

Application Ref: NP/18/0575/OUT

Case Officer Nicola Gandy
Applicant Mr G Davies, GRD Ltd
Agent
Proposal Outline application for 18 affordable houses & 40 open market dwellings & associated landscaping
Site Location Land to the west & east of Glasfryn Road, St Davids, Pembrokeshire
Grid Ref SM75812535
Date Valid 27-Sep-2018 **Target Date** 21-Nov-2018

The application is referred to the Development Management Committee for consideration as the application is classed as major development.

Consultee Response

St Davids City Council: Supporting

PCNPA Planning Ecologist: Reply

PCC Public Art: Confirm that a contribution to public libraries is required and also a public art contribution.

PCC - Community Regeneration Manager: Contribution required for off site play and recreation facilities

Natural Resources Wales: No objection - Further correspondence received 9/11/18 - no further comments to make.

Dyfed Archaeological Trust: Conditional Consent

Dwr Cymru Welsh Water: Conditional Consent

PCC - Transportation & Environment: Conditional Consent

PCC - Head of Public Protection: Conditional Consent

PCNPA Tree and Landscape Officer: Conditional Consent

PCC - Drainage Engineers: No adverse comments

CADW - Protection & Policy: No adverse comments

Public Response

The application was advertised in accordance with the requirements of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012, by letter, press advertisement and by site notice.

As the development is a 'major' development, the applicants also conducted a pre-application consultation (PAC) exercise with the local community for which a PAC consultation report was submitted with the application.

Four letters of objection were received and one letter providing comments was received. Copies of the letters can be viewed in full on the application file, the following is a summary of the objections and comments received:-

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- No need for additional houses in St Davids
- LDP states there should be no major developments within the National Park unless here are exceptional circumstances
- Site is more suitable for craft workshops as per the requirement in the LDP
- Development is premature
- Concern that the properties will be sold as holiday homes
- No employment in the area
- Increased pressure on existing services
- Drainage/sewerage capacity concerns
- Implications on water pressure
- Visual Impact
- Impact on ecology
- Concerns in respect of layout and landscaping

The majority of the objections are addressed in the main body of the report, however, the following officer comments are offered in respects of issues not covered:-

- The application is in outline with only access being considered, matters such as detailed layout and landscaping are reserved for future consideration and cannot be considered at this stage.
- The Authority cannot control the future occupation of the open market housing.

Policies considered

Please note that these policies can be viewed on the Policies page Pembrokeshire Coast National Park website -

<http://www.pembrokeshirecoast.org.uk/default.asp?PID=549>

LDP Policy 01 - National Park Purposes and Duty

LDP Policy 05 - St Davids Local Centre

LDP Policy 08 - Special Qualities

LDP Policy 09 - Light Pollution

LDP Policy 11 - Protection of Biodiversity

LDP Policy 12 - Welsh Language

LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

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 09 - Housing

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SPG04 - Planning Obligations

SPG08 - Affordable Housing

Constraints

NPA Property - within 25m

LDP Allocation

LDP Designation

LDP Mineral Safeguard

Biodiversity Issue

Historic Landscape

Safeguarding Zone

Rights of Way Inland - within 50m

Ancient Monument - within 500m

Hazardous Zones

LDP Centre:50pc aff housing;30 units/ha

Recreation Character Areas

Article_4_Directions

Landscape Character Assessment

Seascape Character Assessment

Officer's Appraisal

The application seeks outline planning permission with all matters reserved other than access for the following:-

18 No. Affordable dwellings

40 No. Open market dwellings

The dwellings will be comprised of a mixture of 2 and 3 bedroom dwellings. The 18 No. affordable dwellings will be 2 bedroom and the 40 No. open market dwellings will be 3 bedroom.

The application site covers two parcels of land to the east and west of Glas Fryn Road. Parcel A, located to the east of Glas Fryn Road will accommodate 10 affordable housings dwellings and 24 open market dwellings and Parcel B , located to the west of Glas Fryn Road , will accommodate 8 affordable dwellings and 16 open market dwellings.

Access to parcel A will be gained off Glas Fryn Road along the western boundary of the site and access to Parcel B will be gained via Glas Fryn Road along the eastern boundary of the site. The properties will be served by central internal roads and private drives. The A487 runs along the southern boundary of the site.

The application site is located to the eastern boundary of St Davids. The site covers an area of 6 acres, has previously been used for grazing purposes and has several hedge banks surrounding the site perimeters.

In terms of the built form residential properties are located along the boundaries of both parcels of land. Millard Park is located along the Eastern boundary of Parcel A and Maes Dyfed along the western boundary of Parcel B.

Relevant Planning History

None

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
- Highways
- Historic Environment
- Ecology
- Drainage

Policy and Principle of Development

National Policy is translated at a local level via the Local Development Plan (LDP), which was adopted by this Authority in 2010.

The application site is located within the designated Centre boundary for St Davids as defined in the LDP. Parcel B is on a site allocated for a mixed use development of 5 No. work/live units (Allocation ref: MA746 refers). Parcel B is not allocated for any use but does lie within the centre boundaries of St Davids. LDP paragraph 4.37 states that by the end of the plan period in 2021, St Davids will have had, amongst other things, new housing developed with a substantial element of affordable housing and there will be small scale employment in addition to the St Davids Assemblies site. LDP Policy 5 St Davids Local Centre, relates specifically to St Davids and at criterion a), states the land use priorities will be to meet the housing, in particular affordable housing, needs of the local area.

Parcel A is designated for a mixed use development of live work units in the LDP. Whilst the development is not strictly in accordance with the LDP allocation for this parcel of land, the proposed development does include the provision of affordable housing, which is one of the priorities for the Local Development Plan. Since the adoption of the plans in 2010 no applications for live/work units have been submitted to the Authority and planning permissions for employment creating development have been approved at other locations within the City. It is not considered that by approving housing on this parcel of land the strategic aims of the LDP would be adversely affected.,

The western site, Parcel B, is not allocated for any specific use within the LDP, however it is within the settlement limits of St Davids. The development proposes the provision of affordable houses supplemented by open market houses, as such; the principle of development at this location is accepted. Furthermore, the area is identified as an area for potential future growth within the LDP.

The application proposes a total of 58 residential dwellings within the centre boundaries of St Davids. The LDP housing strategy identifies that there is no need

for market housing in the National Park as the population projections show the Park population to remain static. At paragraph 4.201 the LDP states:

‘Though there is no reason to allocate housing land in order to house an increasing population, there is in order to build more affordable houses so that the proportion of affordable to market housing better reflects the housing needed in the National Park’

In terms of housing need, the need identified for St Davids is stipulated in the Housing Background Paper (updated April 2017) which states that the annual housing need for St Davids is 34 units. The proposed development providing 18 affordable dwellings and 40 open market dwellings, goes some way to achieving this figure.

Having regard to the above, it is considered that the proposal development is acceptable in principle.

Siting, Design Impact of the proposal on the Special Qualities of the National Park:

Policies 8 and 15 of the Local Development Plan seek to protect and enhance the special qualities of the National Park.

Policy 8 (Special Qualities) lists 9 priorities - the most relevant to this application being:

- a) to ensure that the sense of remoteness and tranquility is not lost and wherever possible enhanced;
- b) the identity and character of towns and villages is not lost through coalescence and ribboning of development or through poor design and layout of development
- c) the pattern and diversity of the landscape is protected and enhanced;
- e) that development restores or wherever possible enhances the National Park’s ecosystem; and
- g) to ensure that local biodiversity action plan species and habitats are protected for their amenity, landscape and biodiversity value.

In addition, Policy 15 seeks to prevent development that causes significant visual intrusion, is insensitively and unsympathetically located within the landscape, introduces / intensifies a use that is inappropriate to its location, that fails to harmonise with the landscape character of the National Park, and that loses or fails to incorporate important traditional features.

The application site is within Landscape Character Area 17 as defined in the Landscape Character Assessment Supplementary Planning Guidance. Area 17 is notable for having a strong scene of place owing to the cultural heritage of the City, the Cathedral and its associated buildings.

The application reserves matters of appearance, landscaping, layout and scale of the development for future consideration although seeks approval for the access of the development. As such it is important to consider the impact of the access upon the character and appearance of the surrounding area and special qualities of the National Park.

The proposed access will be gained via the recently upgraded Glas Fryn Road. The existing access will be closed to accommodate the new accesses with the required vision splays. With appropriate landscaping it is considered that the proposed

access points are acceptable in terms of the visual impact on the immediate area and on the special qualities of the National Park.

Whilst the design, layout and scale of the development is reserved for future consideration, the applicant has indicated that the proposal will comprise a 58 dwellings of a mixture of single storey , one and a half storey and two storey. Which is considered acceptable in the area where the surrounding built form is mainly a mixture of one and a half and two storey dwellings.

Amenity :

Policy 30 of the LDP seeks to avoid development that is inappropriate for where people live or visit, of an incompatible scale with its surroundings, leads to an increase in traffic or noise or odour which has a significant adverse impact.

In respect of overshadowing and dominance of the development on the existing residential built form, the proposed development will be comprised of single storey dwellings and the site is relatively flat, as such, the proposed is not considered to cause any adverse overshadowing or dominance, although layout and design are reserved for future consideration. In respect of privacy, again the layout and design is reserved for future consideration, however given the distances shown on the indicative plan there are no concerns in respect of privacy standards between the proposed and existing development.

In terms of the impact of the development on the residential amenity of the future occupiers of the development, whilst layout has been reserved for future consideration, it is noted that the indicative layout will have to alter as a number of the properties along the western boundary of parcel B are served by an insufficient amount of amenity space. However, given the indicative layout provided it is considered that there is sufficient land available to adjust the layout to accommodate adequate levels of amenity space for each plot.

Having regard to the above, the proposed development is considered to be acceptable in terms, of amenity and complies with Policy 30 of the LDP.

Highways:

The application site will be accessed in the main by two separate accesses off Glas Fryn Road, one serving Parcel A and the other serving Parcel B.

The application was accompanied with a Transport Assessment and the Highway Authority has assessed the scheme and advised that the sites are well located and connected to the facilities available at St Davids, including public transport, education and grocery stores.

Glas Fryn Road has recently been improved to improve traffic capacity at St Davids, the scheme has also provided a footway along its length which also has the benefit of connecting into Glas Fryn Lane which is an off road route connecting Glas Fryn Road to the City including the nearby convenience store. On this basis the application site is considered to be well located from a multi modal and sustainable access point of view.

Parcel A - the general layout of the scheme is considered acceptable however at reserved matters stage additional design features to ensure 20mph design speed should be included. The 'T' shape in front of plot 13 can be used for the turning of refuse vehicles etc. clear of the public highway, thereby only requiring short reversing distances which is acceptable. The layout also indicates a pedestrian link directly to Glas Fryn Lane at the northern end of the site alongside the parking courtyard. The overall parking provision of two spaces, per plot is considered acceptable.

Parcel B - The general layout for the scheme is considered acceptable however at reserved matters stage additional design features to ensure 20mph design speed should be included. Parking provision is acceptable.

Having regard to the above, the proposed development is considered to be acceptable in terms of highway safety, subject to conditions.

Historic Environment:

The application site lies within the registered Historic Landscape of St Davids Peninsular and Ramsey Island and specifically within the historic character of Warpool. The proposal is also approximately 300m away from the Grade I listed Cathedral of St Davids and associated Scheduled Ancient Monuments. St Davids conservation area is located directly to the west of the application site.

The application was accompanied with a historic environment desk-based assessment, which concluded that no constraints have been identified that would preclude the development in terms of its impact on the historic environment. However, there is still the potential for archaeological remains to be preserved within the application site boundary, as such, a condition is recommended requiring a written scheme of investigation to be submitted to and approved in writing by the local planning authority.

Cadw has also been consulted, and advised that there are no scheduled ancient monuments that would be affected by the proposed development.

Having regard to the above the proposed development is not considered to result in an adverse impact on the historic environment.

Ecology

The application site is located approximately 600m from the boundary of the North West Pembrokeshire Commons Special Area of Conservation (SAC) with public access and Waun Fawr, Ty Ddewi Site of Special Scientific Interest (SSSI).

Policy 11 of the LDP refers to the protection of biodiversity, and requires that development that would impact on habitats and species will only be permitted subject to suitable mitigation. The application was accompanied by an Ecological Appraisal and further ecological reports have been submitted during the processing of the application. The scheme has been assessed by both Natural Resources Wales and the Authority's ecologist who have no adverse comments to make in relation to the application.

The development proposes 58 residential units, which will be likely to result in increased pressure on the SAC from dog walkers. The increased pressure can, however, be off-set by the provision of contribution towards a management scheme for the SAC. This can be secured via a legal agreement.

Drainage

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.

The application was accompanied by a drainage strategy report for the site. The foul water strategy includes the construction of foul water drainage to connect development flows to the existing public foul sewer. Surface water run-off will be attenuated on site and discharge flows to existing highway surface water drainage proposed to be collected via a new gravity sealed pipe.

The proposed scheme has been assessed by the Drainage Engineers at Pembrokeshire County Council and is considered to be acceptable.

With regard to waste water and water capacity, Dwr Cymru/Welsh Water has advised that the proposal would cause detriment to the existing potable water supply and, therefore, reinforcement works will be required to provide capacity for the development. The applicant has indicated that they will provide the financial contribution to enable the required reinforcements and planning conditions have been recommended to secure this.

Affordable Housing requirements

The application site lies within St Davids, PCNPA adopted Supplementary Planning Guidance on Affordable Housing states that development within St Davids should provide 30% of the overall housing units on a site as affordable units. The scheme proposes 18 units of a total of 58, which is in accordance with the SPG.

In accord with the PCNPA SPG on affordable housing these would need to be provided to match as closely as possible the housing needs of those on the housing register. The application proposes a variety of house types including two storey, one and half story and single storey. This allows a developer sufficient flexibility to provide a design house types at reserved matters stage to meet the housing need at the time of submission of that application.

Planning Obligations

The applicant is also required to make a contribution towards education provision, ecological mitigation and open space/community facilities in line with the Authority's Planning Obligations SPG.

S106 Requirements:- Heads of Terms

1. 18 Affordable units to be provided on site, including the timing of their completion

2. Planning Obligations (contributions towards education, management of SAC & open space provision)

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 proposal will be in keeping with the aims of the LDP in that the development is considered to provide new residential properties, whilst sustaining the local character of the National Park and not adversely impacting on ecology of highway safety. 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, 11, 45 & 48, 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 an acceptable appropriate assessment, conditions as set out below and completion of S106 Agreements in respect of the heads of terms as set out above. The completed Section 106 legal agreements will be required within 3 months of the date of the meeting, and if not completed within this timeframe, officers will be able to use their discretion to refuse the application under delegation procedures as the proposal would be contrary to policies, 11, 45 & 48, .

Conditions/Reasons

1. Any application for approval of the reserved matters shall be made to the local planning authority not later than three years from the date of this permission.
Reason: Required to be imposed pursuant to Section 92 (2) of the Town and Country Planning Act 1990.
2. The development shall begin either before the expiration of five years from the date of this permission or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.
Reason: Required to be imposed pursuant to Section 92 (2) of the Town and Country Planning Act 1990.
3. Details of the appearance, landscaping, layout, and scale, (hereinafter called "the reserved matters") shall be submitted to and approved in writing by the local planning authority before any development begins and the development shall be carried out as approved.
Reason: The application, in outline form, does not give sufficient detail for consideration of these matters at this time.
4. The reserved matters submission shall be in accordance with the parameters of scale for the development and broadly in accordance with other

considerations as set out on the indicative Proposed Site Layout plans SK03 'D' and SK04'D' .

Reason: In order to be clear on the scale of development approved in principle in the interests of visual amenity and the special qualities of the National Park. Policy: Local Development Plan - Policies 8 (Special Qualities), 15 (Conservation of the Pembrokeshire Coast National Park) and 30 (Amenity).

5. Prior to the commencement of any works on site a Construction Method Statement shall be submitted to and approved in writing by the local planning authority. The scheme shall be implemented in accordance with the approved Statement.

Reason: Policy: Local Development Plan Policies 8 (Special Qualities) and 30 (Amenity).

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 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 or indirectly 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 -29 (Sustainable Design).

7. No development shall take place until scheme for the upgrading of the St Davids Waste Water Treatment Works has been submitted to and approved in writing by the Local Planning Authority in order to allow it to accommodate the foul discharges from the development hereby approved without increasing the risk of breaches to the discharge consent for the waste water treatment works. Thereafter the development shall not be occupied until the approved scheme has been completed.

Reason: In order to allow the Waste Water Treatment works to receive foul discharges from the development without increasing the risk of breaches of the works discharge consent, to protect the health and safety Policy: Local Development Plan: Policy 29 (Sustainable Design).

8. No development shall take place until a potable water scheme to serve the site has been submitted to and approved in writing by the Local Planning Authority. The scheme shall demonstrate that the existing water supply network can suitably accommodate the proposed development site. If necessary a scheme to upgrade the existing public water supply network in order to accommodate the site shall be delivered prior to the occupation of any building. Thereafter, the approved scheme shall be constructed in full and remain in perpetuity.

Reason: To ensure the site is served by a suitable potable water supply. Policy: Local Development Plan: Policy 29 (Sustainable Design).

9. The proposed development shall be served by estate roads laid out and constructed, including means of surface water disposal, in accordance with the current Pembrokeshire County Council Highways Requirements for Development and guidance contained within Manual for Street, details of which are to be submitted to and approved in writing by the Local Planning Authority and prior to first occupation the road will be brought up to base course level and prior to final occupation the road shall be surfaced to wearing course level.
Reason: To ensure an adequate multi modal access and ensure that the impacts of the development are suitably mitigated in the interests of highway safety. Policy: Local Development Plan Policies 52 & 53.
10. Prior to the commencement of development, details of how the site is to be accessed during construction, how site accommodation is to be provided, including storage and details of the development shall be submitted to and approved in writing by the local Planning authority. The scheme shall be carried out in accordance with the approved details.
Reason: In the interests of highway safety. Policy: Local Development Plan Policies 52 & 53.
11. As part of the reserved matters application details of the proposed car parking shall be submitted to and approved in writing by the Local Planning Authority and prior to occupation it shall be completed in all respect in accordance with the details approved under this condition, and shall be retained as such thereafter.
Reason: To ensure an adequate vehicular parking and prevent excessive off site overspill and displacement parking in the interests of highway safety. Policy: Local Development Plan Policies 52 & 53.
12. No development shall take place until a qualified and competent archaeologist has submitted a written scheme of investigation (WSI) for approval in writing by the local planning authority. This WSI will describe the different stages of the work and demonstrate that it has been fully resourced and given adequate time. On behalf of the local planning authority, their archaeological advisors (DAT DM) will monitor all aspects of this work through to the final discharging of the condition. This work will not be deemed complete until all aspects of the WSI have been addressed and the final report submitted and approved.
Reason: to protect historic environment interests whilst enabling development Policy: Local Development Plan Policies 8 (Special Qualities) and 15 Conservation of the Pembrokeshire Coast National Park).
13. No development, demolition or site clearance shall take place until there has been submitted to and approved in writing by the local planning authority a scheme relating to the immediate landscape. The scheme shall be implemented as approved.
Reason : In the interests of maintaining a suitable scheme of landscaping to protect the visual amenity of the area, to maintain the special qualities of the landscape and habitats through the protection, creation and enhancement of links between sites and their protection for amenity, landscape and

biodiversity value. 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).

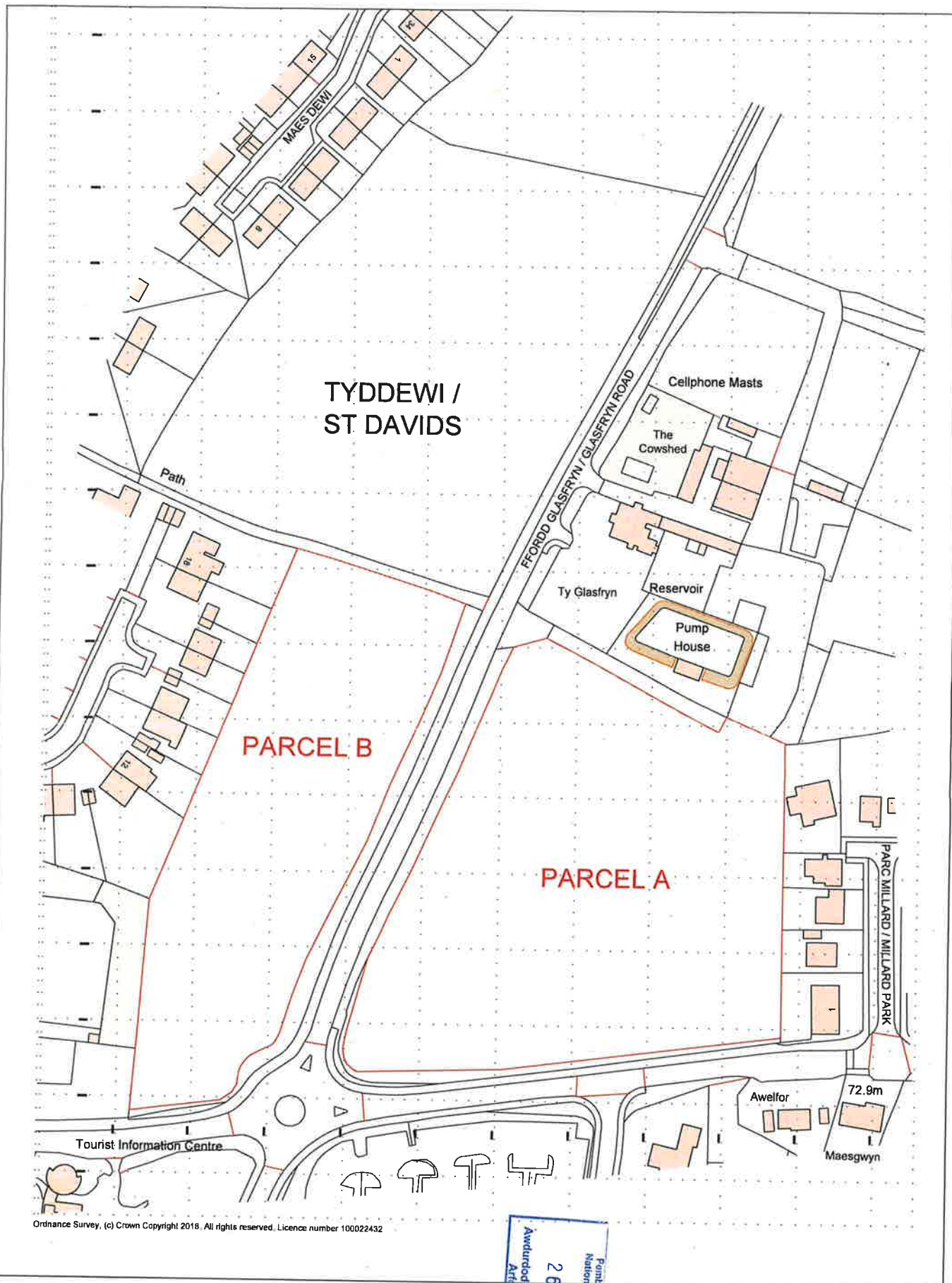
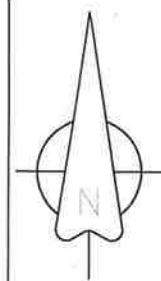
14. Notwithstanding the provisions of Article 3 of The Town and Country Planning (General Permitted Development) Order 1995, (or any Order revoking or re-enacting that Order) any electricity or telephone supplies to the site shall be by underground cables.

Reason: To preserve the character of the area. Policy: Local Development Plan - Policies 1 (National Park Purposes and Duty) and 15 (Conservation of the Pembrokeshire Coast National Park).

Informatives

This permission is subject to a legal Agreement

In respect of Condition 13 the information required within the scheme can be found on the attached sheet.



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Pembrokeshire Coast
National Park Authority
26 SEP 2018
Awdurdod Parc Cenedlaethol
Arfordir Penrhyn

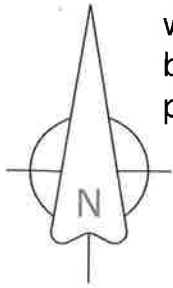
Location plan, Parcels A and B, St. Davids Pembrokeshire. 1:1250 @ A3. Drg number STD/SK01. 20/07/18

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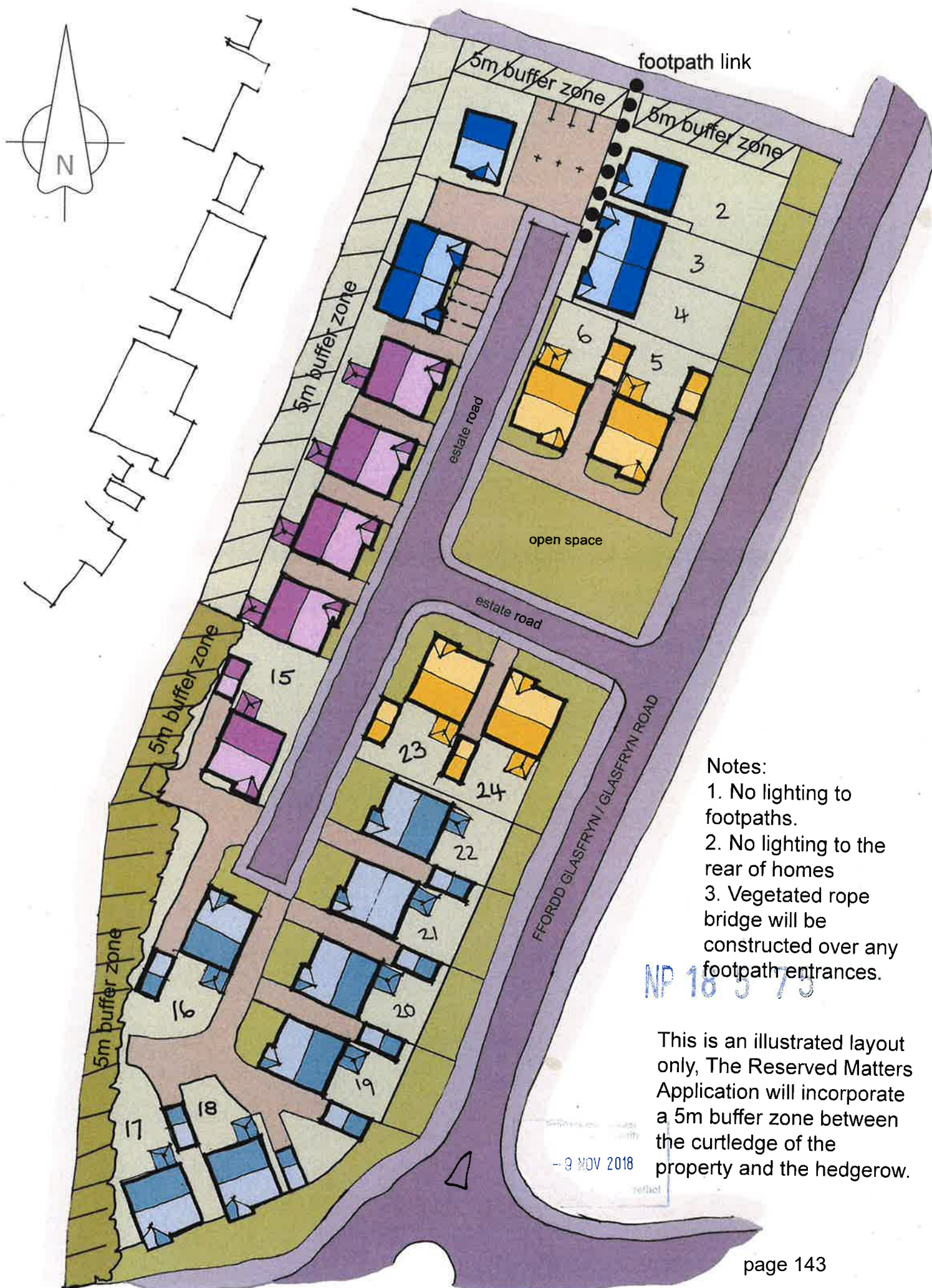
This is an illustrated layout only,
The Reserved Matters Application
will incorporate a 5m buffer zone
between the curtilage of the property
and the hedgerow.

Notes:

1. No lighting to footpaths.
2. No lighting to the rear of homes
3. Vegetated rope bridge will be
constructed over any footpath entrances.



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- Notes:
- 1. No lighting to footpaths.
 - 2. No lighting to the rear of homes
 - 3. Vegetated rope bridge will be constructed over any footpath entrances.

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This is an illustrated layout only, The Reserved Matters Application will incorporate a 5m buffer zone between the curtilage of the property and the hedgerow.