

PLANNING COMMITTEE

Report of: Director of Community Services

Date: 14 February 2023

Application No.: 22/0510/PA

Proposal: Demolition of Hotel and Siting of Residential Care Home and Linked Bungalows

Location: Cleddau Bridge Hotel, Essex Road, Pembroke Dock, Pembrokeshire, SA72 6EG

Applicant: Hawkfire Developments Limited

THIS APPLICATION IS FOR COMMITTEE CONSIDERATION AS IT IS FOR A RESIDENTIAL INSTITUTION (C2 USE CLASS) OVER 500 SQUARE METRES IN FLOORSPACE (PARAGRAPH 1(f) OF THE SCHEME OF DELEGATION)

1. Recommendation:

1.1 It is recommended that the application be APPROVED subject to the following conditions:

- Time limit for commencement of development
 - Time limit for submission of reserved matters
 - Details of reserved matters to be submitted
 - Occupation of the detached units in conjunction with the main care home
 - Detailed design plans for any new access
 - Construction Transport Management and Demolition Plan
 - Drainage details to be submitted for approval
 - Conditions in respect of contamination and required remediation
 - Restricted hours for deliveries and collection
 - Details of fixed plant/equipment
 - Waste storage facilities
 - External lighting scheme
 - Biodiversity enhancement and landscaping scheme
 - Construction Environmental Management Plan
 - Accessibility scheme
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2. Main Issues

2.1 The main issues raised by this application are:

- Whether the principle of development is acceptable (Policies SP 1, SP 12, SP 13, SP 14, and GN.30)
- Impact on character and appearance of the area, and local amenity (Policies GN.1 and GN.2)

3. Description of site

3.1 The application site comprises the site of the former Cleddau Bridge Hotel which is currently derelict following fire damage in March 2019, and its associated car parking and external areas. The remaining building has two storeys over a split level with ground levels falling to the north. The site is located within the settlement boundary of Pembroke Dock. Access is gained via Essex Road to the south which joins the A477 to the east. Residential properties lie to the south and west and the Milford Haven Waterway and Cleddau Bridge lie to the north and north east respectively.

4. Proposal

4.1 This planning application seeks outline planning permission for the demolition of the hotel and the siting of a residential care home and linked bungalows, all matters are reserved for future consideration.

4.2 An indicative site plan has been provided which shows the main care home positioned centrally within the site, with linked bungalows comprising six units accommodated in two terraced blocks, located in the western part of the site. Minimum and maximum scale parameters have been provided as follows:

Main building (main body excluding projecting wings)

- Width 9 - 12 metres
- Length 54 - 58 metres
- Height to ridge 8 – 10 metres

Terrace block

- Width 6 – 8 metres
- Length – 22.5 -25.5 metres
- Height to ridge 4 – 6 metres

4.3 The indicative plan shows two points of access, one of which would serve the main care home and the other the independent units. The indicative plan details parking, landscaping and drainage arrangements.

5. Relevant Planning History

5.1 Full planning permission for the change of use of former hotel to 48 bedroom care home was conditionally approved on 22nd May 2018 (ref. 17/1285/PA).

6. Evaluation:

Whether the principle of development is acceptable

- 6.1 The proposal would enable the provision of specialist and supported accommodation within the Hub Town of Pembroke Dock which would result in positive social impacts by providing accommodation to meet a need for this type of facility and provide diversity in the range of accommodation available, therefore reinforcing the role of the town. Proposed construction work would result in economic benefits, with environmental benefits in part due to the development of previously developed land and the site's sustainable location within a Hub Town. The building was last used as a hotel, however prior to fire damage in 2019, the building had been granted planning permission for change of use from a hotel (Use Class C1 - Hotels) to a care home (Use Class C2 – Residential Institution).
- 6.2 Information has been provided which explains that a new residential care home would be provided which would accommodate approximately 55 – 70 beds, each of which would be provided to Care Inspectorate of Wales (CIW) Standards, complete with en-suite facilities. It is also intended that the building would accommodate day rooms, which would be capable of accommodating multiple communal events for residents, together with dining room, staff offices, commercial kitchen and storage facilities. There would also be two blocks of bungalows which are proposed to be occupied by elderly persons ancillary to the care home. In terms of justification of need, the applicant's agent has explained that planning permission has previously been justified for a care home in this location, through the change of use of the former hotel (ref. 17/1285/PA), and had the building not been fire damaged the permission would have been implemented. There have been no change in circumstances for the need for the facility.
- 6.3 In terms of justification previously provided for change of use of the building (ref. 17/1285/PA), this included a search of care homes within the vicinity of the site. This has highlighted an under provision of care homes within a 2 mile radius. There were ten care facilities within 2 miles of the application site with three of these being small scale care homes (accommodating 10 or less residents). Furthermore, many of these care facilities provide specialised care as opposed to a more generalised care service. As a result, it was previously considered that the evidence that has been provided sufficiently demonstrated an identified need for the facility.
- 6.4 Given the site's location within Pembroke Dock and information provided with the current and previous application, it is considered that a need for the facility has been identified and that the access arrangements allow for the safe manoeuvring of pedestrians, cars, ambulances and service delivery vehicles. As such, the principle of development accords with the strategic aims of policies SP 1 (Sustainable Development), SP 12 (The Settlement Hierarchy), SP 13 (Settlement Boundaries), SP 14 (Hub Towns) and the detailed criteria of policy GN.30 (Specialist and Supported Accommodation) of the Local Development Plan (LDP).

Impact on character and appearance of the area, and local amenity

- 6.5 Due to the extent of fire damage, demolition of the building is proposed. The application is outline in nature, however, an indicative site plan and scale parameters have been provided. Based on the information provided, with the building shown at its maximum scale on the indicative plan, the footprint of the building would be slightly larger than the existing building, and is shown to be located centrally in the site. The two single storey terraced buildings are shown in the western part of the site, one of which has a road frontage. The plan shows that the existing expanse of tarmac would be broken up with soft landscaping, with parking areas provided for both the care home and the independent units. The Council Landscape Officer has commented that any scheme will need a detailed landscaping scheme. It is considered that subject to conditions, the scale and nature of the development would be compatible with the capacity and character of the site and the area within which it is located as required by criterion policy GN.1 (General Development Policy) and criteria of policy GN.2 (Sustainable Design) of the LDP.

Other matters

Access and parking arrangements

- 6.6 Access and layout are reserved for future consideration, however an indicative plan has been provided which shows utilisation of the existing access, with parking provided for the respective buildings. The current application would increase the size of the residential care home and has changed the layout of the proposed development from that previously approved. The site is located within 250 metres of the A477 and is accessible by a range of public transport options. During the course of the planning application a Transport Statement has been provided. Within the Transport Statement, information about the proposed use of the site has indicated there would be 10 two-way AM Peak Hour (08:00 – 09:00) and 14 two-way PM Peak Hour (17:00-1800) trips associated with the development. The PM Peak hour trips would result in a trip generation of one vehicle movement, approximately, every 4.5 minutes. This is not considered to be a significant increase upon the highway network.
- 6.7 The applicant has submitted a revised drawing (DWG: LW-836 02 Rev D) contained within the Transport Statement (Figure 9), which indicates that there would be a provision of 42 parking spaces associated with the Care Home in total, of which 23 spaces would be dedicated for visitors, 4 spaces dedicated for disabled parking and 19 spaces remaining for staff. The additional bungalow accommodation would have two spaces per unit, in line with guidance.
- 6.8 The Head of Infrastructure (Highways) has no further comments to make regarding trip generation, however has requested that the revised layout drawing indicated within Figure 9 of the Transport Statement should be submitted to the LPA as part of the planning application. Given that access and layout are reserved matters, this is not necessary at this stage. Conditions have been recommended in respect of detailed access road plans and submission of a Construction Transport Management and Demolition Plan (CTMDP). It is considered that details can be submitted as reserved matters which would not result in a detrimental impact on

highway safety or in traffic exceeding the capacity of the highway network and that necessary and appropriate service infrastructure, access and parking can be provided as required by criteria 5 and 6 of policy GN.1 of the LDP.

Drainage arrangements

- 6.9 Foul water is proposed to the mains and Dwr Cymru Welsh Water (DCWW) has no objection to this method of disposal commenting that sufficient capacity exists at the Waste Water Treatment Works. A condition has been recommended for no surface water to be disposed of to the mains. The planning application states that surface water will be disposed of by means of sustainable drainage systems, with a drainage basin shown on the indicative layout. The Head of Infrastructure (Drainage) has commented that as the proposed construction area having drainage implications would exceed 100 square metres, the proposed development requires approval from Pembrokeshire County Council in its role as SuDS Approving Body (SAB), prior to commencement of development. As such, a condition is required for the submission of drainage details. Subject to the recommended condition in respect of a drainage, the proposal complies with criterion 6 of policy GN.1 and criterion 3 of policy GN.2 of the LDP regarding this matter.

Contamination

- 6.10 The application site comprises previously developed land. Prior to the construction of the hotel the land was used for military purposes. At present there is no DoE Industry Profile for Military Land use and exact activities undertaken at the former base are unknown. Contamination could have resulted from accidental leaks and spills from equipment on site. There is therefore a potential for a range of contaminants to be present, especially hydrocarbons that are highly mobile. The building was subject to significant fire damage. Fire can lead to the contamination of the ground by heavy metals such as arsenic, cadmium and lead along with any oils and solvents (melted or leaked from interior fittings and fixtures). It is unknown what firefighting methods were used at the time – firefighting water could have spread the contaminants if not properly contained. The proposed residential use, represents highly vulnerable development. As such, The Head of Environmental Services and Public Protection (Contaminated Land) has commented that it is essential that conditions are required to ensure an appropriate assessment of risks posed by potential contamination is undertaken and mitigation measures are in place where necessary to ensure there is no risk posed by potential contamination at the proposed development site. Subject to the recommended conditions, the proposal complies with criterion 7 of policy GN.1 regarding this matter.

Impact on local amenity

- 6.11 The application site is located in a residential area and The Head of Environmental Services and Public Protection (Council's Pollution Control Officer) has commented that there would be some minor concerns regarding impact on amenity of neighbouring residents. Conditions have been recommended in respect of hours for deliveries and collections, details of fixed

plant equipment, waste storage facilities and lighting. Subject to the recommended conditions, the proposal complies with criterion 2 of policy GN.1 regarding this matter.

Impact on biodiversity

- 6.12 A bat survey report has been provided with the application which concludes that the site is being used by a small number of bats as a summer roost. The Council Ecologist has commented that due to the presence of bats nearby, at the site and being adjacent to vegetation conditions are required for an external lighting scheme, a biodiversity enhancement and landscaping scheme and a Construction Environmental Management Plan (CEMP). Due to the presence of bats a Natural Resources Wales (NRW) licence will be required. Subject to the recommended conditions the proposal would comply with criterion 4 of policy GN.1 and policy GN.37 (Protection and Enhancement of Biodiversity) of the LDP and The Environment (Wales) Act 2016.

Accessibility

- 6.13 The Council Access Officer has made a number of comments and has raised awareness of the need to comply with the Equality Act and Building Regulations, when designing the detailed scheme. A condition will be required for an accessibility scheme to be submitted with the reserved matters application in respect of layout to ensure compliance with criteria 4 and 5 of policy GN.2.

Conditions

- 6.14 Other than the conditions listed in paragraph 1.1 of this report, no other conditions are considered necessary. The conditions are required to make the development acceptable in planning terms. The recommended conditions meet the tests of Circular 016/2014 (The Use of Planning Conditions for Development Management).

Conclusion

- 6.15 A need for the proposed development has been adequately evidenced and the proposed care home is considered to be appropriate and compatible with the site and its location. Furthermore, it is considered that details could be submitted at reserved matters stage which would result in a development which provides for acceptable highways and drainage arrangements and would have an acceptable effect on the character and appearance of the area and on local amenity. In this respect the proposal accords with the policies SP 1, SP 12, SP 13, SP 14, GN.1, GN.2 and GN.30 of the LDP. Accordingly, approval of the application is recommended subject to the conditions stated in paragraph 1.1 of this report.
- 6.16 In reaching a recommendation, regard has been given to the requirements of sections 3 and 5 of the Well Being of Future Generations (Wales) Act 2015. It is considered that this recommendation is in accordance with the Act's sustainable development principle through its contribution towards the Welsh

Ministers' well-being objective of supporting safe, cohesive and resilient communities.

Annex

A.1 The Development Plan/Other Material Considerations

A.1.1 Future Wales – the National Plan 2040

A.1.2 The Local Development Plan

Policy SP 1 Sustainable Development

Policy SP 12 The Settlement Hierarchy

Policy SP 13 Settlement Boundaries

Policy SP 14 Hub Towns

Policy GN.1 General Development Policy

Policy GN.2 Sustainable Design

Policy GN.30 Specialist and Supported Accommodation

Policy GN.37 Protection and Enhancement of Biodiversity

A.1.3 Other Material Considerations/ Weight Attached

- Planning Policy Wales, Edition 11

Significant weight

- Technical Advice Note (TAN) 23: Economic Development (2014)

Significant weight

- Council's Parking Standards (adopted 24th June 2013)

Significant weight

A.2 Consultation Responses

A.2.1 Head of Infrastructure

Highways

Conditional approval

Drainage

Conditional approval

A.2.2 Welsh Government Transport Division

No objection

A.2.3 Dwr Cymru Welsh Water

Conditional approval

A.2.4 Head of Environmental Services and Public Protection

Contaminated Land

Conditional approval

Pollution Control

Conditional approval

A.2.5 Council Landscape Officer

Conditional approval

A.2.6 Council Ecologist

Conditional approval

A.2.7 Council Access Officer

Advisory comments in respect of accessibility

A.2.8 Pembroke Dock Town Council

Object in summary for the following reason:

- Insufficient parking provision

A.2.9 Representations

Publicity of the application has been undertaken, no third party representations have been received.

Background Documents:

(Copies of all the Background documents referred to in this report are available on the planning application file for inspection by Members of the Planning Committee on request to the Planning Support Team).

- Consultation replies from Head of Infrastructure (Highways and Drainage), Welsh Government Transport Division, Dwr Cymru Welsh Water, Head of Environmental Services and Public Protection (Pollution Control and Contaminated Land), Council Landscape Officer, Council Ecologist, Council Access Officer and Pembroke Dock Town Council.