

Development Management Committee

4 September 2024

Present (In Person)

Dr M Havard (Chair)

Councillor D Clements, Councillor T Evans, Councillor Dr SL Hancock, Councillor M James, Councillor S Skyrme-Blackhall, Councillor V Thomas and Councillor C Williams.

Present (Remotely)

Councillor M Bowen, Mrs S Hoss, Mrs J James and Councillor B Price.

Officers in attendance

Mr C Felgate (Solicitor), Mr S Benger (PCC Highway Engineer), Mr M Kent (Monitoring Officer), Mrs S Morris (Director of Place and Engagement), Mrs K Attrill, (Development Management Manager), Mr A Richards, Mr R James (Planning Team), Mrs C Llewellyn (Minutes)

[Llanion Park, Pembroke Dock and Virtually 10.00am – 11.20am;
11.30am - 12.35pm; 1.05pm – 1.35pm]

1. **Apologies**

Apologies for absence were received from Councillor C George, Dr R Heath-Davies, Mr GA Jones, Dr RM Plummer, Councillor A Tinley and Councillor M Wiggins.

2. **Disclosures of interest**

The following Member(s)/Officer(s) disclosed an interest in the application(s) and/or matter(s) referred to below:

Application and Reference	Member(s)/Officer(s)	Action taken
Minutes 6(b) below NP/23/0458/RES Approval of detailed access, appearance, landscaping, layout, and scale associated with NP/19/0361/OUT – Brynhir, Old Narberth Road, Tenby	Councillor S Skyrme-Blackhall	Remained in the meeting and played a full part in the discussion and voting

3. **Minutes**

The minutes of the meeting held on the 17 July 2024 were presented for confirmation and signature.



On the proposal of Councillor Clements, seconded by Councillor Hancock, it was **resolved** that the minutes of the meeting held on the 17 July be confirmed and signed.

4. Members’ Duties in Determining Applications

The Solicitor’s report summarised the role of the Committee within the planning system, with particular focus on the purposes and duty of the National Park. It went on to outline the purpose of the planning system and relevant considerations in decision making, and the Solicitor added that consideration also needed to be given to the National Development Framework - Future Wales: The National Plan 2040 adopted by the Welsh Government on 24 February 2021 as well as its own Local Development Plan 2. The report also noted that the Authority also had a duty to carry out sustainable development, ecological considerations which included the role of the Environment Wales Act 2016, human rights considerations, the Authority’s guidance to members on decision-making in committee and also set out some circumstances where costs might be awarded against the Authority on appeal.

Noted.

5. Right to speak at Committee

The Chairman informed Members that due notification (prior to the stipulated deadline) had been received from interested parties who wished to exercise their right to speak at the meeting that day. In accordance with the decision of the National Park Authority of 7th December 2011, amended 16 June 2021, speakers would have 5 minutes to speak unless they had spoken on the same application previously when they would have 3 minutes in which to present new information (*the interested parties are listed below against their respective application(s), and in the order in which they addressed the Committee*):

Reference number	Proposal	Speaker
NP/23/0458/RES Minute 6(b) refers	Approval of detailed access, appearance, landscaping, layout, and scale associated with NP/19/0361/OUT – Brynhir, Old Narberth Road, Tenby	Jane Merrony – Objector Liam Hopkins – Agent
NP/24/0349/FUL Minute 6(c) refers	Highway and environmental improvements, including provision of new parking	Cllr Neil Prior – Local County Councillor



	bays, realignment of existing Llanrhian Road carriageway, resurfacing of existing parking areas, creation of designated pedestrian footways and uncontrolled crossings, traffic calming features on the carriageway and associated drainage infrastructure and landscape enhancements – Porthgain Harbour, Porthgain	Liam Hopkins – Agent
NP/24/0092/FUL Minute 6(d) refers	Installation of tilting weir, walkway structure and boardwalk – Land at Castlemartin Corse, adjacent to Starmans Hall, Castlemartin	Cllr Steve Alderman – Local County Councillor

6. Report of Planning Applications

The Committee considered the detailed reports of the Development Management Team Leader, together with any updates reported verbally on the day and recorded below. The Committee determined the applications as follows (*the decision reached on each follows the details of the relevant application*):

- (a) Reference: NP/24/0198/FUL
Applicant: Adventure Beyond (Jet Moore)
Proposal: Proposed building and change of use to outdoor adventure centre, with art studio & storage space above, and associated works
Location: The Old Bus Depot, Moylegrove, Cardigan, Pembrokeshire, SA43 3BW

It was reported that this application had been deferred until the next meeting.

Noted.



- (b) Reference: NP/23/0458/RES
Applicant: Pembrokeshire County Council (PCC) (Ms G Toft)
Proposal: Approval of detailed access, appearance, landscaping, layout, and scale associated with NP/19/0361/OUT
Location: Brynhir, Old Narberth Road, Tenby, Pembrokeshire, SA70 8TT

It was reported that this site had been allocated as a housing site under the previous Local Development Plan (LDP1). Outline planning permission, which established the formal granting of permission was given in the time period immediately prior to the formal adoption of the current Local Development Plan (LDP2). The site was not allocated within LDP2 therefore whilst technically a departure from LDP2, nevertheless, outline permission was in place and the principle of development was established, within the parameters determined by the outline permission.

The application sought approval of all reserved matters (Access, Appearance, Landscaping, Layout and Scale) following the granting of outline consent under planning reference: NP/19/0361/OUT. The proposal was for 125 residential units comprising 32 open market dwellings and 93 affordable housing units. Of the 32 Open market dwellings, 16 were shared ownership properties, however these did not accord with the planning definition of affordable housing as buyers would be able to staircase up to 100% ownership and therefore the property would not be affordable in perpetuity. The development would be served by associated open space areas and highway infrastructure. Access to the site would be gained by a new access road to the north west of the site from the A478 and an emergency (only) access route off Upper Hill Park.

It was considered that the appearance, landscaping, layout, access and scale of the proposed scheme would be in accordance with the parameters set out at outline stage. Following consideration of the policies contained within local and national policy and having regard to all material considerations it was considered that the development would be in keeping with the aims of the LDP2 and Future Wales in that the development was considered to provide a new residential estate to meet the requirements set out in the outline consent whilst sustaining the local character.

It was reported that twenty letters of objection had been received and their concerns were summarised, and material considerations addressed, within the report.



At the meeting, the officer updated the Committee in respect of information received since writing the report. He advised that a Public Right of Way within the site would require diversion and an informative to that effect would be added to any permission. Correspondence had also been received from a member of the public expressing concerns, including the lack of a landscape impact statement and safety concerns regarding the location of the smaller LEAP (Local Equipped Area for Play) near to the attenuation basin. The officer advised that sufficient information in respect of landscaping had been provided and a boundary fence and planting was considered sufficient to address the safety concerns; this could not be close boarded in nature to ensure access for dormice could be retained. He also proposed two amendments to conditions – Condition 2 to add to the list drawings submitted by the agent the previous week and to update Condition 22 to state that external lighting should be maintained, rather than implemented, as approved.

In response to questions from Members, the officer advised that although the site was elevated, it was surrounded by trees, some of which were substantial, and additional landscaping on the southern boundary would provide further screening from Tenby. He added that trees to the north of the main field would provide a backdrop so that development would not be seen on the skyline. It was noted that the surface of the bridleway would be improved, but not urbanised, and although the circular footpath around the field, which would be retained, would have a bound surface, water run-off would be absorbed by the soft landscaping adjoining the path. The Highway Officer added that different paths would be improved using a variety of materials depending on their use. The Planning Officer also confirmed that interpretation panels would be provided to explain the importance of the trees as a wildlife habitat and that the stile would be retained as a historic feature.

The first speaker was Jane Merrony, on behalf of the Tenby Greenspace Preservation Society. She stated that in accordance with Planning Policy Wales, major development should only take place in a National Park in exceptional circumstances, and she did not believe that there was any evidence that this site was exceptional, no longer being an allocation in LDP2 and therefore a departure from it. The Society also believed that the three-storey dwellings would break the skyline and the development would cause visual intrusion when viewed from Caldey Island. The development was adjacent to the Conservation Area and stated that this designation had not been in place when the outline application had been granted. She noted that a property nearby had been refused permission for some of these reasons.

The existence of radon, water main pressure, drainage and sewage were other challenges caused by the development, which would put pressure



on nearby housing and sea water quality at a blue flag beach which regularly suffered from water quality alerts. Another concern was the road access through a green wedge, which the Society considered should not be allowed; it was stated that the additional traffic would impact local residents and businesses and would change visitor habits during construction.

Ms Merrony stated that the land was grade 3 Best and most Versatile Agricultural land which should be kept for future generations. The viability and deliverability of the scheme was also questioned, given that amendments had already been made to the S106 Agreement and the affordable ratio reduced; she feared the land would be sold to a developer due to lack of funding or the Agreement changed further in order to make the scheme viable. She concluded by saying that the National Park had the highest state of protection and this site should be protected due to current fears over climate change; she quoted the Sandford Principle which should give greater weight to conserving and enhancing the abundant beauty, wildlife and cultural heritage of the site and urged Members to take that into consideration.

The Director clarified that the Tenby Conservation Area had been created in 1971, with amendments to the boundary in 1995 and 2019. She believed that Ms Merrony was referring to Supplementary Planning Guidance adopted in 2022, but confirmed that the impact on the Conservation Area had been considered when outline permission was granted.

The second speaker was the agent, Liam Hopkins. He stated that the development was critical in addressing the need for affordable housing and provided an opportunity to create an exemplar site for high quality residential development. The Committee had previously granted outline permission and agreed an amendment to the S106 Agreement, and this application for reserved matters sought agreement of the design, and accorded with the development parameters set out previously. He stated that the outline application had been for up to 144 new homes, and 125 were now proposed, this was due to greater understanding of the constraints of the site and in prioritising place making over numbers of dwellings. This had resulted in a viability impact, but would create a better quality of place together with a significant contribution to local housing need. The development would create a place for people and community, with homes of distinctive architectural appearance surrounded by a strong green infrastructure which allowed people to come together in a natural landscape setting. This would meet the requirements of local and national policy, protecting the special qualities of the National Park, and time had been taken to work collaboratively with officers to achieve this. As a result of this, the development would include



a secondary vehicle access for emergency use and would incorporate local nuances to give context and character, including protection of the stone stile. Planting would be reinforced along the southern boundary to screen the development and to provide a biodiversity enhancement which would allow bats and dormice to be protected but allow the community to interact with nature. Finally, bridleways and Rights of Way would be retained and alterations to their alignments would be minimised to avoid disruption to users.

Members sought clarification on a number of points from Mr Hopkins. He advised that when modification of the S106 Agreement had been sought previously, the proportion of affordable units on site remained at 70%. With regard to the 3-storey blocks he advised that these would provide a diversity of accommodation and respond to local need through provision of apartments; he confirmed that this would be located centrally within the site so that it would be screened by other development within the context of the site and would integrate into the streetscene through the use of levels on site. Although there were no 3 storey properties in the immediate vicinity, the architecture of properties reflected local mass, scale and form. It was confirmed that each property would have a small amenity space in which to dry clothes within a shared area, however general amenity provision would be made through the LEAPs and ancillary open space. The Director confirmed that PCC would manage and maintain the site.

Councillor Clements noted that the principle of development had previously been agreed and was pleased to see that there had been considerable discussion with stakeholders. She considered that although the development would lead to a loss of green areas, affordable housing was needed, particularly in Tenby, and she proposed the recommendation of delegated approval, subject to conditions, including those amended at the meeting. This was seconded by Councillor Price, and was carried at the vote. The officer advised that the expiry of the advertisement period for the departure notice was 17 September.

Decision: That the application be delegated to officers to grant permission subject to the expiry of the advertisement period for the departure notice and conditions in respect of timing of the development, accordance with approved plans and documents, archaeological scheme of investigation, ground condition survey, contamination, hours of construction, surface water drainage, Construction Environmental Management Plan, Permitted Development, provision of public information boards, protective fencing, lighting, Landscape and Ecological Management Plan, drainage scheme, provision of access and estate roads, emergency access, footways, parking and turning, Construction Traffic



Management Plan, biodiversity enhancement scheme, electric vehicle charging points, arboricultural details, landscaping and notice of commencement.

[The meeting was adjourned between 11.20am and 11.30am]

[Mrs J James was not present for the entirety of the discussion on the following application and abstained from voting].

- (c) Reference: NP/24/0349/FUL
Applicant: Pembrokeshire County Council
Proposal: Highway and environmental improvements, including provision of new parking bays, realignment of existing Llanrhian Road carriageway, resurfacing of existing parking areas, creation of designated pedestrian footways and uncontrolled crossings, traffic calming features on the carriageway and associated drainage infrastructure and landscape enhancements
Location: Porthgain Harbour, Porthgain, Haverfordwest, Pembrokeshire, SA62 5BN

This application was reported to the Committee as the National Park Authority was the landowner.

It was reported that Porthgain was a popular tourist destination with the coastal path running through the village. The centre was a Conservation Area and contained a number of Listed Buildings, the former quarry and harbour were a Scheduled Ancient Monument. High visitor numbers during peak months caused traffic congestion, parking problems, and safety issues for pedestrians and emergency vehicles. The proposed development sought to address these issues through a range of highway and environmental improvements with associated drainage infrastructure and landscape enhancements. Wider works as part of the Master Plan were classed as permitted development and it was clarified which parts of those wider works were being considered within this planning application.

A range of public responses had been received raising a number of concerns including around whether the scheme had reflected previous public engagement proposals, whether the scheme was necessary and whether it would negatively impact on the character and appearance of the historic village of Porthgain. Where material, these issues were addressed within the report.

Officers considered that the proposals were acceptable and that the scheme as a whole protected the special qualities of the National Park while delivering appropriate highway enhancements to this attractive



historic centre. The impact on the setting of historic assets was considered acceptable. The proposals were considered to comply with relevant national and local planning policies and the scheme was therefore recommended for conditional approval.

At the meeting it was noted that some concern had been expressed that the work could lead to an urbanisation of the village and in response, officers suggested two additional conditions to ensure that materials used were appropriate – in respect of hedgebanks and landscaped edging/boulders to be re-used.

In response to questions, the officer advised that the streetviews were from September 2021, which demonstrated that the village was busy outside of peak season. It was also confirmed that 22 additional parking spaces would be provided within the wider scheme and a further 14 along the roadside would be ‘formalised’ through the use of grass cell paving (these would not be marked with white lines); in total 69 regular parking bays would be provided along with 6 disabled spaces, 2 EV charging spaces and 3 motorbike bays within the wider scheme. This was in addition to parking in the central area where numbers would remain unchanged as this would not be marked out. The Director confirmed that there were no current plans to charge for parking, however this was not material to the planning application and would be a matter for future consideration.

The first speaker was Councillor Neil Prior who was speaking in his role as County Councillor. He explained that the initiative was community led and began as many people had contacted him to express concern about access, safety, parking and the impact of an extended summer season. An informal survey was undertaken and a group of residents formed Pobl Porthgain. With the help of the Highway Authority, walkabouts were undertaken and it was suggested that specialists were engaged – The Urbanists were appointed. There followed significant engagement and consultation with residents of the village and with financial support from the National Park Authority (NPA), a Master Plan was drawn up. The Plan was refined through further consultation and Brilliant Basics funding was secured, match funded by Pembrokeshire County Council. Unfortunately, the Plan had proved quite divisive and there were numerous village tensions, however Councillor Prior hoped that moving forward these would be healed; he also believed there was a good level of quiet support. He said that everyone was agreed that the character of the village should be protected, and he believed that this had been achieved. However he hoped that there would be continued engagement from both the County Council and the NPA and the people in the village would have a real say in what happened there and he hoped that there could be some flexibility over the minor details, such as the colour of the walkways.



In response to questions from Members regarding the potential for disruption to local businesses, Councillor Prior confirmed that the work would be undertaken by March 2025, with work to the access road being the priority. He also added that there were concerns regarding the availability of parking and that numbers of spaces would be reduced, a view he did not share. Officers confirmed that the bus stop and footpath elements of the scheme were being undertaken under permitted development rights and therefore had a greater element of flexibility.

The Agent, Liam Hopkins from The Urbanists, the consultant for the proposals, then addressed the Committee. He explained that the purpose of the improvements was to improve highway safety in the village during peak visitor times when the number of people made it difficult for both residents and service and emergency vehicles to gain access and resulted in safety issues for pedestrians. At the same time, it was important to safeguard the amenity of residents and business owners and to protect the village's unique character. He stated that parking was a key part of the proposals, although the driver was provision of appropriate parking enabling the village to accommodate a suitable number of people and ensure fewer vehicular conflicts due to informal parking arrangements. There were different views across the village and the Master Plan had been prepared collaboratively and had tried to be sensitive to the strong feelings and take account of feedback; concept designs had been subject to consultation. It was recognised that the village was a unique destination and there had been a sensitive approach to materials and the scale of interventions minimised. The agent noted that the report to the Committee had concluded that there was an appropriate balance between the visual landscape and retaining the historic character of the village, as well as improvements to biodiversity. The agent confirmed that 77 spaces would be created by the wider scheme, as the officers had advised, and this did not include the centralised area which the community had wanted to be kept more informal in nature, possibly having temporary marking in the peak season only which could provide an additional 25 bays. He considered that the sensitive approach to formalise parking, in combination with other design measures provided a practical approach to delivering a sustainable parking solution. He also referenced bigger proposals such as the coastal access strategy, which aimed to put in place more sustainable public transport options, being developed as part of the regional transport plan. In final points he confirmed that there would be no phasing to the project, that the Llanrhian road would be widened so that as well as the parking bays, two vehicles would be able to pass, and that the one-way system would be informal rather than requiring traffic regulation orders, in keeping with the views of the community.



Members felt that while it was not possible to please everyone, they were happy that there would be ongoing engagement and flexibility. Due diligence had been done and the project would deliver safety and infrastructure improvements while retaining the character of Porthgain. A motion to approve the application, subject to conditions, including the additional conditions suggested at the meeting, was proposed by Councillor Clements, seconded by Councillor Hancock and carried at the vote.

Decision: That the application be approved, subject to conditions relating to timing of the application, accordance with approved plans and documents, surface water drainage, protection of the public sewer, specification of materials, protection of trees and hedgebanks, landscaping scheme, Construction Traffic Management Plan, hedgebanks and details of the landscaped edging/boulders.

- (d) Reference: NP/24/0092/FUL
Applicant: The National Trust
Proposal: Installation of tilting weir, walkway structure and boardwalk
Location: Land at Castlemartin Corse, adjacent to Starmans Hall, Castlemartin, Pembroke, Pembrokeshire, SA71 5HW

It was reported that the National Trust had been looking at potential wetland restoration opportunities at Castlemartin Corse Site of Special Scientific Interest (SSSI), which was part of the National Trust's property at Gupton Farm. The primary aim was to restore and establish carbon rich habitats within the SSSI.

To enable this, it was proposed to install a water control structure in the form of a tilting weir within the main river that flows through the SSSI reedbed and connected to the Castlemartin Coast Special Area of Conservation (SAC). Attached to the tilting weir would be a walkway, and a boardwalk was also proposed to allow maintenance access to the weir. The walkway and board walk would not be open to the public.

Officers considered that the application complied with the requirements of both National and Local Planning policy and was recommended for approval. At the meeting, the Committee was advised that since writing the report a response had been received from the Authority's Ecologist advising that she had no objections to the scheme or the submitted HRA. It was also noted that the wording of condition 3 in relation to the submission of a traffic management plan had been omitted and this was provided for the Committee. The Solicitor recommended the addition of



the words “and thereafter the approved scheme be complied with” to the condition.

In response to questions from the Committee regarding the visibility of the structure, the officer advised that the site would only be seen from a few distant public view points. Construction was estimated to take 5 weeks and it was anticipated that this would commence in the near future if permission was granted. It was confirmed that the temporary site compound was outside of the red line of the application, and such areas were not normally conditioned due to their temporary nature.

There was one speaker on this application, however as he was having technical difficulties, the meeting was adjourned for lunch to allow time for these to be resolved.

[The meeting was adjourned between 12.35pm and 1.05pm]

Councillor Alderman, speaking as the local County Councillor on behalf of neighbouring landowners explained that the complex of dikes was the result of an historic civil engineering project from the 1790s when the land was drained. He believed that the system had worked well over many years with the land used for growing food during the first and second world wars and being one the few areas of the county which had remained green during very dry years. Part of the dike system ran through land owned by the National Trust, with further dikes through land owned by a neighbouring farm further up the valley. The dikes needed to be maintained and human intervention was often necessary to clear pebbles washed up by high tides and storms from the outfall to ensure the water was able to drain freely. Councillor Alderman stated that landowners would prefer to see the investment in maintenance of the main dike and noted that if the tipping weir was installed it would hold back the water and flood the land, impacting on the neighbouring landowner. He noted that there was already good biodiversity, with eels, otters, marsh harriers, ducks, geese, egrets, herons and bats and expressed his disappointment at the proposal to install the weir which he thought was shortsighted and unnecessary.

Members asked about the legality of allowing land outside of someone’s ownership to be flooded and sought clarification about the purpose of the application. The Solicitor advised that such a scenario was likely governed by property law, however if any rights were required, this was not material to determination of the application before the Committee. The officer explained that the application sought to restore the wetland area which would have an impact upstream and would not be of benefit to those who farmed the land, however the National Trust believed that it would benefit biodiversity and create a carbon rich environment.



Although the weir would open in periods of prolonged rainfall, it would be closed or semi-closed at other times in order to hold water at a higher level. The Director confirmed that a flood consequences assessment had been submitted which assessed the impact on third parties and which had concluded that this would be low. It said that the National Trust should prepare an Operational Management Plan to inform their proactive management of the water levels in the SSSI and surrounding area. She asked that a condition be included to require submission of the Plan to the Authority on an annual basis so that the Authority could monitor the impact of the weir.

On the basis that the application sought to increase biodiversity which was in accordance with the objectives of the Authority, the recommendation to approve the application, subject to conditions including those discussed at the meeting, was proposed by Councillor Hancock, seconded by Councillor Skyrme-Blackhall and carried at the vote.

Decision: That the application be approved subject to conditions in respect of the timing of the application, accordance with approved plans and documents, submission of a Traffic Management Plan and of an Operational Management Plan annually.

7. Appeals

The Development Management Team Leader reported on 9 appeals (against planning decisions made by the Authority) that were currently lodged with the Welsh Government, and detailed which stage of the appeal process had been reached to date in every case.

One appeal decision was reported, in respect of NP/24/0005/FUL The Champions, Nolton Haven which was dismissed as the Inspector deemed that the development was not appropriate in its landscape setting.

Noted.

