

PLANNING STATEMENT AND JUSTIFICATION REPORT

MAJOR PLANNING APPLICATION (OUTLINE) FOR
62 RESIDENTIAL DWELLINGS – *All Matters
Reserved*

PART OF CURRENT LDP HOUSING ALLOCATION (T2/5/h5), LAND
WEST OF BRNYHEULOG, ST CLEARS, CARMARTHENSHIRE

26th March 2019



Aerial photograph (Source: Bing maps)



The Planning Studio, Hayston Bridge
Johnston, Haverfordwest
Pembrokeshire SA62 3HJ
01437 891 817
07515 851 704

1 andrew@haystonplanning.co.uk
www.planningpembrokeshire.co.uk

Major Application for Outline Planning Permission Town and Country Planning Act 1990

Head of Planning
Carmarthenshire County Council
6 – 8 Spilman Street
Carmarthen
SA31 1LQ

HAYSTON DEVELOPMENTS & PLANNING LTD is making an application on behalf of Ansellton Ltd for the following outline planning permission:

- **Proposal:** 62 Residential Dwellings in Outline
- **Site location:** Part of Current Local Development Plan Housing Allocation T2/5/h5, Land West of Brynheulog, St Clears, Carmarthenshire
- **Type of Planning Permission:** Major Outline Application – All Matters Reserved
- **Relevant LDP Policies:** SP1, SP3, SP5, SP6, SP13, SP14, GP1, GP2, GP3, GP4, H1, AH1, TR3, EP3, and REC2.

1.0 INTRODUCTION

1.1 Please find enclosed the following supporting information:-

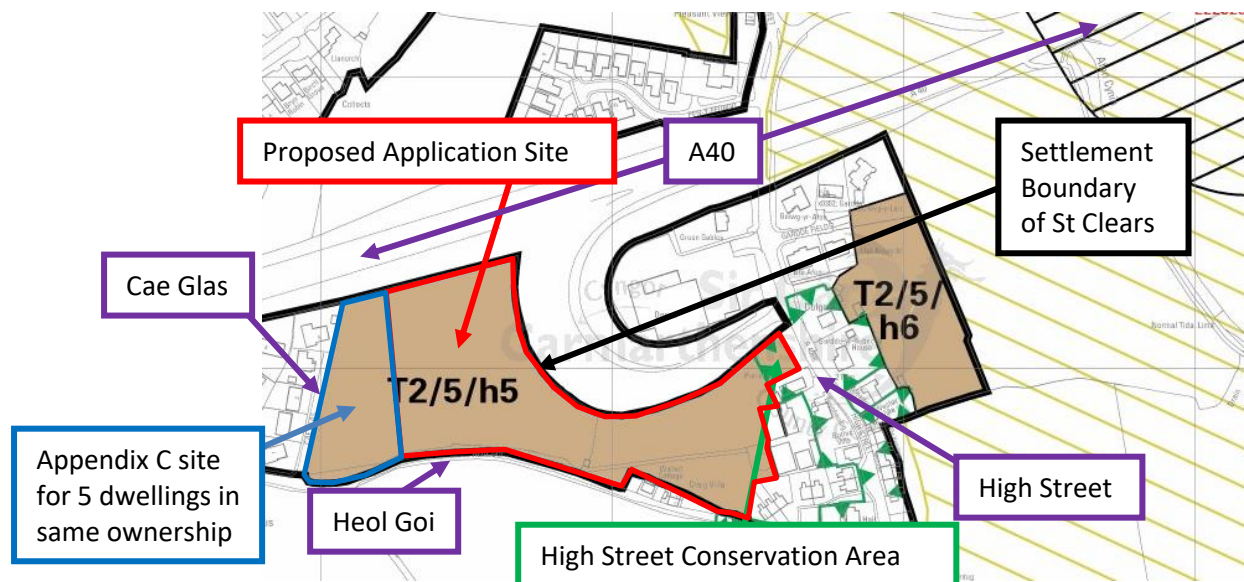
- **Planning Statement and Justification Report** (this document)
- **Application Form and certificate of ownership**
- **Drawing P01** – Location Plan - Scale A3 @ 1:2500
- **Drawing P02** – Proposed Site Layout - Scale A3 @ 1:1000
- **Drawing P03** – Site Sections - Scale A3 @ 1:300
- **Appendix A** – Design & Access Statement
- **Appendix B** – Application W17287, withdrawn 23/05/2008, for 82 residential dwellings
- **Appendix C** – Application W36577, approval granted 15/05/2018 to extend the time limit for submission of reserved matters on application W21657 (see Appendix D)
- **Appendix D** – Application W21657, appeal allowed for 5 family dwellings on land at Cae Glas, St Clears
- **Draft S106 agreement** – including provision for 19 Affordable Dwellings on site, an Open Space contribution of £2463 per dwelling (+ £10,000 admin fee), and the Education Contribution of either £2000 or £4000 per pupil place (39.68 places for 62 dwellings)- *To be discussed and agreed with the LPA and will be progressed during the application.*
- **Planning Fee** for 2.239 hectares is £380 per 0.1 Ha - £380 x 23 = **£8740**

1.2 This report is prepared in accordance with the requirements of planning policies contained within the Carmarthenshire Local Development Plan (LDP) 2006-2021, adopted 2014, and the Welsh Government Development Management Manual (05th May 2017). Given that the site area is over 1 hectare (2.239ha) and that more than 10 dwellings are proposed, this is a major

planning application and as such is subject to a Pre-Application Consultation (PAC) and includes a Design & Access Statement (attached at end of this report).

2.0 SITE LOCATION & PLANNING BACKGROUND

2.1 St Clears is a Service Centre in the Settlement Hierarchy of the current Carmarthenshire Local Development Plan (LDP) (2006-2021). Given the sustainable Service Centre location, a number of allocations for housing development have been promoted in St Clears. The application site is the larger part of one such allocation, having been earmarked for housing development under LDP allocation **T2/5/h5**. The site is accessed via the A4066 High Street in St Clears. Importantly the site lies within the Settlement Boundary of the town. The LDP Proposals Map extract below shows the location of the allocated site in relation to the settlement boundary, the adjoining Conservation Area and the existing settlement at High Street (east) and Cae Glas (west).



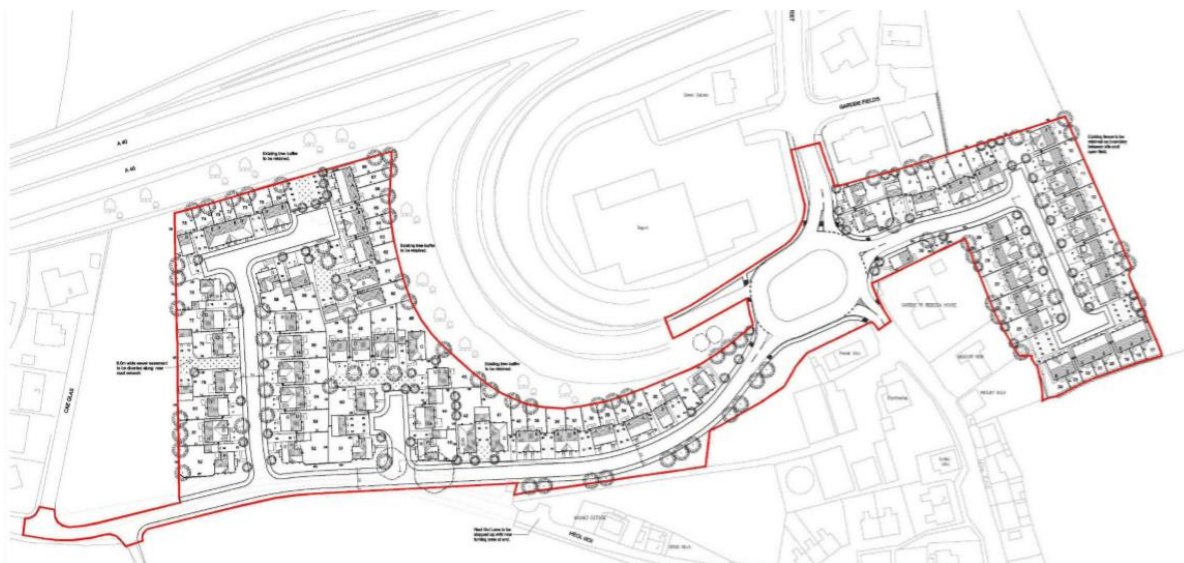
Extract of current LDP Proposals Map showing the site location (T2/5/h5) within the settlement boundary and partly within the Conservation Area (Green Flags)

2.2 The site is a parcel of 2.239 hectares of semi-improved agricultural land which sits between Cae Glas (west), the A40 (north), Heol Goi (south) and High Street (east). The western boundary of the site (onto **Appendices B & C** land) is open, the boundary to Heol Goi is part fenced and part hedging, the boundary to High Street is to a range of domestic properties with various boundary treatments, and the boundary to the north is a tree screen along the A40. The adjacent High Street falls within the Conservation Area, and as a consequence a small parcel of land at the east of the site also falls within the Conservation Area. The aerial photograph below shows the site and its context. The land has settlement to east and west, the A40 to the north and open countryside to the south.



Aerial photograph (Source: Bing Maps) annotated to show site context.

2.3 An application was made in 2008 for a comprehensive development of both T2/5/h6 and T2/5/h5 (**Appendix B**). In the event, the proposal was withdrawn due to concerns related to overdevelopment (including a large over engineered roundabout). The sites have now been treated as separate residential extensions to the existing built settlement, with individual accesses proposed off of the existing street hierarchy. An application in outline for residential development at Gardde Fields (T2/5/h6) is also to be submitted in due course.

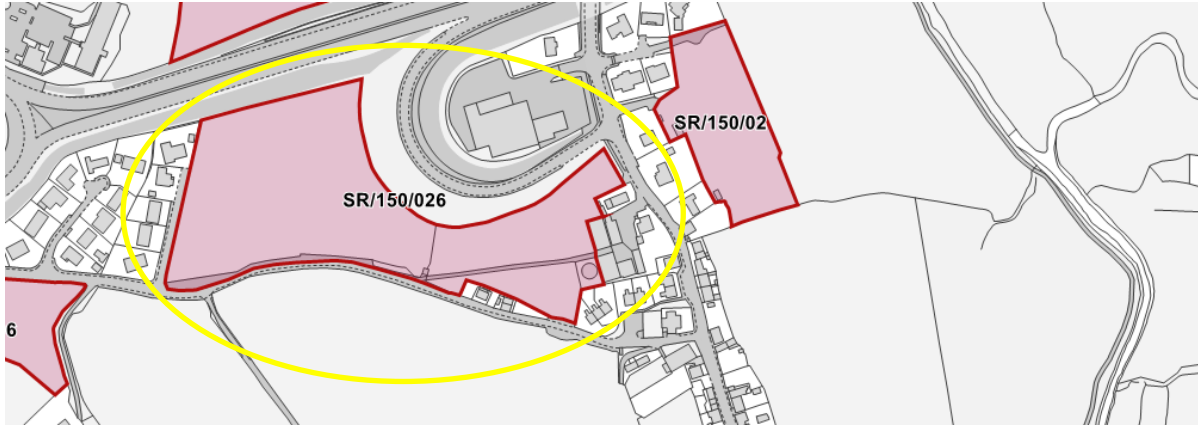


Extract of withdrawn plan for W/17287, Appendix B

2.4 The western part of the allocated site was granted planning approval for residential development on appeal in 2012 (**Appendix D**). That scheme has since been renewed (**Appendix C**) and a further application has recently been submitted to extend the time to submit a reserved matters application by 2 years (**ref: W/38462**). This application was validated by the LPA on 19th February 2019 so is currently live with the LPA.

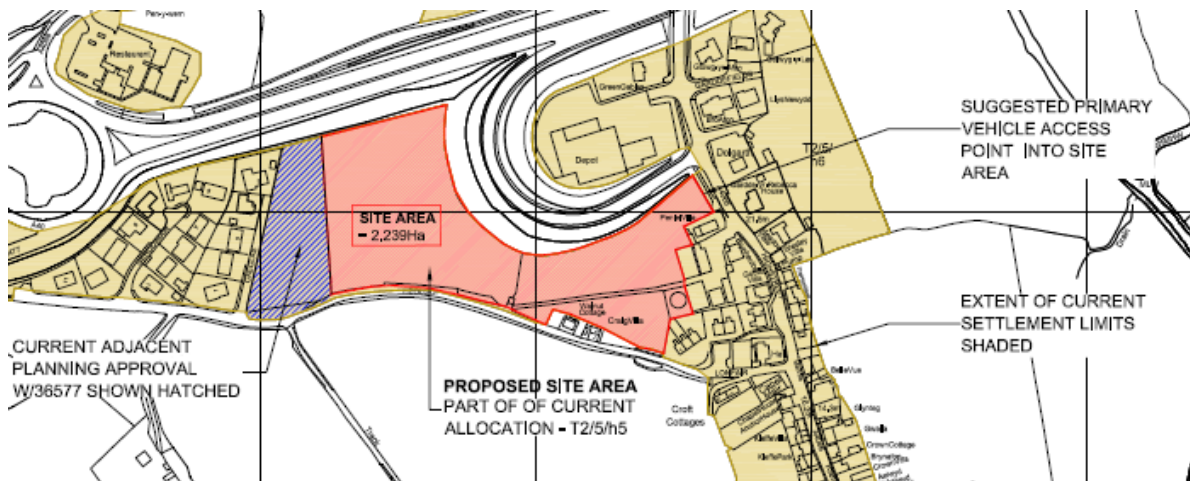
2.5 The application site and allocated land **T2/5/h5** was assessed as a proposed Candidate Site in relation to the recently published Preferred Strategy for LDP2. The site has been given Site Reference number SR/150/026 and Candidate Site Reference CA0386. The initial

assessment of Carmarthenshire County Council in relation to the site is that it is *'compatible'* with *'the location of future growth presented in the Preferred Strategy'*. The site will therefore *'be taken forward for a further, more detailed assessment as part of the preparation of the Deposit LDP'*. This is because the County Council recognises that *'the location of the site relates to a settlement identified as a service centre within the Preferred Strategy'*.



Extract of LDP2 Candidate Site Map, the application site is SR/150/026 (circled in yellow)

2.6 In conclusion, the application site is recognised in the both the existing LDP allocation and the recent Candidate Site Assessment as a sustainable location for housing, being within the Settlement Boundary of a Service Centre. There is built development to the west and east, and the A40 trunk road to the north of the site. The land is accessible via the existing highways network and is well located with access over the A40 to the town centre.



Extract of drawing P01 (Location Plan) with the application site hatched red

3.0 THE PROPOSAL

3.1 The application is in outline with all matters reserved for future detailed approval. The scheme proposes the development of the site to form 62 residential dwellings, including 19 Affordable Dwellings (see annotations on Drawing P02). The indicative site layout shows a mixture of semi-detached and detached dwellings. The dwellings are arranged around a new estate road, which runs from the proposed access point at High Street (adjacent to *Peniel Villa*), through the site to a turning head. There are two small cul-de-sac spur roads with turning provision off of the main estate road. Most properties are indicated as having two off road parking spaces on-plot.

3.2 The layout makes efficient use of the site without resulting in a cramped development, allowing space for on-site soakaways, adoptable carriageways, on-plot parking, and rear private amenity space for each dwelling. The density is approximately 28 dwellings per hectare. The site access is shown adjacent to *Peniel Villa* on High Street. The estate road will be to adoptable standards with 1.8m wide pavements to either side of the 5.5m wide carriageway.

3.3 To the west of the site near to Cae Glas, a small extent of the allocated land (T2/5/h5) has already achieved planning permission for 5 dwellings. The planning approval (**Appendices C & D**) is to be renewed through the submission of a further planning application. The scheme proposed here has been designed to take into account that approved development, which is to be accessed off of Cae Glas. The extract of drawing P02 below includes the **Appendix C & D** scheme dotted in red to the west of the site.



Extract of proposed (indicative) site layout, drawing P02

3.4 The scaled parameter ranges for the development are set out below. The scale of the dwellings is also indicated on the illustrative site sections drawing (see extract below). A range of two storey family sized dwellings is proposed, with scale parameters as follows:-

Main Dwellings (3-5 Bed Units)

Lengths 10m-13m
Widths 7m-8.5m
Ridge Heights 5.5m-8.5m
Roof Pitches 35deg-45deg

Front / rear / side extensions

Lengths 4m-7m
Widths 4m-6.5m
Ridge Heights 5.5m-8m
Roof Pitches 35deg-45deg

Affordable Units

Lengths 7m-8.5m
Widths 5m-7.5m
Ridge Heights 7.5m-8.5m
Roof Pitches 35deg-45deg

Detached garages

Lengths 6m-6.5m
Widths 5.5m-6m
Ridge Heights 4m-4.5m

Conservatories / sun rooms

Lengths 4m-6m
Widths 2.5m-3.5m
Ridge Heights 2.5m-4m
Roof Pitches 35deg-45deg

Typical Porches

Lengths 2m-3m
Widths 1.5m-2.5m
Ridge Height 3m-4m

Typical Porches

Lengths 2m-3m
Widths 1.5m-2.5m
Ridge Height 3m-4m



Extract of drawing P03, Notional Site Sections

4.0 ACCESS, SERVICES & DRAINAGE

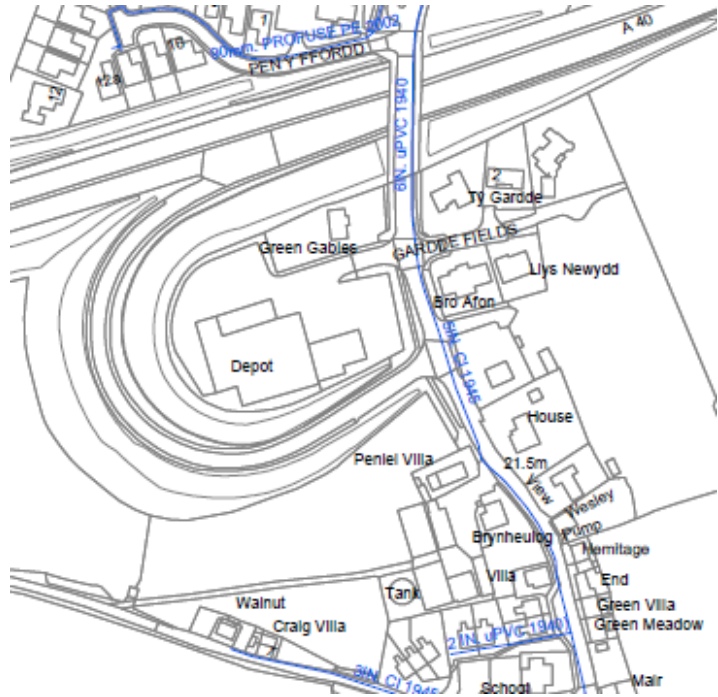
4.1 Site access is proposed at High Street adjacent to *Peniel Villa*. The access onto High Street in this location will provide good visibility in both directions (north and south). Pedestrian access is shown through the site along the side of the site estate road. In addition, a new footpath link is shown to connect to the proposed footpath from Cae Glas along Heol Gwi (please refer to forthcoming detailed submission for Cae Glas development, the renewal of **Appendix C & D**). This will improve pedestrian accessibility for both existing and future residents of Cae Glas and those within the application site.

4.2 In relation to foul sewerage, a mains sewer runs through the site, the layout plan indicates a diversion to the existing route to route it through the site estate road. This will need to be agreed with Dwr Cymru Welsh Water (DCWW). As to the capacity of the sewer network, connecting to the mains sewer will again be subject to consultation with the water authority. However, it is understood that certain areas of the town of St Clears where the system is gravity fed, have some capacity for additional sewage on the network. In the event of continued capacity issues and concerns raised by DCWW there are a number of mechanisms, including infrastructure contributions from developers, which would ensure provision of appropriate infrastructure to serve the development. In the event that such investment is required the applicant would seek to enter into a viability assessment in relation to the s106 obligations.



Extract of drawing P02, Site Layout, showing the proposed diversion of the foul mains sewer

4.3 There is an electricity supply available to the site via the existing provision along High Street. There is also a DCWW water main available at High Street (see DCWW's plan to right). According to the Coal Authority mapping data, the site does not lie in an area at risk of historic mining and there are no known ground stability issues. The area falls within Flood Risk Zone A, the lowest flood risk zone with no known flood risk issues affecting the development. As such, subject to any necessary infiltration / percolation testing on site, it is proposed that storm water drainage be diverted to individual soakaways for each of the proposed dwellings as indicated on the illustrative layout plan (drawing P02, see above).



Extract of Welsh Water mains water plan along High Street

5.0 LOCAL PLANNING POLICIES

5.1 The site falls within the administrative area of the Carmarthenshire County Council. The Authority adopted the Local Development Plan (LDP) in 2014 and the most relevant policies identified are:- SP1, SP3, SP5, SP6, SP13, SP14, GP1, GP2, GP3, GP4, H1, AH1, TR3, EP3, EQ1, and REC2. These policies are assessed below under the key issues related to the policy assessment of the proposed development.

5.2 Main Issues

- Principle of development (Policies SP1, SP3, SP5, GP2, H1)
- Layout, Design and Scale (Policy GP1)
- Transport Impact (Policy TR3)
- Drainage (Policy EP3)
- Biodiversity (Policy SP14)
- Affordable Dwellings & Developer Contributions (Policies SP6, AH1, GP3)

Principle of development (Policies SP1, SP3, SP5, GP2, H1)

5.3 As made clear in section 2 above, the application site lies within the LDP settlement limits of St Clears, which is a Service Centre in the LDP settlement hierarchy (Policy SP3). In addition to falling within the existing LDP settlement limits, the site is specifically allocated for housing development under Allocation T2/5/h5, with 40 dwellings allocated for the site. Given

this policy background the proposal will be located in a sustainable location within settlement limits in accordance with the settlement framework (Policy SP1, SP3 & GP2).

5.4 The proposal is well related to the existing town, being accessed directly off of High Street to the east. The development takes account of local character and amenity. The layout provides scope for pedestrian access into and through the site, ensuring that trips to the local High Street and on towards the town centre can be undertaken without the need of a car. Granting outline consent for 62 dwellings as indicated on the illustrative plans, will provide greater certainty as to the delivery of the allocated housing site, which is a locally important implementation of Policy SP5. Although not a specific requirement of policy H1 for outline applications, this scheme includes an illustrative layout demonstrating how the site can be developed to its full potential. As such, this sustainable form of development in a sustainable location on an allocated site is acceptable in principle and complies with policies SP1, SP3, SP5 and H1 of the LDP.

Layout, Design & Scale (Policy GP1 & SP14)

5.5 While this is an outline application the submitted illustrative layout, site section and scale parameters demonstrate that the site can be brought forward for housing development of 62 units in a sustainable form. This will make effective and efficient use of the site, providing a site density in excess of that indicated in the LDP housing allocation. The development is laid out so as not to cause harm to the amenities or character of the area, including the Conservation Area. The single detached dwelling within the conservation area will front onto High Street and turn the corner into the development site. The relationship of the new dwellings and the existing buildings around the site is acceptable, with no harm to neighbouring privacy or living conditions, due to appropriate separation distances. The plot sizes and scale of the dwellings is in keeping with the range of dwellings in the prevailing context. The layout provides ample space for private and public landscaping, incorporating the existing boundary vegetation to the north and supplementing this with boundary planting to the west and south. Overall, the scheme has been laid out and designed so as to protect local character and distinctiveness. The development therefore complies with policies SP13 and GP1 of the LDP.

Transport Impact (Policy TR3)

5.6 The application site is in a sustainable location within the settlement limits of an existing Service Centre. Site access will be via a new adoptable estate road with appropriate carriageway width and pavements to either side of the carriageway. The access at *Peniel Villa* will provide suitable visibility from and of emerging vehicles at High Street in both directions (north and south). Pedestrian movement will be via the footpaths to either side of the estate road through the site, and through a new footpath link to Heol Goi using the proposed link from the **Appendix C** development. The site will therefore provide both vehicular and pedestrian access to local amenities with access onto High Street and onwards to the town centre. Therefore, subject to the appropriate detailing of these matters and their agreement and implementation at detailed design and construction stage, the proposal will comply with policy TR3 and will not have a detrimental impact on highways safety.

5.7 In relation to highways capacity, the site is an existing allocation in the LDP for residential development. The site lies within the settlement boundary of St Clears and has capacity for

sustainable residential development. The site is in a strategic location with good connections to the existing centre and to the A40 trunk road. There are a number of sustainable transport options as alternatives to the private car, and these will reduce the impact of the development on highways capacity. The site within walking distance of the town centre of St Clears (Pentre Road is 400m to the north), with other local services and facilities along High Street. The 221, 222 and 322 bus routes all have a stop in close proximity to the site with connections through to Carmarthen / Haverfordwest (322), Carmarthen / Pendine (222), and Carmarthen / Login (221). The development will have a demonstrable impact on traffic movements in the area, but given the significant capacity locally and along the A40, and given these sustainable transport alternatives it is unlikely that the impact would be so significant as to warrant further transport impact assessment.

Drainage (Policy EP3)

5.8 As has been established in sections 4.2-4.3 above, the nature of the service infrastructure in the locality is such that further consultation is required with the utility provider (DCWW). The scheme proposes to divert and connect into the existing mains sewer that runs through the site (west to east). Confirmation that this diversion is acceptable and that capacity exists to connect to the network will be sought from DCWW. The service infrastructure connected to the site will also include mains water, electricity and telecoms, which are all available locally. Therefore, subject to further confirmation in respect of the proposed sewer diversion and capacity on the network, the development will provide infrastructure that is adequate and appropriate to the development in accordance with policy GP4. As to storm water drainage, the proposal is for the use of individual soakaways to serve each of the 10 proposed dwellings. There are no known constraints to the use of soakaways at the site. As such, the development will comply with the sustainable drainage objectives of Policy EP3.

Biodiversity / Ecology (Policy SP13)

5.9 The application site has no statutory designations. The land is agricultural and consists of semi-improved grassland with limited value in habitat terms (see site photograph below). The area of most value are the extensive tree buffers to the northern boundary, which will be protected through the development. Further landscaping is proposed to the site boundaries to improve the site surroundings and reduce landscape / visual impact. There is ample scope within the indicative layout for further landscaping on the site. As such, subject to the detailed landscaping, planting and maintenance scheme, the development will comply with policy SP13.



Site photograph, taken from Heol Goi / Cae Glass facing north east, January 2019

Affordable Dwellings & Development Contributions (Policy AH1, GP3)

5.10 The viability of the planning obligations ordinarily required in relation to a development of this scale should be subject to their being no requirement for an infrastructure contribution to Welsh Water in relation to sewer capacity improvements. In the event of such a requirement it is requested that the relevant sewage infrastructure contributions be taken into account when assessing the viability of s106 obligations. Subject to due consideration of this outstanding issue and agreement of the detailed schedule of contributions, the proposal will meet the objectives of Policies AH1, GP3 and REC2 of the LDP.

5.11 The Council's Affordable Housing SPG, revised June 2018, sets out clear contribution calculations in Appendix 2 (page 16). However, at this outline stage it is unclear what the final cumulative floor area will be and what the required AH property type will be. As such, it is recommended that the s106 agreement include the appropriate calculation and that final calculation and payment be deferred to the Reserved Matters stage. Notwithstanding this request, the indicative layout shows the provision of 19 Affordable Dwellings on site, in accordance with the target level of 30% provision in this area.

5.12 In relation to other planning obligations, the applicant is willing to sign an agreement relating to the provision of off-site open space, as per the Planning Obligations SPG (this would ensure the provision of some £2,463 per dwelling plus a £10,000 administration fee towards the provision of open space within the plan area). In relation to education contributions, subject to confirmation of the correct level of contribution (£2,000 or £4,000 per place), the developer will pay for the 39.68 pupil places generated by the 62 dwellings (2.48 early years, 24.8 primary school places and 12.4 secondary school places).

6.0 CONCLUSION

6.1 The application is in outline for 62 residential dwellings (including 19 affordable dwellings) with all matters reserved for future detailed consideration. The location is sustainable in planning policy terms, being both within Service Centre settlement limits and part of an allocated housing site in the LDP (**T2/5/h5**). The principle of the development of the site has therefore been established in planning policy terms and there is more recent support for the site in principle in the initial Candidate Sites Register in relation to the emerging LDP2. Planning permission has also previously been granted for the site to the west off of Cae Glas (**Appendices C & D**), with a renewal submission shortly due to be made.

6.2 The relevant planning considerations related to site constraints have been overcome subject to the resolution of the sewage diversion / capacity issue and subject to detailed design at reserved matters stage. There will not be any significant detrimental impacts on any matters of acknowledged importance related to highways safety or capacity, ecology, character and amenity, or landscape impact.

6.3 The proposal includes the provision of 19 Affordable Dwellings on site with contributions towards public open space and education provision locally to be agreed subject to any sewerage infrastructure constraints.

6.4 In summary, subject to the signing of a s106 agreement and resolution of the sewerage issue, the proposal complies with the relevant assessment criteria in Policies SP1, SP3, SP5, SP13, SP14, GP1, GP2, GP3, GP4, H1, AH1, TR3, EP3, and REC2 of the LDP.

6.5 Design & Access Statement is detailed in **Appendix A**.

If any further information is required or alternative options/solutions need to be discussed please do not hesitate to contact Hayston Developments & Planning Ltd.

Yours Sincerely

REPORT PREPARED BY
PETER ROBERTS BSC (HONS), MA
SENIOR PLANNER

REPORT REVIEWED BY
ANDREW VAUGHAN-HARRIES BSC DIP TP MRTPI
DIRECTOR/PRINCIPAL PLANNER



RTPI

mediation of space · making of place

APPENDICES