

Application Ref: NP/20/0421/OUT

Case Officer	Kate Attrill		
Applicant	Mr D Harries		
Agent	Mr A Vaughan-Harries, Hayston Development & Planning		
Proposal	Demolition of existing industrial buildings & erection of two dwellings (all matters reserved)		
Site Location	Former GWLA Concrete Works, Rear of 89, Nun Street, St Davids, Pembrokeshire, SA62 6NU		
Grid Ref	SM75482567		
Date Valid	14-Oct-2020	Target Date	27-Dec-2020

This application is being presented to the Development Management Committee due to the Officer's recommendation differing to that of the City Council.

Consultee Response

Dwr Cymru Welsh Water: Conditional Consent
PCC - Transportation & Environment: Conditional Consent
PCC - Public Protection: Conditional Consent
PCNPA Access Manager: Conditional Consent
PCNPA Buildings Conservation Officer: No adverse comments
St Davids City Council: It was resolved to support the application.
PCNPA Planning Ecologist: No Objection
PCC - Drainage Engineers: Observations
Dyfed Archaeological Trust: Conditional consent

Public Response

The Town and Country Planning (Development Management Procedure) (Wales) Order 2012 requires that proposed developments are advertised by way of either neighbour letters or a site notice. In this case, both site notice and neighbour letters were sent.

Two letters of representation have been received listing concerns of:

- Ownership of the access route
- Highway and pedestrian safety
- Poor standard of design
- The application site aerial photo as outlined in red on page 1 of the Planning Statement is in error as it includes the garage, shed and land owned by the resident of 92 Nun Street.
- Lack of information on the size of the properties.

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>

LDP2 Policy 01 - National Park Purposes and Duty

Item 5 - Report on Planning Applications

LDP2 Policy 05 - St Davids Local Centre
LDP2 Policy 08 - Special Qualities
LDP2 Policy 09 - Light Pollution
LDP2 Policy 14 - Conservation of the Pembrokeshire Coast National Park
LDP2 Policy 29 - Sustainable Design
LDP2 Policy 30 - Amenity
LDP2 Policy 31 - Minimising Waste
LDP2 Policy 46 - Housing
LDP2 Policy 48 - Affordable Housing
LDP2 Policy 51 - Housing Densities
LDP2 Policy 59 - Sustainable Transport
LDP2 Policy 60 - Impacts of Traffic
SPG04 - Planning Obligations
SPG05 - Sustainable Design
TAN 05 - Nature Conservation and Planning
TAN 12 - Design
TAN 21 - Waste
TAN 23 - Economic Development
TAN 24 - The Historic Environment

Constraints

Common Land CROW Access
LDP Allocation
LDP Mineral Safeguard
Biodiversity Issue
Historic Landscape
Safeguarding Zone
Rights of Way Inland - within 50m
Ancient Monument - within 500m
Hazardous Zones
Potential for surface water flooding
LDP Centre:50pc aff housing;30 units/ha
Recreation Character Areas
Affordable Housing Submarkets

Officer's Appraisal

Site and Context

The application site lies within the centre boundary for St Davids. Nun Street is a one-way street that leads out of St Davids along the A487 heading north. The site is brownfield land located behind a cluster of houses along Nun Street. It comprises 0.12 hectares of industrial land, buildings and concrete hardstanding associated with GWLA concrete works and is now used as a builder's yard.

To the immediate west of the site lies an allocated housing site which has an extant outline planning permission for 11 houses (NP/18/0488/OUT).

Relevant Planning History

NP/05/612 Demolish existing industrial buildings and erect 1 dwelling Approved (now lapsed)

NP/11/0437/FUL Single dwelling Refused on basis of low density and inefficient use of land, proposed design and lack of detail on ecology

NP/0535/OUT – Demolition of industrial buildings and replacement with a single dwelling – Withdrawn

Description of Proposal

This application proposes the demolition of the industrial buildings and erection of two dwellings. Although only indicative, a pair of two storey detached dwellings with detached garage are shown. The houses are oriented so that their frontages face east, with their rear elevations facing towards the adjacent development site.

The scale parameters listed describe the maximum measurements for the houses as:

Unit length: 10-15.5metres

Width: 8.0 – 10.5 metres

Ridge heights: 5.5 – 8.5

Detached garage: Width 4-5.5 metres Length 6-6.5metres Ridge 4.5-5.5 m

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
- Access and Parking
- Landscaping
- Biodiversity
- Other Material Considerations

Policy:

The application site is within the Centre Boundary for St. Davids Local Centre as defined in the Local Development Plan 2. Policy 5 states that the land use priorities in St. Davids will be to provide for and permit housing to facilitate the delivery of the affordable housing needs of the local area and to ensure permitted developments contribute to the protection and enhancements of the City's special qualities.

Item 5 - Report on Planning Applications

The application is for the demolition of former industrial buildings associated with a concrete works and for the erection of two dwellings. The current use of the site is employment and as a result of the former use of the land, there may be contamination issues.

Policy 44 of LDP2 seeks to protect employment land unless the present use is inappropriate for the locality, there is adequate alternative provision in the vicinity or the potential for the continued use of the site has been shown to be unviable. Where loss of the employment use is justified a community use or market/affordable housing provision will be the priority.

It has previously been recognised that this brownfield site, of approximately 0.15ha would support 4 dwellings, in accordance with the requirements of Policy 51 to develop at a minimum density of 30 houses per hectare. Lower density levels will only be permitted where it can be demonstrated that development at the prescribed densities would have an unacceptable adverse effect on the character of the surrounding area or where there are constraints or features worthy of preservation. The planning statement submitted on behalf of the applicant states that provision of more than 2 houses would be out of character with the lower densities of existing development along Nun Street to the north of the proposal site. However, the area occupied by numbers 83, 85, 87 and 98 Nun Street measures less than the application site.

This is a rare brownfield site within St Davids Centre which has a wide range of services and facilities available within a short walking distance and also benefits from regular bus services. This reflects the site being within Zone 2 of the Authority's draft Parking Guidelines Supplementary Planning Guidance, currently published for public consultation. The standards are similar to those adopted for LDP1 and are based on proximity to Centres and availability of car-free access to facilities and services. The requirements set out in the document are maximum requirements, in line with the All Wales Parking Standards and in the context of one of the Welsh Government's key objectives to encourage active travel and to minimise the need to travel by car.

Officers note that the Highway Authority has commented on the application and suggest that the number of dwellings is limited due to no more than 5 due to the visibility of the access lane at the A487, width of the lane and pedestrian safety. These comments are made outside of the context of the location of the site within the Centre and the context set out in the paragraph above. A comment has been made about the layout of the site, however this is an outline application and all matters are reserved. The proposal shows two large, detached houses but the site could accommodate 4 houses of a more modest scale, even emulating the terraced houses along Nun Street and immediately to the south of the site. The site is set back from the main road. Views from the main road would be similar to many in St Davids, along narrow lanes small, with glimpses of small, traditional style dwellings. The access lane leading to the site is 29m long and would be similar to a shared driveway. It is accepted that it would not achieve adoptable standards.

Policy 49 requires 35% affordable housing on sites of 3 dwellings or more in St. Davids. On the basis that the site could accommodate 4 dwellings, one of the 4 dwellings would be affordable. If it demonstrated that on-site provision is not

appropriate then a contribution of £175 per square metre of the floor space of each dwelling would be required to help provide for off-site provision.

To date, no draft Unilateral Undertaking has been received.

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

As the application is in outline, none of the design details submitted are binding on the application, it is only the principle of development which is being considered, and as such, siting and design cannot be assessed at this stage, but will be considered at reserved matters stage.

Amenity and Privacy:

Policy 30 of LDP2 refers to 'amenity' in general with criteria (a) and (b) seeking to avoid incompatible development and significant adverse impact upon the amenity enjoyed by neighbouring properties.

As the scheme currently under consideration is in outline, detailed consideration of the impact on residential amenity will be considered at outline stage. The size of the site is considered sufficient to be able to provide for residential standards of amenity and privacy.

Access and Parking:

The Highways Department of PCC has been consulted in respect to any potential impact from a highways point of view. They had no objections to the submitted scheme but also commented:

'The limitations to the access would restrict the potential scale of the development. The road could not achieve an adoptable highway standard and as such would remain a private access way which is generally considered to be suitable for no more than 5 dwelling units'.

Therefore it is evident that highway safety is not a justified reason for a lower density of housing than the site is capable of supporting.

A public footpath runs through the site and the PCNPA Access Officer has suggested a condition to ensure this right of way is not blocked during construction.

Biodiversity:

The PCNPA Ecologist has been consulted with the proposals and had no objection subject to the imposition of conditions requiring a lighting scheme, biodiversity enhancement and that works be done outside the bird nesting season.

The application is therefore considered to comply with the Local Development Plan, Planning Policy Wales and the Environment (Wales) Act 2016.

Other Material Considerations: Contaminated Land

The Public Protection department of Pembrokeshire County Council have been consulted with regard to the potential for contamination on the site and advised the following :-

'The proposed development includes the demolition of the existing buildings. At some time in its history it was a concrete works but has also been identified as a builders yard on maps.

According to the Desk Reference Guide to Potentially Contaminative Land Uses published by the ISA, the principle raw materials used in the manufacture of Concrete, Ceramics, Cement and Plaster (clays, shale, Gypsum, Lime) may not themselves be contaminative but contamination may arise through the use of additives and from by products or wastes. Ancillary activities, such as vehicle workshops and plant maintenance areas may also result in contamination.

Other contamination may have arisen during the use of the site as a builders yard as a result of accidental leaks and spills from materials, liquids and chemicals stored on site. Typical contaminants include hydrocarbons and heavy metals.

A residential development represents a highly vulnerable receptor and therefore it is essential that the risk posed by potential contamination is assessed and remediation is undertaken where necessary in the interest of protecting human health.

There is the potential that asbestos is present within the current buildings on site. It is essential that the developer identifies any asbestos prior to demolition and it being removed by a competent person and disposed of at a suitably licenced landfill to prevent secondary contamination of the ground.

It is the responsibility of owners/developers to determine the extent of any contamination on site and ensure safe development and secure occupation. Before any development works commence on an area of land it must be determined whether or not it is contaminated and what works may need to be carried out to make the land 'suitable for use'. The council has a duty to ensure that the developer will carry out the necessary investigation and proposal for dealing with any contamination in a responsible and effective manner.'

The advice of the Contaminated Land Officer is accepted and remediation of the site can be secured through an appropriately worded planning condition. No evidence as to the potential costs involved in remediating the site have been submitted with the current application.

Historic Landscape: Dyfed Archaeology

Dyfed Archaeology were consulted as the site lies within a historic landscape and they have commented:

This search has revealed that the buildings in question form part of a small scale industrial complex, which although relatively modern in date, represent a quickly disappearing feature of mid-20th century utilitarian architecture.

They have requested a photographic record be made of the buildings prior to demolition should the application be approved and this can be secured if permission is granted.

Conclusion

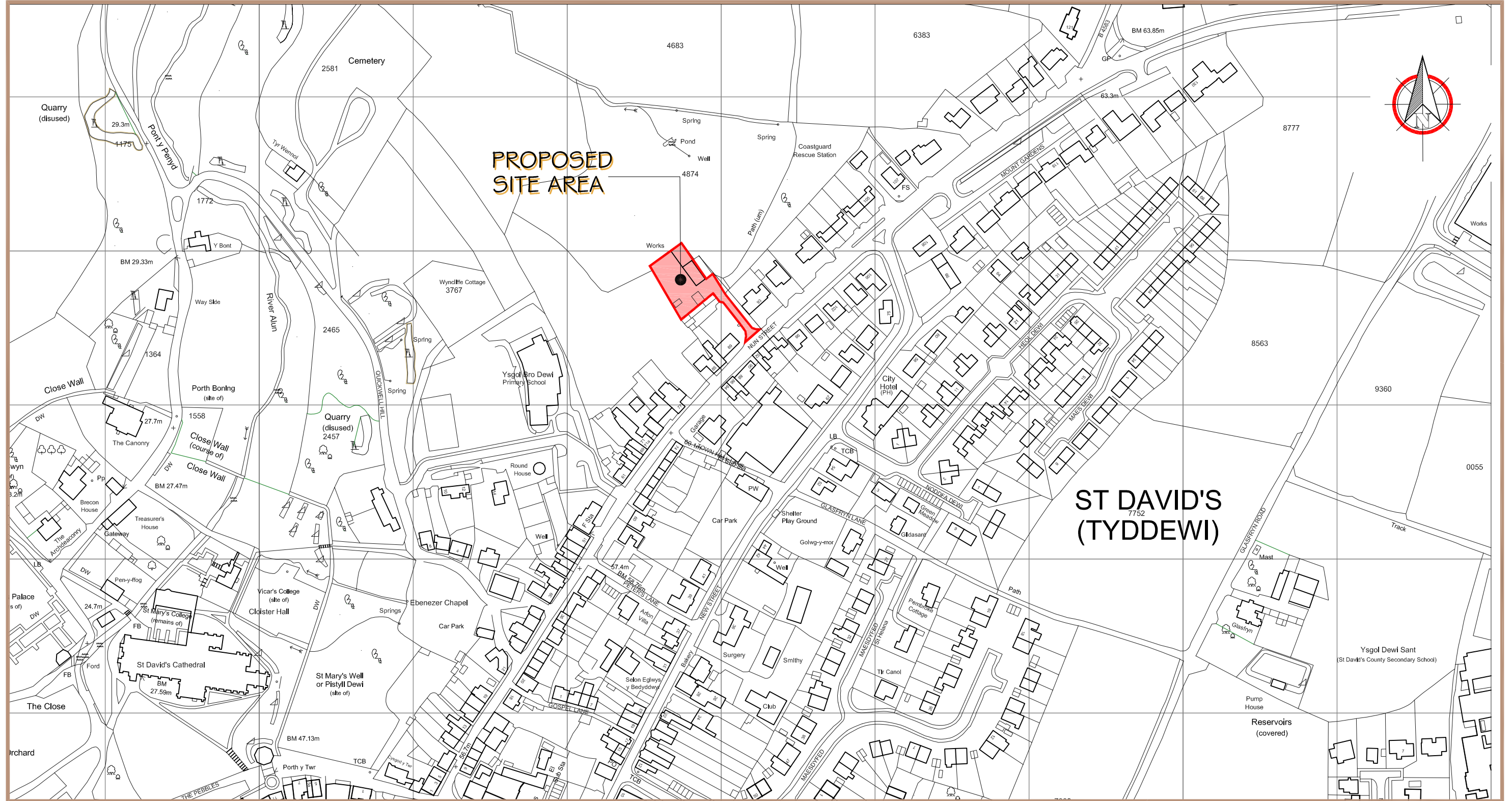
This is a rare brownfield site within the defined Centre of St Davids, close to a wide range of services and facilities without the need for reliance on a car. Draft parking guidelines set maximum standards and are intended to prioritise active travel over car travel, as set out in Planning Policy Wales.

The proposal indicates two large detached dwellings. Based on the Authority's policy to make efficient use of land for development, there is potential to develop this site for 4 modest dwellings, including one affordable dwelling, the context for which is established within the vicinity and immediately adjacent to the site, and insufficient evidence has been provided within the current application to show that such a scheme is not possible.

Recommendation

REFUSE, for the following reason(s):

1. The proposed density of the development does not accord with the requirements of Policy 51 of the Pembrokeshire Coast National Park Local Development Plan 2 and guidance within Planning Policy Wales (Edition 10, December 2018).
2. No unilateral undertaking to secure a contribution towards affordable housing has been provided and the application is therefore contrary to Policy 49 of the Pembrokeshire Coast National Park Local Development Plan 2.



LOCATION PLAN

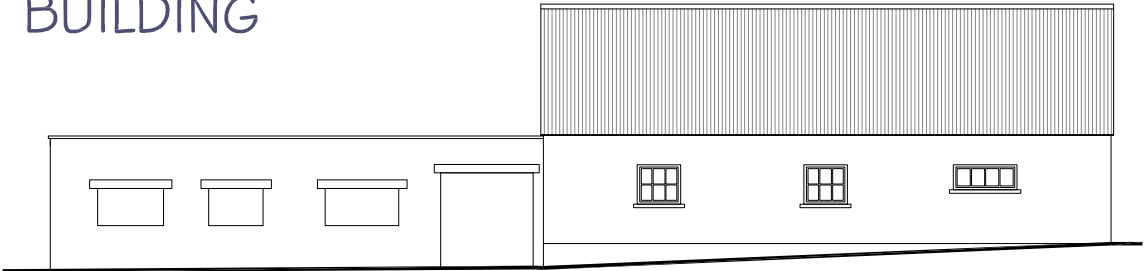
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1:1
A3 ORIGINAL DRAWING SIZE

Revision	Description	Date
Drawing LOCATION PLAN		
Clients Mr D. Harries		
Project / title Residential Development - Outline Planning approval for 2no. Plots at the Former GWLA Concrete works/Yard to rear of 89 Nun Street, St.Davids, Pembrokeshire, SA62 6NU.		
Drawing Number P01	Revision	Scale 1:2500
		Date MAY 2020

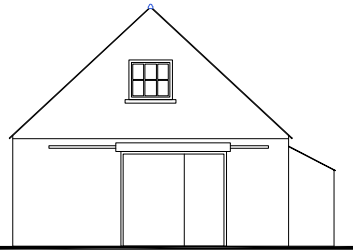
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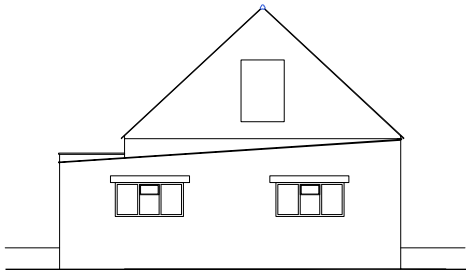
MAIN BUILDING



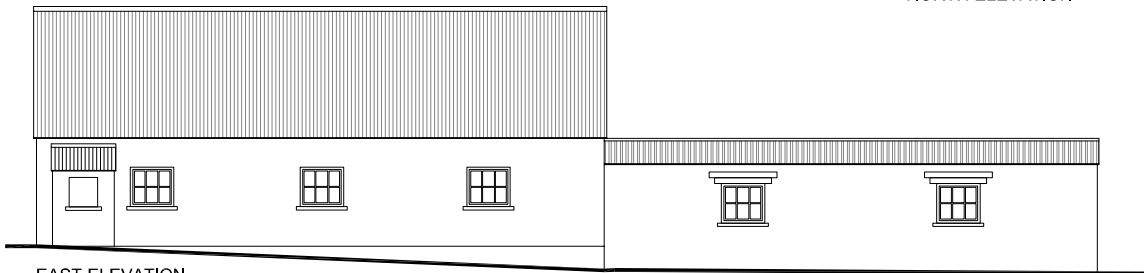
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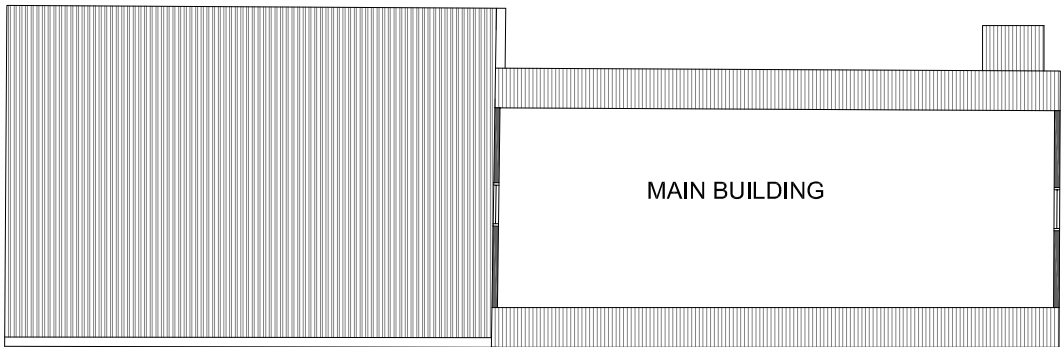
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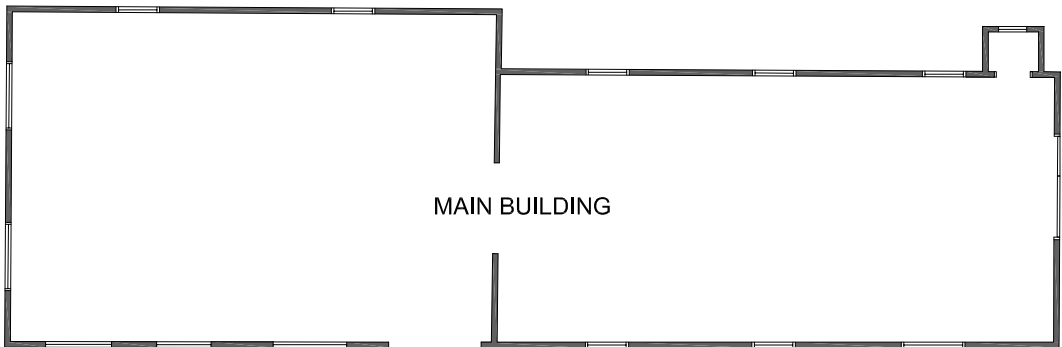
NORTH ELEVATION



EAST ELEVATION

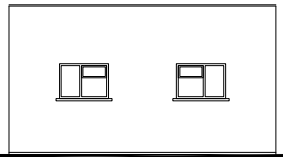


First floor

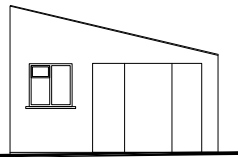


Ground floor

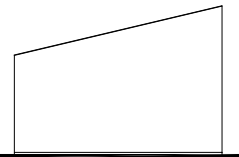
GARAGE / SHED No. 1



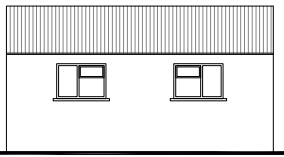
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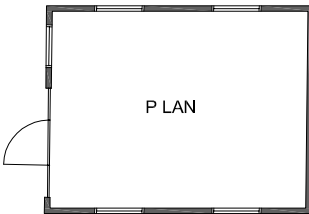
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SOUTH ELEVATION

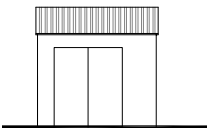


WEST ELEVATION



P LAN

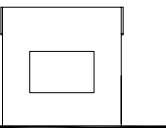
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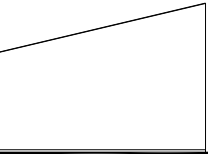
EAST ELEVATION



SOUTH ELEVATION



WEST ELEVATION

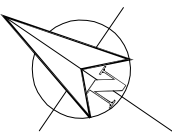


NORTH ELEVATION



PLAN

NOTE -
EXISTING BUILDING DRAWINGS
PROVIDED BY OTHERS / CLIENT



EXISTING BUILDINGS - (To be demolished)



Revision	Description	Date
Drawing EXISTING BUILDINGS		
Clients Mr D. Harries		
Project / title Residential Development - Outline Planning approval for 2no. Plots at the Former GWLA Concrete works/Yard to rear of 89 Nun Street, St.Davids, Pembrokeshire, SA62 6NU.		
Drawing Number P03	Revision	Scale 1:200
		Date JUNE 2020

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INDICATIVE ELEVATION A-A IN CONTEXT - 1:250

New stock-proof fencing to field side of new earth bank

Proposed spot levels shown thus.

Suggested Floor levels shown, subject to detailed planning approval

Outline of extg. building to be demolished shown dotted

Extg. block boundary wall removed; new landscaped earth bank to North + East boundaries

Indicative Dwelling outlines shown, subject to detailed planning consent.

Stormwater soakaway pits, 5m min. from any building. (subject to SABS design/ approval)

New 1.8m C/B timber fences aligning along extg. block & stone South + West boundaries

Settlement Limits Outline shown dotted

Approx. Building outlines of adjacent Outline planning consent

Site area = 1,255sqm

Adjacent Field

SCALED PARAMETERS

Dwellings -
Overall unit length, between 10.0 - 15.5m max.
Overall unit Width, between 8.0m & 10.5m max.
Ridge heights between 5.5 & 8.5m max.,
Either - Single storey or 2 storey design
Gable spans - between 5m - 7.5m max
Roof Pitches - 30deg. min. - 45deg. max.
Detached Garage -
Width=4.0 - 5.5m ; Length=6.0 - 6.5m;
Ridge=4.5-5.5m

ECOLOGY ENHANCEMENT

-To be read in conjunction with Ecology Report.

Integrated Bird nest boxes provided to North and east facing elevations.

Schweglar integrated Bat box, located on south or west walls high level.

Lean-to feature provided, suitable for breeding swallows

No External lighting provided to Dwellings.

KEY -

- COMPOSTING BIN
- GENERAL WASTE BIN
- RECYCLING WASTE BINS
- WATER BUTT
- ROTARY DRYING LINE

GENERAL SERVICES KEY -

- Foul gravity drains
- Private foul pump chamber unit + pumped drain to mains sewer
- Surface water soakaway pits draining roof water - (subject to SABS Design/ approval)
- New Water mains connection from existing supplies (subject to sufficient capacities)

NOTE :
Service positions are suggested. Only and subject to engineers / service provider design / details & W.W.A searches / Recommendations and for assistance only.

LANDSCAPING

- Drives / road paved with permeable brick or block pavements
- Patio areas - paviour or paving slab finish
- Grassed garden areas to front and rear
- Permeable gravel/hardcore vehicle / turning areas, continued from extg. shared private access road.
- Various ornamental plant species
- New Standard trees -
- New landscaped earth bank hedgerow to North+East boundaries - Planting to be mixed native species providing Ecological enhancement benefit for animal / wildlife

NOTE - Extg. West boundary hedgerow supplemented with additional native shrubs / plants to increase density where necessary.

0 20 40 60 70
1:1

PROPOSED SITE LAYOUT - 1:250

Existing main road access radii + Visibility splays subject to Highway approval One-way traffic only

New foul inspection chamber - Gravity feed to Mains sewer.

Line of boundary edge to adjacent Common land.

Extg. Access gate to open field

Settlement Limits Outline shown dotted

Approx. outline of adjacent Dwelling - No. 93

Adj. open Field (Common Land)

Shared private Lane

Existing shared private lane access - partially tarmac & gravel finishes

Suggested Foul drain connections to mains sewer manhole(indicated on W.W. maps - (subject to W.W.A agreements)

Extg. adjacent store/garage on boundary line, partially faced with new C/B fencing

Drive/ parking

Garden

2 x Parking spaces per Dwelling Permeable paviour or tarmac finish

New Detached double garage

Garden

Approx. outline of adjacent Dwelling - No. 89

NUN ST.

NOTE - SABS DESIGN & APPROVAL FOR SUSTAINABLE DRAINAGE SYSTEMS TO BE SUBMITTED & APPROVED, PRIOR TO ANY CONSTRUCTION WORKS CARRIED OUT

Revision	Description	Date
Drawing		
PROPOSED SITE LAYOUT		
Clients		
Mr D. Harries		
Project / title		
Residential Development - Outline Planning approval for 2no. Plots at the Former GWLA Concrete works/Yard to rear of 89 Nun Street, St.Davids, Pembrokeshire, SA62 6NU.		
Drawing Number		
P04		
Revision		
Scale		
1:250		
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JUNE 2020		

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