Application Ref: NP/17/0301/FUL

Case Officer: Andrew Richards
Applicant: M & G Smith & Thomas, Projects Plus Ltd & Tai Wales & West Housing
Agent: Mr M Goddard, RLH Architectural Design Solutions Ltd
Proposal: Redevelopment of former pottery & depot site to include conversion of pottery building; part demolition of pottery outbuilding & full demolition of redundant depot building, for development of 8 affordable housing units & 4 open market housing units. The application is also to include infrastructure, landscaping improvements, biodiversity mitigation & enhancements and any ancillary works

Site Location: Newport Pottery & former Depot Site, Parrog Road, Newport, Pembrokeshire, SA42 0RG
Grid Ref: SN05503910
Date Valid: 07-Jun-2017 Target Date: 15-Nov-2017

This application has been reported to the Development Management Committee as the application is classed as major development.

Consultee Response

Newport Town Council: Support
PCNPA Tree and Landscape Officer: Conditional consent
PCNPA Park Direction: Support
PCNPA Planning Ecologist: Conditional consent
PCNPA Buildings Conservation Officer: Support
PCC Waste and Recycling: No contribution required
PCC Transportation and Environment: Support
PCC Housing Commissioning Officer: No response received
PCC Public Protection: Conditional consent
PCC Education Department: Financial contribution required
PCC Drainage Engineers: No objection
PCC Community Regeneration: No contribution required
Natural Resources Wales: Conditional consent
Mid and West Wales Fire Brigade: No response received
Dyfed Powys Police: No response received
Dyfed Archaeological Trust: Conditional consent
Dwr Cymru Welsh Water: Conditional consent

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.

Four letters of concern/objection have been received from neighbours at Gwaunfa and Trem-y-don with the following matters raised:

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• Highway safety and impact on pedestrians
• Traffic congestion
• Loss of parking for adjacent residents
• Existing site used by adjacent residents not Town Council
• Impact on overall parking provision for Newport and Tourism
• Privacy impact on neighbouring dwelling
• Scale of development

The above matters have been considered in the main report below.

**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

LDP Policy 01 - National Park Purposes and Duty
LDP Policy 03 - Newport Local Centre
LDP Policy 08 - Special Qualities
LDP Policy 11 - Protection of Biodiversity
LDP Policy 13 - Historic Landscapes Parks and Gardens
LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park
LDP Policy 29 - Sustainable Design
LDP Policy 30 - Amenity
LDP Policy 31 - Minimising Waste
LDP Policy 32 - Surface Water Drainage
LDP Policy 44 - Housing
LDP Policy 45 – Affordable housing
LDP Policy 52 - Sustainable Transport
LDP Policy 53 - Impacts on traffic
PPW9 Chapter 03 - Making and Enforcing Planning Decisions
PPW9 Chapter 04 - Planning for Sustainability
PPW9 Chapter 05 - Conserving and Improving Natural Heritage and the Coast
PPW9 Chapter 06 - Conserving the Historic Environment
PPW9 Chapter 08 - Transport
PPW9 Chapter 09 - Housing
PPW9 Chapter 12 - Infrastructure and Services
PPW9 Chapter 13 - Minimising and Managing Environmental Risks and Pollution
SPG04 - Planning Obligations
SPG05 - Sustainable Design
SPG06 - Landscape
SPG08 - Affordable Housing
SPG12 - Parking
SPG13 - Archaeology
SPG14 - Renewable Energy plus Addendum on Field Arrays
SPG17 - Conservation Area Proposals
SPG20 - Accessibility
SPG22 - Seascape Character
SPG23 - Enabling Sustainable Development in Welsh NPAs

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TAN 02 - Planning and Affordable Housing
TAN 05 - Nature Conservation and Planning
TAN 06 - Planning for Sustainable Rural Communities
TAN 12 - Design
TAN 15 - Development and Flood Risk
TAN 18 - Transport
TAN 24 - The Historic Environment

Constraints

Contaminated Land
Biodiversity Issue
Historic Landscape
LDP Centre:70pc aff housing:30 units/ha
Recreation Character Areas
Article_4_Directions
Landscape Character Assessment
Seascape Character Assessment

Officer’s Appraisal

Background and History

The application site comprises two separate areas adjacent to each other and is located with Newport. The first area is known as the pottery site (northern site) which currently has remains of the old pottery building located along the western boundary together with two access points off the adjacent Parrog Road. This site has split levels running down from south to north. The second area is located further to the south and is known as the depot site (southern site), which has an existing garage/store building located to the rear with a separate access provided off the eastern boundary adjacent to the Parrog Road. The application site is bounded by a mix of mature hedge banks, stone boundary walls and other enclosures with several mature trees located within the site.

- NP/97/237 – Recreation Centre – Approved 01.12.1998
- NP/03/177 – Demolition of toilet block – Approved 28.05.2003
- NP/06/106 - Residential development – Approved 11.03.2009

Current Proposal

Planning approval is sought for the redevelopment of former pottery and depot site to include conversion of pottery building; part demolition of pottery outbuilding & full demolition of redundant depot building, for development of 8 affordable housing units and 4 open market housing units. The application is also to include infrastructure, landscaping improvements, biodiversity mitigation & enhancements and associated ancillary works.
Key Issues

The application raises the following planning matters:

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

Policy and Principle of Development

The site lies within the Local Centre of Newport as defined by the Pembrokeshire Coast National Park Local Development Plan (LDP). The relevant key policies in relation to the principle of development include Policy 3 (Newport Local Centre) and Policy 44 (Housing).

Given that the site falls within the local centre boundary the principle of the proposal for residential development is considered to be acceptable.

One letter received from a neighbour refers to the scale of the development being excessive; LDP Policy 44 requires a minimum density of 30 dwellings per hectare on housing developments in the Centres where this is compatible with the character of the Centres.

The application site has an area of 2.41ha which would normally require at least 7 dwellings to meet this required density. The current proposal seeks to provide 12 dwellings in total with 8 affordable housing units. The proposed density is considered to be appropriate for this area within the centre of Newport.

The proposed development is considered to comply with the aims of the relevant LDP policies and is supported.

Visual Amenity and Special Qualities of the National Park

In considering the application the impact of the proposal on the National Park landscape is a key consideration and therefore Policies 8 and 15 are particularly relevant. Policy 15 aims to control development causing a significant visual intrusion.

In addition to these policies the Authority has adopted a Landscape Character Assessment (LCA) and Seascape (SCA) Supplementary Planning Guidance (SPG) of which the current site straddles the boundary of LCA 23 (Newport) and SCA 4 (Newport Bay).

LCA 23 recognises that this is a small built-up area of the attractive and popular coastal town of Newport but also straddles the estuary mouth of the Afon Nyfer. This is a settlement with a long history and is an example within the National Park of a...
planned medieval village site, with a number of surviving typical features. The area has an attractive coastal character, with older buildings along the shore with maritime industrial and commercial references especially at The Parrog.

The SCA 4 recognises that the area is located on the north coast, Newport Bay is a shallow, sheltered, north facing bay of muddy sand 3km wide enclosed and defined by Dinas Island to the west, small indented cliffs to the south and east, with the small Nyfer estuary extending inland and a strong hill backcloth of Mynydd Carningli. The fine medieval town of Newport lies back from the estuary in the rural hinterland, but extends down the hill to the edge of Newport Sands at The Parrog. The bay is a popular visitor destination for the town, the beach and watersports such as sailing.

The site layout shows a suitable layout and mix of houses. The proposed development when viewed from the surrounding landscape and seascape will be read in context with the existing development within Newport. Given the existing topography of the site and the location of the nearby residential developments within the Parrog and Newport in general, it is considered that the proposed development when viewed from the coast will not appear to be skyline development.

The site is closely related to the existing settlement and the dwellings would be of limited visibility, with views only from the Parrog road. There is unlikely to be any visibility from the Pembrokeshire Coast Path (Wales Coast Path) to the north.

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

Impact on the Adjacent Listed Buildings

The setting of the adjacent listed house known as Trem-y-don is a material consideration and was evidently linked with the former warehouse (pottery), but was listed separately in 2005. Therefore, the pottery building is not listed as a curtilage building, but is critical to the setting of the adjacent house.

The re-development of the pottery is considered to respect the setting of the listed Trem-y-don, as does the sympathetic use of materials including traditional timber windows and doors. Whilst the historic yard area of the warehouse will be developed, the modernist and ‘lightweight’ nature of the proposed residential development adds obvious legibility, the scale and layout allowing the former warehouse to remain appropriately prominent. As such, the proposed development is considered to preserve the setting of Trem-y-don.

Affordable Housing

The site has two landowners, Newport Town Council owns the former Depot site and a private landowner owns the Pottery Site. These two landowners have combined to agree the sale of a plot of land to Tai Wales and West Housing, a Registered Social Landlord (RSL) to develop the affordable housing element of the proposal. Without this combined approach, it is understood that the RSL would not be able to develop the former Depot site alone, which it is understood has a restrictive covenant that would prevent market housing development. This combined approach results in 8 out of 12 residential units being affordable when considering the scheme as a whole.
This is above the 50% policy requirement and in all probability achieves a higher number of affordable units than if the two sites were to be developed in isolation.

The delivery of affordable units on site will be secured via a S106 legal agreement. On this basis, the proposed development is considered to comply with the requirements of LDP Policy 45 and the supporting SPG.

**Impact on the Conservation Area**

The submitted scheme has benefitted from the advice given at pre-application enquiry stage and is considered to preserve the character and appearance of the conservation area, whilst enhancing an existing run-down site (as identified within the Newport Conservation Area (CA) Supplementary Planning Guidance (SPG)).

The treatment of the road boundary frontage is critical and the current proposal includes a roadside wall and hedge, as identified within the SPG. A sample panel of stonework will be required for the roadside boundary and this will be added as a planning condition attached to any consent granted.

**Siting and Sustainable Design**

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

The current siting and design of the proposed units has benefitted from pre-application advice, and is considered to provide an acceptable layout given the current site constraints. These constraints include two access points off the adjacent Parrog Road, the large step in topography between the northern and southern sections and also the need to limit the access roads within the site. The layout also ensures that all the new dwellings are located at appropriate distances away from adjacent existing dwellings and this together with orientation and landscaping features will ensure that the visual impact from the development, its siting and proposed layout is considered to have an acceptable design.

The proposed dwellings within the northern site (units 7-10) will be visible from a large area within the upper part of Parrog Road. These units are designed to reflect the existing character of Newport but with a modern approach with key features of the design being slate roofs, brick plinths and a mix of stone, slate and timber cladding to the walls.

The proposed affordable housing units within the southern site (units 1-6 including units 5a and 6a) will be partially screened by the northern site and also the existing boundary treatments. The design for these units incorporates a more modern appearance with a mix of smooth render and timber cladding to the walls and pitched slate roofs. Windows will be provided in a grey Upvc to complement the proposed wall finishes.

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The proposed method of construction will be sustainable in nature and include high energy performing fabric to ensure buildings are well insulated and energy efficient. As such, the proposal is considered to be acceptable in sustainable design terms.

*Amenity and Privacy*

Policy 30 of the LDP states that development will not be permitted where it has an unacceptable impact on amenity.

A letter has been received from a neighbour at Trem-y-don which raises a privacy concern from the proposed development and specifically units 9 and 10. These units incorporate new fenestration within the western elevation which faces the rear garden of Trem-y-don.

Unit 9 includes two roof windows serving a study and three small windows serving a landing, kitchen and bathroom. However, all these windows are to be provided at high level with cill levels at a minimum height of 1.5m above the internal floor levels. The ground floor window will serve a bathroom and will be conditioned via the approved drawings to ensure the window will have obscure glazing which will be retained in perpetuity. The two first floor windows will serve the landing and kitchen. It is considered that due to the location of these windows within these spaces there will not be any adverse impact on privacy to the neighbour. Unit 10 includes five roof windows with cill levels at a minimum of 2.6m above internal floor levels.

These proposed high level windows and roof windows would not be considered to have any adverse impact on the amenity or privacy of the neighbour at Trem-y-don. The remaining units on the proposed development are considered to have sufficient separation distances and orientation to not cause any adverse impact on privacy or amenity to other neighbouring properties. As such, the proposal can be supported in terms of Policy 30 of the LDP.

*Highway Safety and Access*

Letters have been received which raise concerns with highway safety and traffic congestion from the additional traffic generated from the proposed development.

The proposed layout, access and pedestrian footpaths included within the current scheme have been discussed at pre-application stage with the relevant consultees and is considered to provide the necessary safe access points for the site whilst also improving pedestrian safety through the provision of a new footpath along the eastern boundary of the site which will provide a safe pedestrian route where there is currently no provision in place.

Pembrokeshire County Council Transportation and Environment section has been consulted and consider the visibility of the proposed access points to the site will be improved as part of the development. Overall the access roads, the proposal for dealing with road surface water and the parking and turning are all satisfactory and accord with current standards. They also do not raise concerns on congestion from the proposed development on the existing highway network. As such, the current proposal is not considered to create highway safety concerns in this instance.
**Landscaping**

The existing site has a mixture of mature trees and traditional Pembrokeshire hedge banks which will be mainly retained as part of the current proposed scheme. There will be some loss of trees to the eastern and centre boundary within the site to allow the proposed development.

Arboricultural information has been submitted in support of the application which indicates the level of new landscaping within the site but does not go into detail regarding the protection measures for the existing landscaping to be retained as part of the proposal. As such, a planning condition will be added to any consent granted to ensure this information is submitted and agreed prior to any works commencing.

Japanese knotweed is also present on the application site and a method statement is required to detail the prevention methods for the spread of Japanese knotweed during any operations such as mowing, strimming or soil movement. It shall also contain measures to ensure that any soils brought to the site are free of the seeds/root/stem of any invasive plant covered under the Wildlife and Countryside Act 1981. Therefore, a condition will also be added to cover this aspect.

**Biodiversity**

PPW, TAN5 and LDP policy 11 requires biodiversity and landscape considerations to be taken into account in determining individual applications. The presence of a species protected under UK or European legislation is a material consideration when dealing with applications that are likely to result in disturbance or harm to the species or its habitat.

The planning ecologist has commented on the application stating that the southern part of the site is of fairly low ecological value. However, the northern site which includes the existing pottery building which is recorded to have had previous activity from protected species. The submitted drawings do include bat mitigation measures on several of the residential units together with a bat loft within unit 9.

A reptile method statement has also been submitted in support of the application and a condition will be added to ensure that the works are carried out in accordance with this report.

**Land Drainage and Flooding**

Policy 29 of the LDP requires all development proposals to be well designed in terms of water and drainage (criterion ‘h’), policy 32 requires development proposals to incorporate sustainable drainage systems for the disposal of surface water on site.

Pembrokeshire County Council (PCC) Drainage Engineers and Dwr Cymru Welsh Water have been consulted on the proposed foul and surface water details. PCC drainage engineers have no adverse comments to make regarding the proposed drainage strategy for this development.

Dwr Cymru Welsh Water indicate that a condition will need to be added to any consent granted to ensure no detriment to existing residents or the environment and to Dwr Cymru Welsh Water assets.
Other Material Considerations

The development will be subject to the planning obligations and a consultation process has been undertaken with the relevant consultees with only the education department requiring a financial contribution from the four full market dwelling (units 7-10) of £2,597.65 per unit which totals £10,390.60. The delivery of planning obligations will be secured via a S106 legal agreement.

Several letters have been received which raise concerns with the loss of the existing parking provision within the application site. The loss of the car parking spaces that currently exist on the former Depot site, it is understood that these spaces are privately rented by residents from the Town Council. It is therefore not open to the general public on a continuous basis, and as such would not result in the loss of a community facility as defined under LDP Policy 48 Community Facilities. Its loss is therefore considered acceptable in principle.

Conclusion

Following consideration of the policies contained within the Local Development Plan and National Planning Policy in the form of Planning Policy Wales (Edition 9, November 2016) and having regard to all material considerations it is considered that the development will be in keeping with the aims of the LDP in that the it is considered to provide new residential properties whilst sustaining the local character and not impacting on privacy or amenity of neighbours. As such, and subject to S106 Agreements and a schedule of suitable conditions, the development is considered to be acceptable and complies with the requirements of policies 1, 3, 8, 11, 13, 15, 29, 30, 31, 32, 44, 45, 52 and 53 of the adopted Local Development Plan.

Recommendation

That the application be delegated to the Chief Executive/Director of Planning / Team Leader to grant planning permission subject to the conditions as outlined within the report and completion of S106 Agreements in respect of the provision of affordable housing and planning obligations within 3 months of this meeting. If not received within this time, officers be able to consider refusal of the application on lack of affordable housing and planning obligations being provided.

1. The development shall begin not later than five years from the date of this decision.

   **Reason:** Required to be imposed pursuant to Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

2. The development shall be carried out in accordance with the following approved plans and documents:
   - R336 S-01/A (Received 08.06.2017)
   - R336 S-02 (Received 08.06.2017)
   - 15/153/1/A (Received 08.06.2017)
   - 15/153/2/A (Received 08.06.2017)
   - 15/153/3 (Received 23.05.2017)
   - 15/153/4 (Received 23.05.2017)
   - R336 P-01/A (Received 08.06.2017)
Inclusive Design and Access Statement (Received 23.05.2017)
External Finishes (Received 23.05.2017)
Structural Appraisal – The Old Pottery (Received 23.05.2017)
Pre-application Consultation Report (Received 23.05.2017)
Archaeological Appraisal (Received 18.08.2017)
Bat Survey Report (Received 27.06.2017)
Bat Survey (Received 02.06.2017)
Protected Species Survey Report (Received 23.05.2017)
Reptile Method Statement (Received 30.08.2017)
Hedgerow and Tree Survey Report (Received 23.05.2017)

Reason: In order to be clear on the approved scheme of development in the interests of protecting visual amenity and the special qualities of the National Park. Policy: Local Development Plan – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 15 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).

3. No development shall take place, nor any demolition works or site clearance, until there has been submitted to and approved in writing by the local planning authority details of a scheme for the protection of trees shown to be retained. The approved scheme shall be carried out during the demolition of the buildings and throughout the course of the development and shall include:
   a) a plan, at showing the position of every tree on the site and on land adjacent to the site (including street trees) that could influence or be affected by the development, indicating which trees are to be removed;
   b) and in relation to every tree identified a schedule listing:
      -information as specified in paragraph 4.4.2.5 of British Standard BS5837:2012 - Trees in Relation to Design, Demolition and Construction - Recommendations;
      -any proposed pruning, felling or other work;
   c) and in relation to every existing tree identified to be retained on the plan referred to in (a) above, details of:
-any proposed alterations to existing ground levels, and of the position of any proposed excavation, that might affect the root protection area;
-all appropriate tree protection measures required before and during the course of development (in accordance with BS5837:2012).

d) areas of existing landscaping to be protected from construction operations and the method of protection.

**Reason:** To prevent detrimental impact to trees, hedges and other landscape features which contribute to the amenity, landscape & biodiversity of the site and surrounding area. Policy: Local Development Plan - Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 11 (Protection of Biodiversity), 15 (Conservation of the Pembrokeshire Coast National Park) and 30 (Amenity).

4. No development shall commence until a detailed method statement for the removal/eradication of Japanese knotweed on the site has been submitted to and approved in writing by the Local Planning Authority. The method statement shall include proposed measures to prevent the spread of Japanese knotweed during any operations such as mowing, strimming or soil movement. It shall also contain measures to ensure that any soils brought to the site are free of the seeds/root/stem of any invasive plant covered under the Wildlife and Countryside Act 1981. Thereafter, the approved method statement shall be carried out.

**Reason:** In the interest of protecting visual amenity and the special qualities of the area. Policy: Local Development Plan - Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 11 (Protection of Biodiversity), 15 (Conservation of the Pembrokeshire Coast National Park), 30 (Amenity).

5. All works must be carried out in accordance with the recommendations of the Reptile Method Statement report (Received 30.08.2017).

**Reason:** To ensure that animal and plant species and habitats listed under the Conservation of Habitats and Species Regulations 2010 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 – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 11 (Protection of Biodiversity) and 15 (Conservation of the Pembrokeshire Coast National Park).

6. No development shall commence until a drainage scheme for the site has been submitted to and approved in writing by the Local Planning Authority. The scheme shall provide for the disposal of foul, surface and land water, and include an assessment of the potential to dispose of surface water and land water by sustainable means. Thereafter, the scheme shall be implemented in accordance with the approved details prior to the occupation of the development and no further foul water, surface water and land drainage shall be allowed to connect directly with the public sewerage system.

**Reason:** To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment. Policy: Local Development Plan – Policies 29 (Sustainable Development) and 32 (Surface Water Drainage).
7. A sample panel of suitably pointed stonework for the new section of wall along the eastern boundary section adjacent to the Parrog Road shall be prepared on site for inspection and approval, in writing, by the National Park Authority. The works shall thereafter be carried out and retained in accordance with the approved details.

**Reason:** To ensure a proper standard of development and appearance in the interests of conserving the amenities and architectural character of the area.

**Policy:** Local Development Plan - Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 15 (Conservation of the Pembrokeshire Coast National Park), 29 (Sustainable Design) and 30 (Amenity).

**INFORMATIVES**

- This consent is subject to legal Agreements.
- The applicant’s attention is drawn to the attached Dwr Cymru Welsh Water consultation response
Proposed Housing Development, Parrog Road, Newport
"Plots 1 & 2 - Planning Drawings"