

Application Ref NP/24/0155/FUL
Case Officer Bethan Gledhill
Applicant Agent Ms & Miss B&K Rees & Evans
Proposal Temporary change of use of land to accommodate a mobile sauna
Site Location Saundersfoot Harbour, Saundersfoot, Pembrokeshire, SA69 9HE
Grid Ref SM13770512
Date Valid 26-Apr-2024 **Target Date** 20-Jun-2024

This proposal is being brought to the Development Management Committee as the applicant is a member of staff who works for the Authority.

Summary

This application seeks consent for a temporary change of use of land to accommodate a mobile sauna at Saundersfoot Harbour. The sauna would be sited on a trailer on the public footpath to the east of the Harbour's car park. No adverse comments have been received by consultees at the time of writing. One third party representation has been received. The principle of the development is considered to be acceptable as the proposed development is in accordance with Policies 4 (Saundersfoot Local Centre) and 38 (Visitor Economy). It is not considered that the mobile sauna would cause a significant adverse impact upon the appearance of the harbour given it would be seen in the context of the existing development within the Harbour. As such, the proposal is deemed to be acceptable, and a recommendation to grant temporary planning permission, subject to conditions, is made.

The plans and accompanying documents can be found on-line at:
[Citizen Portal Planning - application details \(agileapplications.co.uk\)](https://agileapplications.co.uk)

Consultee Response

Saundersfoot Community Council: No response received at time of writing
Natural Resources Wales: No objection
PCNPA Tree and Landscape Officer: No objection
Buildings Conservation Officer: No adverse comments
Strategic Policy Manager: No objection
Planning Ecologist: No response received at time of writing
PCNPA Access Manager: No objection
PCC Access Officer: No response received at time of writing
Highways Authority: No response received at time of writing
Drainage Engineer: No adverse comments
Coal Authority: No response received at time of writing
Saundersfoot Harbour: Support

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, which requires that proposed developments are advertised by way of either neighbour letters or a site notice. In this case, both methods of notification were utilised in order to ensure notification in an area where many dwellings are only occupied seasonally.

One third party response has been received raising the following objections/concerns:

- Lack of proper consultation
- Visual appearance of trailer not in keeping with the facilities of the area
- Who maintains the trailer?
- What are the emissions?
- Is the trailer manned at all times?

Where material these issues are addressed in the main body of the report.

Policies considered

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

LDP2 Policy 01 - National Park Purposes and Duty
LDP2 Policy 04 – Saundersfoot Local Centre (TIER 2) (Strategy Policy)
LDP2 Policy 08 - Special Qualities
LDP2 Policy 11 - Nationally Protected Sites and Species
LDP2 Policy 14 - Conservation of the Pembrokeshire Coast National Park
LDP2 Policy 29 - Sustainable Design
LDP2 Policy 30 - Amenity
LDP2 Policy 35 – Development in the Coastal Change Management Area
LDP2 Policy 38 – Visitor Economy (Strategy Policy)
LDP2 Policy 57 – Town and District Shopping Centres
LDP2 Policy 60 – Impacts of Traffic
PPW12
SPG 02- Landscape Character
SPG 05 – Seascape Character
SPG 07- Biodiversity
SPG17 -Sustainable Design and Development
TAN 5 – Nature, Conservation and Planning
TAN 12 – Design
TAN24 – The Historic Environment
Future Wales - The National Plan 2040 (FW which was adopted on 24th February 2021)

Constraints

Recreation Character Areas
Safeguarding Zone
Hazardous Zones
Affordable Housing Submarkets
Landscape Character Area

Seascape Character Areas

Relevant Planning History

None relevant

Officer's Appraisal

Site and Proposed development

The site is located in Saundersfoot Harbour, on the public footpath which runs to the east of the car park. Within this area there are several retail and food outlets, including the units at Ocean Square, an ice cream booth and the Spar store.

The site is located within Saundersfoot's designated Conservation Area, and is also within the Coastal Change Management area identified by the National Park Local Development Plan 2 (LDP2).

Current Proposal:

This application seeks consent for a temporary change of use of land to accommodate a mobile sauna. Three potential positions have been identified, this is to take account of high tides and storms whereby the position of the sauna may need to change.

It is proposed that the change of use of land be granted for 2 years.

Key Issues

The application raises the following planning matters:

- Policy and Principle of Development
- Siting, Design and Impact upon the Special Qualities of the National Park
- Amenity and Privacy
- Impacts of Traffic
- Flooding and coastal change management
- Biodiversity
- Visitor economy

Policy and Principle of Development:

All planning applications are required by statute to be determined in accordance with the policies of the current development plan – for Pembrokeshire Coast National Park this is both Future Wales (the National Plan 2040) and the Local Development Plan 2.

Future Wales – The National Plan 2040 (FW) which was adopted on 24th February 2021 and is the National Development Framework for Wales – is the national tier of the Development Plan. Policy 4 Supporting Rural Communities states that Strategic and Local Development Plans must identify their rural communities, assess their

needs and set out policies to support them. On page 104, Future Wales states that: “National Park Authorities are unique planning entities with a specific remit to reflect the distinctive characteristics of their areas...” and that “Future Wales policies respect the functions of National Parks in terms of their statutory purposes...”

The National Park’s LDP2 was adopted in September 2020. Policy 1 of the Pembrokeshire Coast National Park Local Development Plan 2 (LDP2) sets out the National Park’s purposes and duty, in order to ensure that development within the Park is compatible with these.

The proposal is for a minor development. Proposals are permissible where they are compatible with:

- a) the conservation and enhancement of the natural beauty, wildlife and cultural heritage of the Park, and
- b) the public understanding and enjoyment of the special qualities.

The application site lies within the Centre boundary of Saundersfoot, as defined by the Local Development Plan 2. Policy 4 of the Plan (Saundersfoot Local Centre) sets out the land use priorities for Saundersfoot and includes permitting proposals for small scale employment opportunities to meet the need of the local area and visitors, to ensure developments permitted contribute to the protection and enhancement of the village's special qualities, to protect and enhance the harbour and to assist Saundersfoot in preparing for and adapting to coastal change. The principle of development within the Centre boundary is established.

Policy 38 of the Local Development Plan relates to visitor economy and sets out development which would be permissible to attract visitors to the National Park outside of the season. These include:

- e) Permitting visitor attractions, recreational and leisure activities in or adjacent to Centres.

It is considered therefore that the proposal is acceptable in principle as it complies with Policies 1 (National Park Purposes and Duty), 4 (Saundersfoot Local Centre) and 38 (Visitor Economy) of the LDP2.

Siting, Design and Impact upon the Special Qualities of the National Park:

Policy 8 (Special Qualities) 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 qualities will be conserved and enhanced. These qualities are characteristics and features which individually or in combination contribute to making the National Park unique. Particularly relevant to this application is that criterion d identifies the historic environment as a special quality of the Pembrokeshire Coast National Park and that criterion b seeks to preserve the identity and character of towns and villages.

Policy 14 (Conservation of the Pembrokeshire Coast National Park) of the LDP seeks the conservation of the Pembrokeshire Coast National Park, resisting development that would cause significant visual intrusion, be insensitively or

unsympathetically sited within the landscape, and/or fail to harmonise with, or enhance the landform and landscape character of the National Park.

Policy 29 (Sustainable Design) of the LDP requires all development proposals to be well designed in terms of place and local distinctiveness and accessibility.

The proposal seeks a change of use of land on the public footpath to the east of the harbour's car park in order to accommodate a mobile sauna.

The site is located within the Saundersfoot Conservation Area and constitutes 3 locations all within one of the essential open areas which are noted within the Conservation Area supplementary planning guidance. The site and three locations are located within Seascape Character Area 40 (Carmarthen Bay West). The Seascape Character Area SPG for this area notes that key factors to be taken into account when assessing sensitivity to change include the coast path as a receptor, the historic character of settlements including Saundersfoot with its harbour, and the presence of intensive recreational use at resort and other beaches and spreading along coast and coastal waters.

There would be no adverse impact upon views of the sea from the village as a result of the mobile sauna's siting. Given that at present, the view from the beach is of a largely developed seafront, including a car park, RNLI hut, ice cream booth and, further back, several retail and food outlets, the mobile sauna would be seen in the context of the existing development. The coastal path runs east along the Ridgeway / High Street and does run past the application site. However, again, the view from the coast path would not be adversely impact upon by the proposed development given the existing structures / development within this area.

It is not considered that the addition of this mobile sauna constitutes an intensive recreational use, and it given it would be limited to this area, it would not result in the use spreading along the coast.

The Buildings Conservation Officer has been consulted on this proposal, and does not wish to raise any adverse comments in relation to the proposal's impact upon the Conservation Area.

Overall, it is not considered that the development will have an unacceptable impact on the character and appearance of the three locations identified as the site and will not cause an unacceptably detrimental impact to the special qualities of the National Park. As such, the development complies with policies 8, 14 and 29 of the LDP and can be supported.

Amenity and Privacy:

Policy 30 of LDP2 seeks to protect the amenity of people living in the National Park and states that development will not be permitted where it has an unacceptable adverse effect on amenity, particularly where:

a) the development would have a detrimental impact on the quality of the environment currently enjoyed by people living, working or visiting the Park; 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 effect; and/or
- d) the development is visually intrusive

As previously mentioned, the site is located at Saundersfoot Harbour. Given the developed nature of the harbour, with its existing retail and food outlets, it is not considered that the mobile sauna would result in a significant adverse impact upon the amenity of those living nearby. It is not anticipated to increase noise or use levels significantly above those levels already associated with commercial uses in this location.

Given that the site is within a popular tourist destination, it is not considered that the change of use of land here would be of a scale that is incompatible with the surroundings, and it is not deemed that it would result in visual intrusion since it would be seen in the context of other developments on the harbour.

Overall, the development is considered to have an acceptable impact on amenity and is in accordance with Policy 30 of the LDP.

Impacts of Traffic and Parking

The Highways Authority has been consulted on this application. At the time of writing, no response had been received. However, as the site is located directly adjacent Parking Zone 1, whereby parking is not a requirement for new development, no specific parking provision is considered necessary for this proposal. In addition, the harbour car park is located directly adjacent to the site, with a further public car park being situated within easy walking distance on Brooklands Close.

Overall, there are no concerns as to the impacts of traffic or parking.

Flooding and Coastal Change Management

The application site is located within the area identified as a Coastal Change Management area by LDP2.

It is also partially within zone C2 of the Development Advice Maps as contained in Technical Advice Note 15. The Flood Map for Planning identifies the application site as at risk of flooding and it falls into Flood Zone 3 (Sea / Recorded Flood Extents).

Natural Resources Wales have been consulted on this application, they have not objected to the application but have recommended that the applicant produce a flood consequence assessment and a flood management plan.

The sauna is a mobile structure that could be easily moved in the event of a flood and the three potential locations have been identified specifically in order to allow different siting in the event of potential storm surges and flood events, therefore, it is not considered that this development would increase flood risk to property.

The use of the sauna is also not a highly vulnerable use as identified by Technical Advice Note 15. Subject to a condition requiring that applicants provide a flood management plan to detail how they will respond to flood events, the proposal is not

considered to increase flood risk to property or risk to life and therefore is acceptable under the terms of Policy 35 Development in the Coastal Management area and national planning policy.

Biodiversity

PPW, TAN5 and LDP Policy 11 requires biodiversity 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.

In order to comply with Planning Policy Wales (2024) and the Environment (Wales) Act 2016, planning authorities are expected to ensure every development positively contributes to biodiversity. Indeed, Planning Policy Wales 12 states that all development must result in a net benefit for biodiversity.

A Green Infrastructure Statement has been received as part of this application. It notes that the site of the proposal is made up of hard-standing. The area surrounding the site is mainly of concrete and brick, and tarmac on the car park. The applicant notes that as part of the development, they would work with the harbour to improve the overall look of the planting beds which are located nearby. This is proposed to be achieved by removing the overgrown shrubs and replace them with coastal grasses, along with the introduction of additional coastal plants. It is also proposed to provide bug hotels and nesting boxes. No details have been submitted of the bug hotels and nesting boxes, however, a condition will be imposed (condition no 3), which requires a biodiversity enhancement plan to be submitted to and approved in writing by the Local Planning Authority.

Overall, the proposed development is considered acceptable in terms of its impact on biodiversity and as such is considered to comply with policy 11 of the LDP.

Conclusion

The proposed scheme is considered to be acceptable in terms of its siting, its impact upon the special qualities of the National Park, and visual amenity. Given the mobile nature of the sauna which is proposed to be sited on the land in question, there are no significant concerns in relation to flood risk subject to the imposition of an appropriate condition requiring a written statement regarding management of this. The development will not cause an unacceptably detrimental impact to the special qualities of the National Park. Ecology and landscape features will not be adversely affected by the development.

In reaching a recommendation, regard has been given to the requirements of sections 3 and 5 of the Well Being of Future Generations (Wales) Act 2015. It is considered that this recommendation is in accordance with the Act's sustainable development principle through its contribution towards the Welsh Ministers' well-being objective of supporting safe, cohesive and resilient communities.

As such, the proposal complies with policies 1, 4, 8, 11, 14, 29, 30, 35, 38 and 60 of the adopted Local Development Plan 2 (2020), and can be supported.

Recommendation

Subject to the receipt of no adverse comments from outstanding consultees, APPROVE subject to the following conditions:

1. The development shall begin no 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:
Woodfired Mobile Sauna Site Plan (1:500), received 24th April 2024
Proposed Elevational drawings and floor plan, received 24th April 2024
Green Infrastructure Statement, received 27th March 2024
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 2 – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 14 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).
3. Prior to the commencement of the development hereby permitted, a biodiversity enhancement plan shall be submitted to and approved in writing by the Local Planning Authority.
Reason: To ensure that animal and plant species and habitats listed under the Conservation of Habitats and Species Regulations 2017 are adequately protected, and to protect and enhance the character and appearance of the site and its setting within the Pembrokeshire Coast National Park. Policy: Local Development Plan 2 – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 10 (Sites and Species of European Importance); Policy 11 Nationally Protected Sites and Species and 14 (Conservation of the Pembrokeshire Coast National Park).
4. The temporary change of use of land hereby granted shall be discontinued and any associated paraphernalia associated with the use shall be removed from the land in its entirety within 2 years of the date of this permission.
Reason: In the interests of residential amenity. Policy: Local Development Plan – Policy 30 (Amenity)
5. Prior to operational use of the mobile sauna, the applicants are requested to provide the Local Planning Authority with a written statement demonstrating that they have signed up to NRW's flood advice warning service along with a plan demonstrating how the siting of the mobile sauna will be varied in order

to ensure that any risks associated with overtopping from storm surges can be appropriately managed.

Reason: In order to ensure that there is no danger to users of the sauna.

Informative from NRW

Pollution Prevention

During the construction phase you should take any precaution to prevent contamination of surface water drains and local watercourses. Oils and chemicals should be stored in bunded areas and spill kits should be readily available in case of accidental spillages. For further guidance please refer to Guidance for Pollution Prevention 5: Works and maintenance in or near water, and Pollution Prevention Guidelines 6: Working at construction and demolition sites, which are available on the NetRegs website.

<https://www.netregs.org.uk/environmental-topics/guidance-for-pollution-prevention-gpp-documents/>



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Graddfa/Scale: 1:1,250

