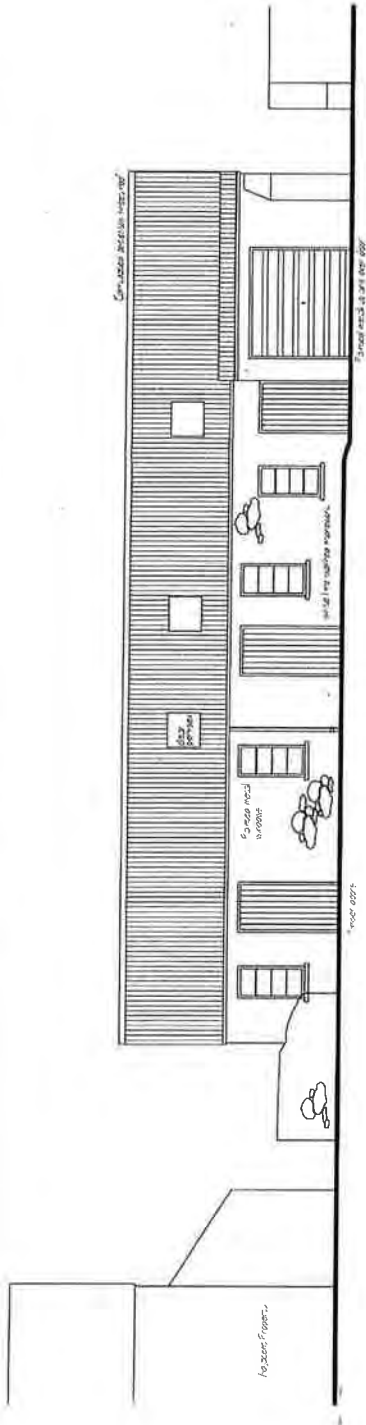


PROPOSED SITE LAYOUT PLAN

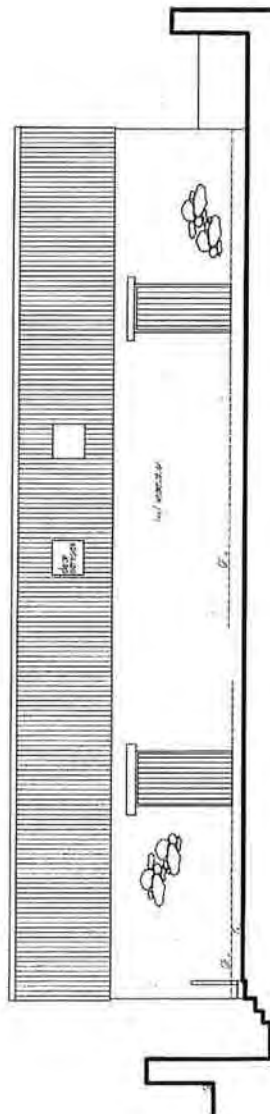
Permitted Development  
National Park Authority  
21 DEC 2018  
Associated Planning Applications  
Ref: NP18/0206

NP 18 7 66

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	<p>DATE Dec 18</p>	<p>REVISION</p>	<p>DRAWING TITLE EXISTING AND PROPOSED SITE LAYOUT PLANS</p>	

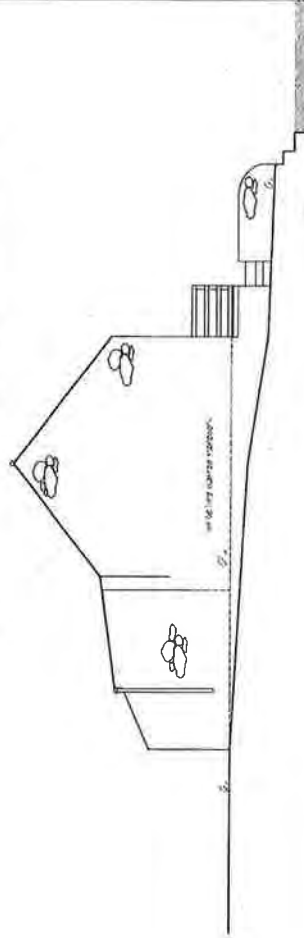


WEST ELEVATION



EAST ELEVATION

NP 18 7 66



SOUTH ELEVATION

1:100  
0 1 2 3 4 5  
metres

Pamirškite, niekada nepamirškite  
Naudokite šiuos žymėjimus  
21 DEC 2018  
Ačiū už Jūsų patarimus  
Arūnas Petras

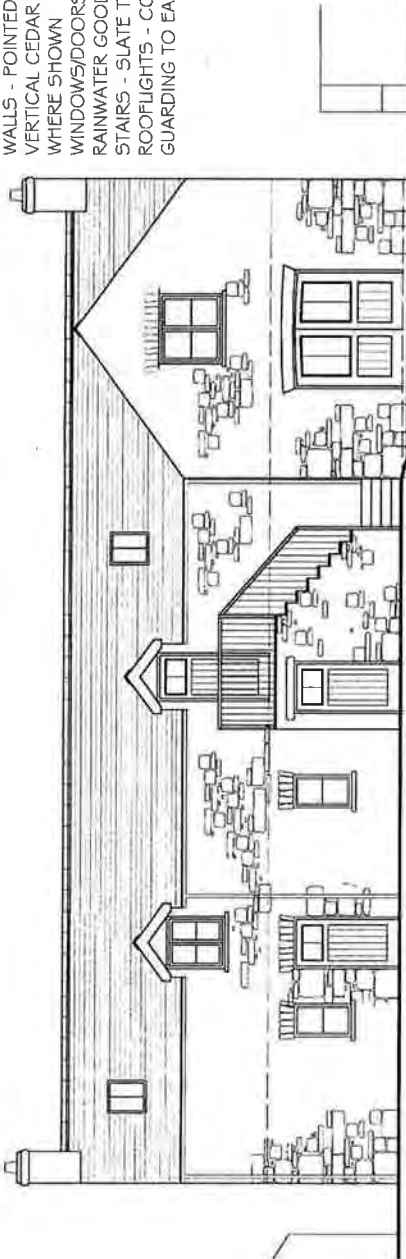
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DRAWING TITLE	SURVEY ELEVATIONS	DATE	Feb 09	REVISION	

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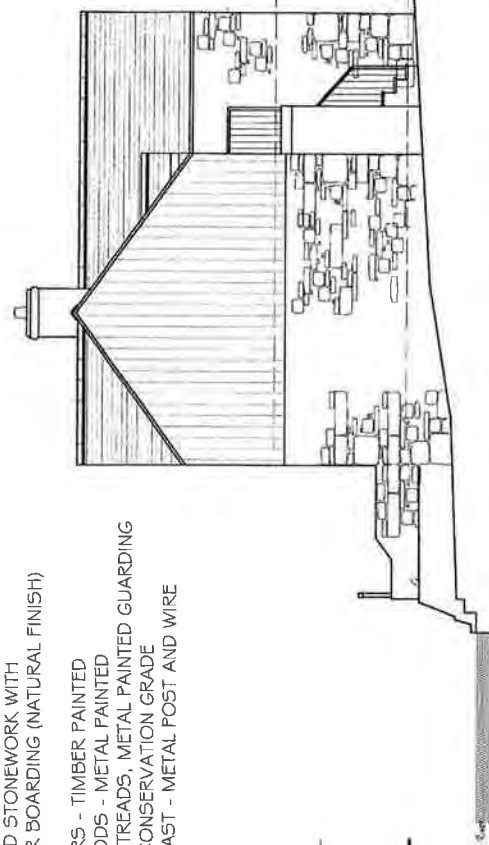
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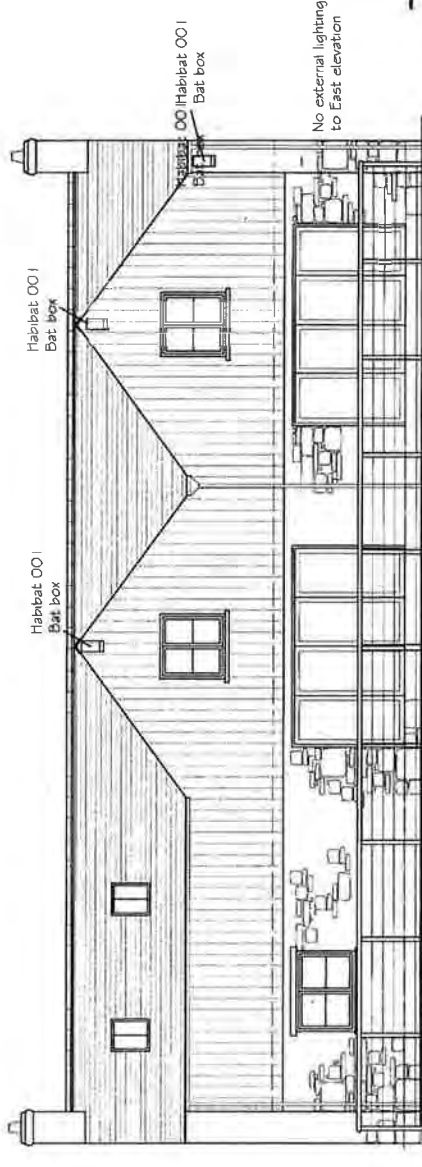
- EXTERNAL FINISHES
- CHIMNEYS - RENDERED
- ROOF - SLATE
- WALLS - POINTED STONEMWORK WITH WHERE SHOWN
- VERTICAL CEDAR BOARDING (NATURAL FINISH)
- WINDOWS/DOORS - TIMBER PAINTED
- RAINWATER GOODS - METAL PAINTED
- STAIRS - SLATE TREADS, METAL PAINTED GUARDING
- ROOFLIGHTS - CONSERVATION GRADE
- GUARDING TO EAST - METAL POST AND WIRE



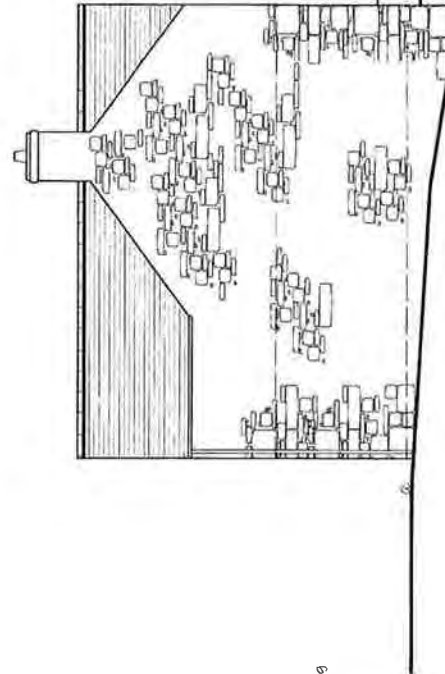
WEST ELEVATION



NORTH ELEVATION



EAST ELEVATION



SOUTH ELEVATION



Pembrokeshire Council  
National Park Authority  
21-DEC-2018  
Awdurdod Pembrokeshire  
Arfordir Gwyrdd

REVISION A 1-12-18  
WEST FACING GABLE SET BACK BY 450MM  
FOLLOWING HIGHWAY OFFICER COMMENTS

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	<p>DRAWING TITLE PROPOSED ELEVATIONS</p>	<p>DATE Dec 18</p>	<p>REVISION A</p>	