

# Pecyn Dogfennau



Mark James LLM, DPA, DCA  
Prif Weithredwr,  
Chief Executive,  
Neuadd y Sir, Caerfyrddin. SA31 1JP  
County Hall, Carmarthen. SA31 1JP

**DYDD MAWRTH, 21 MAI 2019**

**AT: HOLL AELODAU'R PWYLLGOR CYNLLUNIO**

YR WYF DRWY HYN YN EICH GALW I FYNYCHU CYFARFOD O'R  
**PWYLLGOR CYNLLUNIO** A GYNHELIR YN **Y SIAMBR, NEUADD Y SIR** AM  
**10.00 YB, DYDD IAU, 30AIN MAI, 2019** ER MWYN CYFLAWNI'R MATERION  
A AMLINELLIR AR YR AGENDA SYDD YNGHLWM

*Mark James* DYB

**PRIF WEITHREDWR**



**AILGYLCHWCH OS GWELWCH YN DDA**

<b>Swyddog Democrataidd:</b>	<b>Kevin Thomas</b>
<b>Ffôn (llinell uniongyrchol):</b>	<b>01267 224027</b>
<b>E-bost:</b>	<b>Democraticservices@sirgar.gov.uk</b>
<b>Cyf:</b>	<b>AD016-001</b>

# PWYLLGOR CYNLLUNIO

20 AELOD

## Y GRŴP PLAID CYMRU – 10 AELOD

1. Y Cynghorydd Mansel Charles Aelod o Gyngor Cymuned Llanegwad
2. Y Cynghorydd Tyssul Evans Aelod o Gyngor Cymuned Llangyndeyrn
3. Y Cynghorydd Jeanette Gilasbey Aelod o Gyngor Tref Cydweli
4. Y Cynghorydd Ken Howell
5. Y Cynghorydd Carys Jones
6. Y Cynghorydd Alun Lenny Aelod o Gyngor Tref Caerfyrddin  
(Cadeirydd)
7. Y Cynghorydd Jean Lewis
8. Y Cynghorydd Dorian Phillips
9. Y Cynghorydd Gareth Thomas
10. Y Cynghorydd Eirwyn Williams

## Y GRŴP LLAFUR – 4 AELOD

1. Y Cynghorydd Penny Edwards Aelod o Gyngor Tref Pen-bre a Phorth Tywyn
2. Y Cynghorydd John James Aelod o Gyngor Cymuned Llannon
3. Y Cynghorydd Dot Jones Aelod o Gyngor Tref Cwmaman
5. Y Cynghorydd Kevin Madge

## Y GRŴP ANNIBYNNOL – 4 AELOD

1. Y Cynghorydd Sue Allen Aelod o Gyngor Tref Hendy-Gwyn
2. Y Cynghorydd Ieuan Davies
3. Y Cynghorydd Joseph Davies
4. Y Cynghorydd Irfon Jones (Is-Gadeirydd) Aelod o Gyngor Cymuned Bronwydd

## Y GRŴP ANNIBYNNOL NEWYDD – 2 AELOD

1. Lle Gwag
2. Lle Gwag

NI CHANIATEIR EILYDDION MEWN CYFARFODYDD O'R PWYLLGOR YMA

# AGENDA

1. YMDDIHEURIADAU AM ABSENOLDEB
2. DATGAN BUDDIANNAU PERSONOL
3. RHANBARTH Y DWYRAIN - PENDERFYNU AR GEISIADAU CYNLLUNIO 5 - 20
4. RHANBARTH Y DE - PENDERFYNU AR GEISIADAU CYNLLUNIO 21 - 150
5. RHANBARTH Y GORLLEWIN - PENDERFYNU AR GEISIADAU CYNLLUNIO 151 - 204
6. LLOFNODI YN GOFNOD CYWIR COFNODION Y CYFARFOD A GYNHALIWYD AR 2AIL O FAI, 2019 205 - 206

Mae'r dudalen hon yn wag yn fwriadol

**ADRODDIAD PENNAETH  
CYNLLUNIO,  
CYFARWYDDIAETH YR  
AMGYLCHEDD**

**REPORT OF THE  
HEAD OF PLANNING,  
DIRECTORATE OF ENVIRONMENT**

**AR GYFER PWYLLGOR CYNLLUNIO  
CYNGOR SIR CAERFYRDDIN**

**TO CARMARTHENSHIRE COUNTY  
COUNCIL'S PLANNING COMMITTEE**

**AR 30 MAI 2019  
ON 30 MAY 2019**

**I'W BENDERFYNU/  
FOR DECISION**

*Ardal  
Dwyrain/  
Area East*



**Mewn perthynas â cheisiadau y mae gan y Cyngor ddiddordeb ynddynt un ai fel ymgeisydd/asiant neu fel perchennog tir neu eiddo, atgoffir yr Aelodau fod yn rhaid iddynt anwybyddu'r agwedd hon, gan ystyried ceisiadau o'r fath a phenderfynu yn eu cylch ar sail rhinweddau'r ceisiadau cynllunio yn unig. Ni ddylid ystyried swyddogaeth y Cyngor fel perchennog tir, na materion cysylltiedig, wrth benderfynu ynghylch ceisiadau cynllunio o'r fath.**

**In relation to those applications which are identified as one in which the Council has an interest either as applicant/agent or in terms of land or property ownership, Members are reminded that they must set aside this aspect, and confine their consideration and determination of such applications exclusively to the merits of the planning issues arising. The Council's land owning function, or other interests in the matter, must not be taken into account when determining such planning applications.**

<b>COMMITTEE:</b>	<b>PLANNING COMMITTEE</b>
<b>DATE:</b>	<b>30 MAY 2019</b>
<b>REPORT OF:</b>	<b>HEAD OF PLANNING</b>

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<b>E/37947</b>	<b>The retention of a residential gypsy caravan, earth works together with the erection of a day/utility room, parking for one touring caravan, parking and turning area and installation of septic tank at land at Ternaymar Fields, off Brynceithin Road, Garnant, SA18 1YS</b>	<b>9-19</b>

**APPLICATIONS RECOMMENDED FOR APPROVAL**



<b>Application No</b>	<b>E/37947</b>
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<b>Application Type</b>	Full Planning
<b>Proposal &amp; Location</b>	THE RETENTION OF A RESIDENTIAL GYPSY CARAVAN, EARTH WORKS TOGETHER WITH THE ERECTION OF A DAY/UTILITY ROOM, PARKING FOR ONE TOURING CARAVAN, PARKING AND TURNING AREA AND INSTALLATION OF SEPTIC TANK AT LAND AT TERNAYMAR FIELDS, OFF BRYNCEITHIN ROAD, GARNANT, SA18 1YS

<b>Applicant(s)</b>	MR HENRY RIGERS, LAND AT TERNAYMAR FIELDS, OFF BRYNCEITHIN ROAD, GARNANT, SA18 1YS
<b>Agent</b>	HAYSTON DEVELOPMENTS & PLANNING LTD, ANDREW VAUGHAN-HARRIES, THE PLANNING STUDIO, HAYSTON BRIDGE, JOHNSTON, HAVERFORDWEST, SA62 3HJ
<b>Case Officer</b>	Andrew Francis
<b>Ward</b>	Garnant
<b>Date of validation</b>	22/10/2018

## REASON FOR COMMITTEE

This application is being reported to the Planning Committee following the receipt of more than one objection from third parties

## SITE

The application site consists of a broadly rectangular shaped parcel of land located on the westerly flank of Bryncethin Road, Garnant in a countryside location on the northern face of the Amman Valley. The site is located approximately 1.4 kilometres to the south of the main road through the village and extends to approximately 0.13 of a hectare in area.

Having previously consisted of a grassed field enclosure with a gated entrance onto the Bryncethin Road close to its eastern perimeter, the southern section of the field has since been built up with hardcore and gravel to form a level surface to accommodate residential accommodation in the form of one static caravan along with two wooden buildings used to store tools and produce. The existing access has been improved onto Bryncethin Road at the southern eastern corner of the original enclosure which leads into the site which consists of a large loose stone hardstanding area. Other structures in the site include a timber stable building, a timber shed and a plastic portable toilet. The hardstanding area is

bounded to the south with the existing hedge and tree line and has no boundary along its northern edge with the rest of the field.

The surrounding area is of a rural character and appearance consisting of field enclosures interspersed with wooded areas and established detached dwellings. The roadway has a single carriageway and has no footways or pedestrian facilities. The site is approximately 1.5 kilometres from the centre of the village of Garnant and its facilities and services while the Town of Ammanford is located some 6.2 kilometres to the west along the A474.

## **PROPOSAL**

The application seeks retrospective planning permission for the siting of one static caravan on the site together with the improvement of the access and hardstanding area. The proposal also includes grassing of the northern part of the hard standing, with a boundary fence along the field boundary; the retention of the existing stable building along with the proposed siting of a utility/day room building, a touring caravan together with associated parking and turning areas. The site is to be used for residential purposes by the applicant, who is a member of the gypsy/traveller community.

The static caravan is to be sited on the northern edge of the hardstanding area adjacent to the proposed new utility/day room building, which will be sited approximately halfway along the width of the site. This is to consist of a mobile portacabin structure measuring 8.35 metres in length by 5.75 metres in width and 4 metres in height and will be flanked by two no. parking spaces. The stable building is of a timber frame construction with timber-clad elevations.

Foul water from the development is disposed of via a proposed septic tank located in the northwestern part of the existing hardstanding, near the stable building on a part that is to be grassed over. Surface water is disposed of via soakaways within the development. The remainder of the field (0.76 ha) is to remain as a field paddock and is accessed from the hardstanding area via a gated entrance at the western edge of the site, off the turning area.

The supporting statement accompanying the application confirms that the applicant is a descendant of a long established Romany Gypsy family and describes their lifestyle as falling within the definition of "travellers" as defined in Welsh Assembly Circular 005/2018 "Planning for Gypsy, Traveller and Showpeople Sites".

Historically, the family are from the Berkshire area. Specifically, the applicant has lived in family caravans and worked in agriculture and fairgrounds as a younger man. Latterly, this was supplemented by lorry driving and included a move for himself and his wife and children to Hampshire, where they stayed until 2012. The applicant and his family moved to Pen Y Waun, Bryncethin Road in 2012 and was prepared to live in a bricks and mortar property due to the 2.8 Ha of land which came with the property and allowed for the breeding of horses and sheep along with seasonal agricultural work on the road in the summer months.

Due to the marriage break down, the applicant has been left homeless and has moved into the static caravan on Pen Y Waun land, the subject of this application.

## **PLANNING SITE HISTORY**

The following previous applications have been received in respect of the application site:-

NONE

## **PLANNING POLICY**

In the context of the Authority's current Development Plan the application site is located in the countryside outside the development limits of settlements defined in the Local Development Plan. The following policies are of relevance to the proposal.

The LDP does not contain any allocated gypsy and traveller sites, but relies on a criteria-based policy to deal with such proposals. As such, the relevant policies for the consideration of this application are:

[Carmarthenshire Local Development Plan](#) (Adopted December 2014) ('the LDP')

Policy H7

Policy GP1

Policy EQ4

Policy TR3

Welsh Government Circular 005/2018

## **SUMMARY OF CONSULTATION RESPONSES**

**Head of Transport** – Recommends the imposition of planning conditions.

**Cwmamman Town Council** – Object to the application on the following grounds:-

- The application site is in an unsustainable location 3km along a single track road with no facilities or services located within a reasonable distance.
- The site will cause detriment to nearby residents who have also objected to this proposal.
- There is currently a problem with the existing water supply to the dwellings at Bryncethin Road. Any additional demand will have a detrimental effect.
- The proposal will have an adverse effect on the landscape as it is on a north facing slope in the open countryside and directly visible from adjacent villages, thus making it incongruous with the local surroundings.

**Local Member** - County Councillor K Madge is a Member of the Planning Committee and has therefore made no prior comment to this application.

**Neighbours/Public** – The application has been publicised with the posting of a site notice on the entrance to the site. In response, a forty four name petition along with eight third party letters of representation from seven separate residences have been received which raises the following issues of concern:-

- There is a need to ensure the applicant qualifies as a gypsy or traveller.

- The application site is in an unsustainable location, at least 1.5 km from the centre of Garnant which is classed as a Local Service Centre and cannot provide reasonable access to the range of facilities required and contrary to policy H7
- The current residents at this location regularly lose water pressure due to broken pipes. More demand will exacerbate the problem.
- The development is unsightly and not in keeping with the surrounding area. The site will be visible from the south facing slope across the valley which is the southern most edge of the Brecon Beacons National Park.
- The road has a steep incline and is used by dog walkers and horse riders of all ages. They will be at risk with the increase in traffic given the lack of passing places.
- The road is unsuitable for heavy or long vehicles which cannot turn around. The road cannot cope with an increase in traffic, in particular vehicles towing caravans or horse trailers.
- One static caravan will lead to more with no control exercised. This could lead to a caravan park.
- The applicant has tried to hide his plans from local residents by taking down the site notice.
- There is a property in this location that cares for vulnerable children and young adults, but due to their issues, they have a high risk of absconding. More traffic will mean they are at more risk. The extra noise will also be problematic for their issues.
- Fly tipping occurs in this location. If that can't be controlled here, how can a caravan park?
- The applicant has already converted an old stable on the farm, near the house into living accommodation. Could that be used?
- The applicant told the neighbours that the hardstanding and caravan was for his son to use, yet now it is for himself. The applicant rarely uses the caravan to sleep in and continues to sleep in the house.

All representations can be viewed in full on our [website](#).

## **SUMMARY OF PUBLIC REPRESENTATIONS**

The application has been publicised with the posting of a site notice on the entrance to the site. In response, a forty-four name petition along with eight third party letters of representation from seven separate residences have been received, along with an objection from Cwmamman Town Council. The following points of objection are summarised and discussed:

### **Sustainability**

- The application site is in an unsustainable location 3km along a single track road with no facilities or services located within a reasonable distance.

- The application site is in an unsustainable location, at least 1.5 km from the centre of Garnant which is classed as a Local Service Centre and cannot provide reasonable access to the range of facilities required and contrary to policy H7
- The site will cause detriment to nearby residents who have also objected to this proposal.
- There is currently a problem with the existing water supply to the dwellings at Bryncethin Road. Any additional demand will have a detrimental effect.

In terms of sustainability specifically, the site is typical of many rural locations in that its distance from local facilities in the village of Garnant and the absence of footways will mean that the occupiers are reliant on a car for day to day services. Notwithstanding this, advice contained in the Circular promotes a more pragmatic approach to car borne journeys in relation to gypsy developments and the location of the site performs well against the objectives of the first criterion of Policy H7 of the LDP in that it is reasonably accessible to the village of Garnant/Glanamman and its range of services and facilities. Furthermore, it is fairly close to Ammanford and the occupiers will also therefore have easy access to the higher order facilities available in this wider area.

### **Services**

- The current residents at this location regularly lose water pressure due to broken pipes. More demand will exacerbate the problem.
- There is currently a problem with the existing water supply to the dwellings at Bryncethin Road. Any additional demand will have a detrimental effect.

Perhaps the point of concern most consistently raised relates to the lack of water pressure and the poor state of the mains water system in this part of Bryncethin Road. Any additional load upon this mains system will cause it to be under even more stress. In their consultation response, Dwr Cymru Welsh Water do not raise any concern regarding this issue which means that it must be assumed that they are happy to allow another connection. As such, despite the evidence of this concern, this point of objection cannot be sustained.

### **Visual Amenity**

- The proposal will have an adverse effect on the landscape as it is on a north facing slope in the open countryside and directly visible from adjacent villages, thus making it incongruous with the local surroundings.
- The development is unsightly and not in keeping with the surrounding area. The site will be visible from the south facing slope across the valley which is the southern most edge of the Brecon Beacons National Park.

A common ground of objection amongst respondents is that the site is located outside the development limits of Garnant as defined in the LDP being remote from the village and in the countryside. Reference is made to the unsightly appearance of the development which it is suggested is not in keeping with and harmful to the appearance of the surrounding rural area.

Although the site lies in an area of countryside outside the development limits of any recognised settlement defined in the LDP, advice contained in Circular 005/2018 provides that gypsy sites in rural settings which are not subject to any specific planning or other constraints are acceptable in principle. It also advises against an over rigid interpretation of national or local policies that seek a reduction in car borne travel and that sites should respect the scale of and not be so large as to dominate the nearest settled community serving them.

The site is not located in an area subject to any landscape or environmental designation and although it is adjacent to the public highway and is visible in a local context, its modest scale means that it does not dominate the appearance of the surrounding rural area or the village of Garnant. Roadside screening provided by the existing hedgerows, so the only view is in the area of the gate which would mean that the visual affect of the site upon the area is to the extent that it will not unacceptably challenge the objectives of the Circular or policies H7 and GP1 of the LDP.

### **Highways Concerns**

- The road is unsuitable for heavy or long vehicles which cannot turn around. The road cannot cope with an increase in traffic, in particular vehicles towing caravans or horse trailers.
- The road has a steep incline and is used by dog walkers and horse riders of all ages. They will be at risk with the increase in traffic given the lack of passing places.

Turning to the matter of highway safety, the Authority's Head of Transport has now commented on the proposal, offering no objections, subject to the imposition of planning conditions. As such, it is considered that the access to the site is considered to be acceptable to serve the one residential unit proposed. Vehicles will therefore be able to safely access and egress the site.

A further issue relates to the single track width of the road and lack of passing places for a distance of approximately 720 metres along the length of Bryncethin Road. The increase in vehicular movements brought about by the extra residential unit is not considered to be an issue by the Head of Transport.

### **General Amenity Concerns**

- There is a property in this area that cares for vulnerable children and young adults, but due to their issues, they have a high risk of absconding. More traffic will mean they are at more risk. The extra noise will also be problematic for their issues.
- Fly tipping occurs in this location. If that can't be controlled here, how can a caravan park?
- One static caravan will lead to more with no control exercised. This could lead to a caravan park.

The issues raised with regard to this application and amenity aren't typically related to overlooking or privacy as they normally are, given the distances involved. They are

however related to issues of noise due to increased vehicular movements and the potential for more ad hoc and unauthorised development to occur at this site.

With regard to the issue of noise from traffic in particular, it is expected that the vehicular movements from one extra residential unit would not be so untoward that it would cause enough harm to recommend that this application is refused. Part of this noise concern relates to the construction vehicles, though as Members will be aware, the disruption during development cannot be considered as we are only looking at the developed proposal.

With regards to the concern that more unauthorised caravans will be brought onto the site, these would be in breach of planning law and as such, if the LPA were to be made aware of such breach, we could investigate and enforce against it.

### **Gypsy Status and Need for Caravan**

- There is a need to ensure the applicant qualifies as a gypsy or traveller.
- The applicant has already converted an old stable on the farm, near the house into living accommodation. Could that be used?
- The applicant told the neighbours that the hardstanding and caravan was for his son to use, yet now it is for himself. The applicant rarely uses the caravan to sleep in and continues to sleep in the house.
- The applicant has tried to hide his plans from local residents by taking down the site notice.

Based on the evidence submitted with the application, there is nothing to suggest that the applicant is not a gypsy and does not qualify for traveller status. As such, the Authority is happy to continue to consider this application on the basis of policy H7 and Welsh Planning Circular 005/2018.

If the applicant has separated from his wife, living in the dwelling's annex would potentially be too close to the main dwelling for the applicant to stay.

With regard to the issue of the person intended to use the caravan, this potentially adds into the main point of concern for this application. Given what has been verbally said by some people in relation to this application, there is some doubt regarding the integrity of this application. The main issue with this application relates to the concern that the applicant and his wife have not separated, as a result, this application is a deception and is an attempt to get a residential unit in the open countryside.

Given these comments and despite the clarification that has been sought from the applicant's Agent, in the absence of anything other than anecdotal evidence it falls for the local planning authority to consider the application as submitted.

In addition, the development will not be detrimental to the amenity of nearby residents given its countryside location and the separating distances to neighbouring properties. The site is also capable of being serviced with the required amenities and infrastructure in that foul drainage from the site is disposed of to a septic tank and the development has a water and electricity supply.

All representations can be viewed in full on our [website](#).

## **APPRAISAL**

This application was received as a result of action by the Authority's enforcement team

### **Well-being of Future Generations (Wales) Act 2015**

The decision considers the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). The decision takes into account the ways of working set out at section 5 of the WBFG Act and it is considered that this decision is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

## **CONCLUSION**

Circular 005/2018 requires that the Authority make provision for gypsy and traveller caravan sites in the County through site allocation where a need is identified, along with criteria-based policies. Notwithstanding this there are currently no allocated sites in the Ammanford area with the LDP relying on a criteria based policy whereby proposals for new sites are considered against the requirements of Policy H7 of the Plan, as referred to above.

Circular 005/2018 advises that the granting of a temporary permission may be justified in respect of gypsy proposals where, firstly, there is a reasonable expectation that new sites are likely to become available at the end of the period in the area which will meet the identified need and, secondly, there are no overriding objections on other grounds. Whilst the applicant is seeking to establish a new privately owned site in the absence of the availability of a suitable existing site or allocation, it is the Authority's intention to identify and designate a new site in the revised LDP to meet the identified need. However, this is in the Llanelli area which would be sufficiently distant from the application site for it to be outside the 'catchment' area. As such, outside of this area, each case is being considered on its individual merits.

This advice is repeated following advice from the relevant Housing Officer. Given the distance involved to the County site, it is advised that this application should be treated on its individual merits. Furthermore, the concern raised regarding the relationship status of the applicant doesn't necessarily raise policy objections, given the gypsy and traveller status of the applicant. It is understood that people of gypsy or traveller status may own property, but may not feel comfortable sleeping in that property so can seek to keep a caravan or a development such as the one applied for in this application on the land. Therefore, the provision of the development on this land is in accord with that consideration. The application site is in fairly close proximity to the residential dwelling, on the opposite side of Bryncethin Road.

Further to the above there are no ecological comments made on this application from the Authority's Planning Ecologist and no objections have been raised by the Coal Authority or Natural Resources Wales.



On balance, despite the objections raised by the neighbouring properties, nothing submitted, when subject to careful scrutiny, would justify a refusal of this planning application. As such, this application is recommended for approval.

## **RECOMMENDATION – APPROVAL**

### **CONDITIONS**

- 1 The development shall begin no later than five years from the date of this decision.
- 2 The development shall be carried out in accordance with the details shown on the following schedule of plans received on the 7 September 2018:-
  - The Block and Location Plan (02) 1:500, 1:2500
  - The Drawing Context Section (06) 1:100
  - The Drawing Context Section (06) 1:100
  - The Drawing Floor Plan and Elevations of Day Room (04) 1:50, 1:100
  - The Drawing Location Plan (01) 1:5000
  - The Drawing Photo Montage Sheet 1 (07) 1:100
  - The Drawing Septic Tank Details (05) 1:20
  - The Drawing Site Plan (03) 1:1250 @ A3
- 3 The site shall not be occupied by any persons other than gypsies and travellers as defined in Section 108 of the Housing (Wales) Act 2014 and Paragraph 2 of Circular 005/2018 – ‘Planning for Gypsy, Traveller and Showpeople Sites’.
- 4 The occupation of the site hereby permitted shall only be by Mr Henry Rigers and his resident dependants.
- 5 No commercial or business activities shall take place on the land, including the storage of materials, nor shall any vehicle over 3.5 tonnes be stationed, parked or stored on the site.
- 6 The access, visibility splays and turning area required, shall be wholly provided prior to any part of the development being brought into use, and thereafter shall be retained unobstructed in perpetuity. In particular, no part of the access, visibility splays, or turning area, is to be obstructed by non-motorised vehicles.
- 7 The parking spaces and layout shown on the plans herewith approved shall be provided prior to any use of the development herewith approved. Thereafter, they shall be retained, unobstructed, for the purpose of parking only. In particular, no part of the parking or turning facilities is to be obstructed by non-motorised vehicles.
- 8 All surface water from the development herewith approved shall be trapped and disposed of so as to ensure that it does not flow on to any part of the public highway.
- 9 No surface water from the development herewith approved shall be disposed of, or connected into, existing highway surface water drains.

- 10 The access shall be hard surfaced in a bonded material for a minimum distance of 5.0 metres behind the highway boundary, prior to any part of the development approved herewith being brought into use and thereafter maintained in perpetuity.

## **REASONS**

- 1 Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.
- 2 To ensure that only the approved works are carried out.
- 3-4 To restrict the occupancy of the site.
- 5 In the interests of visual amenity and safeguard the amenity of adjacent occupiers and land users.
- 6-10 In the interests of highway safety.

## **REASONS FOR DECISION**

The decision to grant planning permission has been taken in accordance with Section 38 of the Planning and Compulsory Purchase Act 2004, which requires that, in determining a planning application the determination must be in accordance with the Development Plan unless material considerations indicate otherwise.

- The proposal complies with policy GP1 of the LDP in that it is appropriate in terms of scale, design and layout, will not unacceptably harm the character and appearance of the area or cause unacceptable loss of amenity to neighbouring properties.
- The proposal complies with policy H7 of the LDP in that it is accessible to existing services and facilities and main transport routes, will not be detrimental to adjacent land uses and occupiers, and cause no unacceptable landscape impacts.
- The proposal complies with policy E4 in that it will cause no unacceptable biodiversity or ecology impacts.
- The proposal complies with policy TR3 of the LDP in that it will not result in any unacceptable highway or amenity impacts on the surrounding highway network.

## **NOTES/INFORMATIVES**

- 1 Please note that this consent is specific to the plans and particulars approved as part of the application. Any departure from the approved plans will constitute unauthorised development and may be liable to enforcement action. You (or any subsequent developer) should advise the Council of any actual or proposed variations from the approved plans immediately so that you can be advised how to best resolve the matter.

In addition, any Conditions which the Council has imposed on this consent will be listed above and should be read carefully. It is your (or any subsequent

developers') responsibility to ensure that the terms of all Conditions are met in full at the appropriate time (as outlined in the specific condition).

The commencement of development without firstly meeting in full the terms of any Conditions which require the submission of details prior to the commencement of development will constitute unauthorised development. This will necessitate the submission of a further application to retain the unauthorised development and may render you liable to formal enforcement action.

Failure on the part of the developer to observe the requirements of any other Conditions could result in the Council pursuing formal enforcement action in the form of a Breach of Condition Notice.

- 2 Comments and guidance received from consultees relating to this application, including any other permissions or consents required, is available on the Authority's website ([www.carmarthenshire.gov.uk](http://www.carmarthenshire.gov.uk)).

Mae'r dudalen hon yn wag yn fwriadol

*Ardal De/  
Area South*

**ADRODDIAD PENNAETH  
CYNLLUNIO,  
CYFARWYDDIAETH YR  
AMGYLCHEDD**

**REPORT OF THE  
HEAD OF PLANNING,  
DIRECTORATE OF ENVIRONMENT**

**AR GYFER PWYLLGOR CYNLLUNIO  
CYNGOR SIR CAERFYRDDIN**

**TO CARMARTHENSHIRE COUNTY  
COUNCIL'S PLANNING COMMITTEE**

**AR 30 MAI 2019  
ON 30 MAY 2019**

**I'W BENDERFYNU/  
FOR DECISION**



**Mewn perthynas â cheisiadau y mae gan y Cyngor ddiddordeb ynddynt un ai fel ymgeisydd/asiant neu fel perchennog tir neu eiddo, atgoffir yr Aelodau fod yna rhaid iddynt anwybyddu'r agwedd hon, gan ystyried ceisiadau o'r fath a phenderfynu yn eu cylch ar sail rhinweddau'r ceisiadau cynllunio yn unig. Ni ddylid ystyried swyddogaeth y Cyngor fel perchennog tir, na materion cysylltiedig, wrth benderfynu ynghylch ceisiadau cynllunio o'r fath.**

**In relation to those applications which are identified as one in which the Council has an interest either as applicant/agent or in terms of land or property ownership, Members are reminded that they must set aside this aspect, and confine their consideration and determination of such applications exclusively to the merits of the planning issues arising. The Council's land owning function, or other interests in the matter, must not be taken into account when determining such planning applications.**

<b>COMMITTEE:</b>	<b>PLANNING COMMITTEE</b>
<b>DATE:</b>	<b>30 MAY 2019</b>
<b>REPORT OF:</b>	<b>HEAD OF PLANNING</b>

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**APPLICATIONS RECOMMENDED FOR APPROVAL**

<b>Application No</b>	<b>S/38105</b>
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<b>Application Type</b>	Variation of Planning Condition(s)
<b>Proposal &amp; Location</b>	VARIATION OF CONDITION 1 ON S/30597 (EXTENSION OF TIME) AT SITE 4, BURRY PORT HARBOUR (EAST), BURRY PORT, SA16 0LT

<b>Applicant(s)</b>	WENDY WALTERS, DIRECTOR OF REGENERATION AND POLICY, COUNTY HALL, ST DAVIDS PARK, JOBSWELL ROAD, CARMARTHEN, SA31 1JP
<b>Agent</b>	ASBRI PLANNING - RICHARD BOWEN, SUITE D, 1ST FLOOR, 220 HIGH STREET, SWANSEA, SA1 1NW
<b>Case Officer</b>	Robert Davies
<b>Ward</b>	Burry Port
<b>Date of validation</b>	04/12/2018

## CONSULTATIONS

**Head of Highways** – No objection. Advise that previous comments and conditions are applicable.

**Head of Public Protection** – No response received to date.

**Head of Corporate Property** – No response received to date.

**Pembrey and Burry Port Town Council** – No response received to date.

**Local Members** – County Councillor A Fox has not responded to date. County Councillor John James is a Member of the Planning Committee and has also not responded to date.

**Land Drainage** – No objection.

**Dwr Cymru/Welsh Water** – No objection subject to any previous drainage conditions being re-imposed on any planning permission granted.

**Natural Resources Wales** – No objection to the extension of time but advise that additional survey work may need to be carried out as a consequence of this, in order to ascertain if the conclusions within any reports are still an accurate reflection of the conditions on site and to inform any recommendations and/or mitigation that may be required.

**Network Rail** – No response received to date.

**CADW** – No response received to date.

**Dyfed Archaeological Trust** - No response received to date.

**Neighbours/Public** – The application was advertised by virtue of both press and site notices. No representations received.

## **RELEVANT PLANNING HISTORY**

The following previous applications have been received on the application site:-

S/30597	Commercial leisure development comprising of a mix of retail, hotel, pub/restaurant, and residential uses Approved	25 November 2015
S/27668	Pole mounted free standing general promotional signage Approved	14 March 2013
S/11564	Earthworks/construction of bund for temporary deposition of as-dredged silt Approved	09 February 2006
S/00094	Millennium Coastal Park V - harbour improvements etc. Approved	25 November 1996
D5/9877	Construction of covered wagon repair building Approved	13 October 1987
D5/9245	Construction of covered wagon repair building Approved	17 July 1986
D5/3922	Installation of plant Approved	13 September 1979
D5/728	Extension to production area Approved	24 February 1975

## **APPRAISAL**

**This is an application in which Carmarthenshire County Council has an interest either as applicant/agent or in terms of land or property ownership.**

**In 2014, a number of outline applications were submitted by Carmarthenshire County Council for various developments linked with the wider regeneration of Burry Port Harbour. These applications were subsequently approved towards the latter part of 2015.**

**This application relates to Site 4 at Burry Port Harbour, and is an application to vary Condition 1 of S/30597 in order to allow a further 3 years for the submission of Reserved Matters.**

**The application was accompanied by the same drawings as previously submitted along with the following reports that were also previously submitted:-**

- **Heritage Desk Based Assessment 2014;**
- **Noise Assessment July 2014;**
- **Visual Assessment July 2014;**
- **Ground Investigation and Remediation Strategy August 2011.**

**Due to the passage of time, the following supporting reports were updated and submitted for consideration as part of this Section 73 application:-**

- **Planning Statement November 2018;**
- **Updated Ecological Appraisal October 2018;**
- **Drainage Strategy November 2018;**
- **Flood Consequence Assessment November 2018;**
- **Transport Assessment November 2018;**
- **Ecological Mitigation Strategy February 2019;**
- **Habitat Regulations Screening Report February 2019.**

**This Section 73 application to extend the period for the submission of reserved matters has been subject to a full consultation exercise with no objections being received from either statutory consultees or third parties.**

**The Local Planning Authority (LPA) considers that there has been no material change in circumstance since the previous outline planning permission was granted in 2015. The previous application was considered against the Carmarthenshire Local Development Plan (LDP) which was adopted in 2014 and which remains to be the statutory local planning policy document for the County. Since the previous approval, increased emphasis has been put on job creation at both a local and national level, and in this respect it is considered that the commercial nature of the development will contribute positively to this.**

**Whilst Planning Policy Wales Edition 10 is now relevant from a national planning policy perspective, it is considered that the proposal fully accords with the aims and aspirations of this document.**

**In terms of the Well-being of Future Generations (Wales) Act 2015 the decision considers the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WCFG Act). The decision takes into account the ways of working set out at section 5 of the WCFG Act and it is considered that this decision is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WCFG Act.**

**This Section 73 application has been screened for Environmental Impact Assessment (EIA) purposes. In this respect the proposal has an acceptable package of supporting reports and where identified mitigation measures which reduce the impact of the**

development, and as such the proposal is not considered significant in the context of EIA regulations. Therefore the LPA considers that an EIA is not required for the proposed development.

The Authority's Planning Ecologist is currently in the process of undertaking an **Appropriate Assessment** under the **Habitat Regulations** to assess whether there is likely to be any significant effects on the **Carmarthen Bay and Estuaries SAC** and **Burry Inlet SPA** and **Ramsar features** and their conservation objectives both alone or in combination with other projects. When complete, this **Appropriate Assessment** will be sent to **Natural Resources Wales (NRW)** for consideration and agreement. Therefore **Members of the Planning Committee** are respectfully requested to resolve to approve the application subject to this **Appropriate Assessment** being undertaken and signed off by **NRW**.

The previous **Planning Committee Report** is attached below for **Members' information**. This application to **Vary Condition 1** of the previous planning permission to allow a further 3 years for the submission of reserved matters is put forward with a favourable recommendation subject to the imposition of conditions.

### **PREVIOUS PLANNING COMMITTEE REPORT - 2<sup>ND</sup> JUNE, 2015**

#### **CONSULTATIONS**

**Head of Transport** – No objection subject to conditions.

**Head of Street Scene** – Land Drainage – No objection to the surface water drainage strategy subject to conditions. Advise that in the north east wall of the west dock (north-west corner of Site 4) the outfall there is the **Nant Dyfatty**, which is of major strategic importance to **Burry Port**. Therefore recommend the imposition of a condition requiring an adequate easement in order that **CCC** can continue to maintain and repair this culverted watercourse.

Agrees that an un-attenuated discharge to the dock is acceptable.

Raise no adverse comments in relation to utilising existing surface water infrastructure provided surveyed to ensure suitability and designed appropriately. If not suitable then would not oppose a new culvert and associated headwall.

Whilst noting the comments in relation to the water table and potential contaminated land would still promote the use of **SUDS** if possible.

In relation to flood risk offer no adverse comment. Agree that pluvial and surface water flood risk can be managed through the design and engineering of adequate storm water systems on site. Advise that **NRW** take the lead on the evaluation of tidal and fluvial flood risk.

**Head of Public Protection – Air Quality** – No objection subject to conditions.

**Head of Public Protection - Noise** – No objection subject to conditions.

**Head of Public Protection - Contaminated Land** – No objection. Advise that the proposed development is situated at or within 250 metres of former commercial or industrial land use. In order to ensure that former land uses are fully considered in relation to the proposed residential end use (and remediated where necessary), a suitably worded condition requiring

further information to be submitted and approved prior to works commencing on site is requested. Conditions are also requested to address unsuspected contamination and soil importation.

**Head of Corporate Property** – No response received to date.

**Public Rights of Way Officer** – Advises that a section of the Wales coast path runs immediately adjacent to or along the southern boundary of the application site.

The sections of the Wales Coast Path (which do not run over public rights of way) in this vicinity are used on a permissive basis over Council-owned land in this area. Development must not be allowed to affect or obstruct the route of the Wales Coast Path.

If the application is approved, reference should be made to the applicant/developer of the existence of the Wales Coast Path and Public Rights of Way and to the requirement not to obstruct or encroach upon either at any time both during the course of or after the development.

**Pembrey and Burry Port Town Council** - Strongly support the application.

**Local Members** – County Councillor P E M Jones and County Councillor J James are both substitute Members of the Planning Committee and have therefore made no representations.

**Natural Resources Wales** – No objection subject to conditions.

The consultation response from NRW provides detailed comments in relation to Protected Sites, Ecology, Flood Risk, Foul and Surface Water Drainage, Carmarthen Bay and Estuaries European Marine Site Memorandum of Understanding, Contaminated Land, Waste and Pollution Prevention.

**Dwr Cymru/Welsh Water** – No objection subject to the imposition of conditions and advisory notes on any planning permission granted.

**Dyfed Archaeological Trust** – No objection. Advise that the Heritage Desk Based Assessment considers that if the proposed development impacts on the remains of the canal or on the brick built structures associated with the historic use, it is possible that a programme of works would be required in order to record them, further suggesting that the work be subject to a condition requiring archaeological monitoring during removal of the bund that now covers the eastern half of the area. DAT concur with these findings and recommend that an archaeological watching brief condition should be attached to the planning consent, if granted.

**CADW** – No objection. Advise that the application area is entirely inside the boundaries of the Taf and Tywi Estuary Landscape of Outstanding Historic Interest and more specifically in the Historic Landscape Character Area of Pembrey and Burry Port. This character area, in its present form, is a product of the burgeoning coal industry of South-east Carmarthenshire during the 18th and early 19th century.

The application area is located at Burry Port, alongside the eastern dock, and was used as a wharf and sidings to that dock. The proposed redevelopment will therefore not be in accord with the previous use, but when the surrounding historic character area is considered, one

of terraced stone- and brick-built 19th century residential development, infilled with 20th century housing in a variety of styles and materials, the proposal is not significantly variant from the rest of the character area.

**Network Rail** – Originally had a holding objection towards the proposal. Whilst the transport assessment indicates that the proposed development will not have a big increase in vehicular movements across the Church Road crossing, the pedestrian movements will increase substantially. Network Rail also had concerns regarding the vehicular movements as the pedestrian movements will certainly be converted into car journeys during the winter months. Network Rail therefore suggests a meeting is arranged to discuss the overall safety concerns and traffic management criteria.

Following such a meeting during which road/rail safety and traffic management systems were discussed, the Agent produced a briefing note setting out mitigation measures which primarily relate to the new school development on site 8. Provided these measures are implemented, Network Rail has confirmed that it withdraws its holding objection.

**Neighbours/Public** – The application was advertised by virtue of both press and site notices. One letter of representation received objecting towards the proposed development on the following grounds:-

The UK is now being prosecuted in the European Court on several cases of infringement of the Urban Waste Water Habitats directive and the prosecution against Dwr Cymru Welsh Water has proceeded last month on the grounds that the Rainscape and other schemes are clearly not likely to remediate the situation. At the present time there is no prospect of the Llanelli/Gowerton treatment works becoming compliant with the EU Habitats regulations. This cluster of developments will undoubtedly increase the pollution by raw and partially treated sewage release into the Loughor Estuary. On these grounds this objection is extended to S/30597, S/30598, S/30599 and S/30600. None of these developments have the prospect of their foul discharges being properly treated by the current inadequate sewage system and the plans for improvement do not allow for this new development and are in themselves inadequate to bring the current system up to standard.

## RELEVANT PLANNING HISTORY

The following previous applications have been received on the application site:-

S/27668	Pole mounted free standing general promotional signage Approved	14 March 2013
S/11564	Earthworks/construction of bund for temporary deposition of as-dredged silt Approved	09 February 2006
S/00094	Millennium Coastal Park V - harbour improvements etc. Approved	25 November 1996
D5/9877	Construction of covered wagon repair building Approved	13 October 1987

D5/9245	Construction of covered wagon repair building Approved	17 July 1986
D5/3922	Installation of plant Approved	13 September 1979
D5/728	Extension to production area Approved	24 February 1975

## APPRAISAL

**This is an application in which Carmarthenshire County Council has an interest either as applicant/agent or in terms of land or property ownership.**

## THE SITE

The application site which is referred to as Site 4, Burry Port harbour, comprises an irregular shaped parcel of land with an area measuring approximately 1.21 hectares.

The site comprises a standalone plot of land which does not share its boundary with any neighbouring sites forming part of the regeneration framework area. The site is bounded by Burry Port harbour to the south, East Dock to the west and an area of green open space to the north. The access road leading off the roundabout junction of the Southern Distributor Road (SDR) and down to the harbour edge and coastline beyond is located to the east of the application site. Furthermore, two Grade II listed buildings lie to the south of the site, in the form of the lighthouse and harbour walls, a Scheduled Ancient Monument, in the form of the Iron Tub Boats, and an area of international importance in terms of conservation which is referred to in more detail below.

The application site is currently characterised by green space comprising of an open section of grassland and a section of scrub with areas of tipped silt which is currently enclosed by post and wire fencing. The two sections are separated by a row of semi mature Scott Pines which intersect from the north to the south east corner of the site. The enclosed area of scrubland comprises of a flat middle section which is elevated at a maximum of 6.8m AOD and slopes downwards towards the north, south and eastern boundaries of the site, and the area of grassland to the west which is flat at 6.4 – 6.8m AOD.

The site is currently undeveloped and has been vacant for a number of years since the area's industrial past diminished. The exception to this is in the form of a small electrical sub-station located towards the eastern boundary of the site.

Vehicular access into the site is currently achieved from the harbour approach road to the east of the site, whilst the site also benefits from excellent pedestrian and cycle connections including the Millennium Coastal Path and National Cycle Route, which interweaves along the southern boundary of the site.

The harbour side area of Burry Port previously formed part of a wider regeneration strategy and masterplan, which was formally adopted as Supplementary Planning Guidance to the previous UDP by the Authority following extensive public consultation. This previous SPG however is no longer applicable to the LDP and a number of the Burry Port harbour sites were taken out of settlement limits in the LDP due to flooding planning policy concerns. Since 2002 significant public investment has been made in the area with the aim of bringing



forward and facilitating this regeneration strategy. These works include a £10 million southern distributor road (SDR) and £8m investment into the harbour/marina itself. To date unfortunately no significant development has taken place within this identified regeneration area, however this is one of a number of planning applications currently being considered by the LPA for this area.

The intertidal area and sea body to the south of the site comprises the Carmarthen Bay and Estuaries European Marine Site (CBEEMS). Three marine Natura 2000 sites together form the European Marine Site – Carmarthen Bay and Estuaries Special Area of Conservation (SAC), Carmarthen Bay Special Protection Area (SPA) and Burry Inlet SPA.

## **THE PROPOSAL**

The application seeks outline planning permission with all matters reserved for future consideration for a commercial leisure development comprising of a mix of retail, hotel, pub/residential and residential uses. The Planning Statement submitted with the application states that the commercial leisure development proposed in this instance seeks to achieve a complementary mix of uses which are designed to create a distinct place and promote Burry Port harbour as a visitor destination. It goes on to state that the creation of a critical mass of commercial and leisure activity which will serve to enhance the existing area as well as the public realm and expansion of the marina.

The outline application has been accompanied by an indicative site plan which provides a conceptual layout for the proposed leisure development. This plan indicates the development of some 5000 sqm of commercial leisure floor space comprising a number of buildings which could be scheduled as follows:-

- A3 leisure uses such as cafe/bar/restaurant with residential flats above;
- Retail leisure use with flats above;
- Possible hotel with flats above; and
- Possible public house with landlord's accommodation above.

The covering letter submitted with the application states that it is envisaged that the proposed retail leisure building could be located in the north-western corner of the site and would comprise of a small link extension connecting to the proposed A3 leisure building located immediately south. A hotel building could possibly be sited along the western boundary of the site, with a public house building sited in the south-western corner of the site, and the remaining A3 leisure buildings delineating the southern boundary of the site.

The proposed buildings shown on the indicative layout, with the exception of small linked extension between two of them, are detached and will vary in size with the majority comprising of rectangular footprints. The proposed public house building shown occupies a prominent corner position and will comprise of an 'L' shaped footprint designed to create an active frontage.

The indicative layout submitted also shows a generous car parking area located centrally within the site accessed via a new dedicated vehicular access from the harbour approach road to the east of the site.

The outline planning application itself was originally accompanied by the following supporting information:-

- Location plan and site plans;
- Design and Access Statement;
- Planning Statement;
- Transport Assessment;
- Noise Assessment;
- Ground Investigation and Remediation Strategy;
- Visual Assessment;
- Heritage Desk-Based Assessment;
- Ecology Appraisal & Reptile Report;
- Protected Species and Botanical Report;
- Flood Consequence Assessment;
- Drainage Strategy.

During the course of the planning application process the following additional supporting information was received:-

- Welsh language linguistic statement;
- Transport briefing note;
- Paramics revised proposed modelling report (Traffic Impact);
- Paramics model forecasting report (Traffic Impact);
- Habitats Regulations screening report;
- Drainage strategy supplementary report;
- Ecological mitigation strategy.

This is one of a number of planning applications submitted around the same time for the comprehensive regeneration of the Burry Port harbour area. The other applications are as follows:-

S/30598 (Site 5 & 6) – Outline application for residential development.

S/30599 (Site 7) – Outline application for employment uses and live/work.

S/30600 (Site 8) – Outline application for a new Welsh medium primary school.

S/30601 – Full application for enabling works to facilitate development.

S/30678 (Former Grillo site) – Outline application for residential led development with some retail and leisure uses.

## **PLANNING POLICY**

### **Local Planning Policy Context**

The application site is located within the defined settlement limits of Burry Port as delineated in the Adopted Carmarthenshire Local Development Plan (LDP), 2014, and is in fact designated as a mixed use site, with Policy EMP5 stating that the focus is likely to be on developing suitable retail provision along with appropriate commercial/tourism related uses.

In respect of the applications policy context reference is drawn to the following Strategic and Specific planning policies: -

Policy SP1 of the LDP promotes environmentally sustainable proposals and encourages the efficient use of vacant, underused or previously developed land.

Policy SP2 of the LDP supports proposals which respond to, are resilient to and adapt to minimise for the causes and impacts of climate change. Proposals for development which are located within areas at risk from flooding will be resisted unless they accord with the provisions of TAN15.

Policy SP3 of the LDP refers to the settlement framework and states that provision for growth and development will be at sustainable locations in accordance with the LSP's settlement framework. In this respect Burry Port is identified as a Service Centre.

Policy SP8 of the LDP states that retail proposals will be permitted where they maintain and enhance the existing retail provision within the County, and protect and promote the viability and vitality of the defined retail centres. Proposals for small local convenience shopping facilities in rural and urban areas where they accord with the settlement framework will be supported.

Policy SP9 of the LDP promotes the provision of an efficient, effective, safe and sustainable integrated transport system.

Policy SP13 of the LDP states that development proposals should preserve or enhance the built and historic environment of the County, its cultural, townscape and landscape assets, and, where appropriate, their setting in accordance with national guidance and legislation.

Policy SP14 of the LDP states that development should reflect the need to protect, and wherever possible enhance the County's natural environment in accordance with national guidance and legislation.

Policy SP15 of the LDP states that proposals for tourism related developments will be supported where they accord with the locational hierarchy set out within this policy, and are acceptable in terms of scale, type of development, siting and general impact.

Policy SP17 of the LDP states that development will be directed to locations where adequate and appropriate infrastructure is available or can be readily available.

Policy GP1 of the LDP promotes sustainability and high quality design, and seeks to ensure that development conforms with and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing, elevation treatment and detailing.

Policy GP2 of the LDP states that proposals within defined development limits will be permitted, subject to policies and proposals of the plan, national policies and other material planning considerations.

Policy GP4 of the LDP states that proposals for development will be permitted where the infrastructure is adequate to meet the needs of the development. Proposals where new or improved infrastructure is required but does not form part of an infrastructure provider's improvement programme may be permitted where it can be satisfactorily demonstrated that this infrastructure will exist, or where the required work is funded by the developer. Planning obligations and conditions will be used to ensure that new or improved facilities are provided to serve the new development.

Policy H2 of the LDP states that proposals for housing developments on unallocated sites within development limits of a settlement will be permitted provided they are in accordance with the principles of the plan's strategy and its policies and proposals.

Policy EMP2 of the LDP supports employment developments which are within, adjacent or directly related to the Development Limits of all defined settlements subject to location, scale and amenity considerations.

Policy EMP5 identifies the application site as a mixed use site and states that the focus is likely to be on developing suitable retail provision along with appropriate commercial/tourism related uses.

Policy TR2 of the LDP states that developments which have the potential for significant trip generation, should be located in a manner consistent with the plan's objectives and in locations which are well served by public transport and are accessible by cycling and walking.

Policy TR3 of the LDP highlights the highway design and layout considerations of developments and states that proposals which do not generate unacceptable levels of traffic on the surrounding road network, and would not be detrimental to highway safety or cause significant harm to the amenity of residents will be permitted.

Policy EQ1 of the LDP states that proposals affecting landscapes, townscapes buildings and sites or features of historic or archaeological interest will only be permitted where it preserves or enhances the built and historic environment.

Policy EQ4 of the LDP relates to biodiversity and states that proposals for development which have an adverse impact on priority species, habitats and features of recognised principal importance to the conservation of biodiversity and nature conservation (i.e. NERC & Local BAP, and other sites protected under European or UK legislation), will not be permitted unless satisfactory mitigation is proposed, and where exceptional circumstances where the reasons for development outweigh the need to safeguard biodiversity and where alternative habitat provision can be made.

Policy EP1 of the LDP states that proposals will be permitted where they do not lead to a deterioration of either the water environment and/or the quality of controlled waters. Proposals will, where appropriate, be expected to contribute towards improvements to water quality.

Policy EP2 of the LDP states that proposals should wherever possible seek to minimise the impacts of pollution. New developments will be required to demonstrate and satisfactorily address any issues in terms of air quality, water quality, light and noise pollution, and contaminated land.

Policy EP3 of the LDP requires proposals to demonstrate that the impact of surface water drainage, including the effectiveness of incorporating Sustainable Urban Drainage Systems (SUDS), has been fully investigated.

Policy EP5 of the LDP states that proposals for development in coastal locations will be permitted provided that they are necessary in that location and they do not increase the risk of erosion, flooding or land instability.

Policy TSM4 of the LDP states that proposals new build serviced or self catering holiday accommodation will be permitted within the development limits of defined settlements where it accords with the relevant criterion under Policy SP15.

## **National Planning Policy Context**

National Planning Policy is contained within the Wales Spatial Plan, which provides an overall strategic framework, together with Planning Policy Wales (PPW), originally published by the Welsh Assembly Government in March 2002 with the most recent edition published in July 2014. PPW is supplemented by 21 Technical Advice Notes (TANs).

'People, Places, Futures, the Wales Spatial Plan' was updated in 2008. Llanelli is identified as a Primary Key Settlement as well as a Cross-Boundary Settlement in the Swansea Bay: The Waterfront and Western Valleys Area. Town Centre Regeneration in the Key Settlements is highlighted as a priority in the Wales Spatial Plan.

The WSP sets out a strategic framework to guide development across Wales, and its core theme seems to focus around promoting sustainable development. The WSP sets out visions for different areas of Wales. The vision for the 'Swansea Bay – Waterfront and Western Valleys' area, which includes Llanelli, is:

*“An area of planned sustainable growth and environment improvement, realising its potential, supported by integrated transport within the area and externally and spreading prosperity to support the revitalisation of West Wales”*

One of the main elements of the strategy for the area is the development of a modern, attractive and vibrant waterfront urban area, which stretches from Port Talbot in the east through to Burry Port in the west taking in Neath, Swansea and Llanelli.

The Plan recognises that the area has the potential to become a key driver of the Welsh economy and development should be focused on Port Talbot, Neath, Swansea, and Llanelli prioritising the use of the abundant supply of brownfield land.

Planning Policy Wales is the principle document of the Welsh Assembly Government which sets out the land-use policy context for the consideration and evaluation of all types of development. The main thrust of PPW is to promote sustainable development by ensuring that the planning system provides for an adequate and continuous supply of land available and suitable for development to meet society's needs in a way that is consistent with overall sustainability principles.

Planning Policy Wales confirms at Paragraph 3.1.1 that the planning system:

***“...is intended to help protect the amenity and environment of towns, cities and the countryside in the public interest while promoting high quality, sustainable development.”***

This document in Paragraph 1.2.2 confirms that a primary principle or basic premise of the planning system is that it:

***“... must provide for an adequate and continuous supply of land, available and suitable for development to meet society’s needs. It must do this in a way that pays regard to:***

- overall sustainability principles, outcomes and objectives, paying particular attention to climate change as a key sustainability concern;***
- the Wales Spatial Plan;***
- detail policies on the different topic areas set out in PPW”***

Planning Policy Wales promotes the notion of sustainable development as being central to all planning decisions in Wales. Paragraph 4.1.1 of PPW states that:-

***“the goal of sustainable development is to “enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life of future generations”***

PPW in Paragraph 4.1.4 defines sustainable development in Wales:-

***“In Wales, this means enhancing the economic, social and environmental well being of people and communities, achieving a better quality of life for our own generations in ways which:***

- promote social justice and equality of opportunity; and***
- enhance the natural and cultural environment and respect its limits – using only our fair share of the earth’s resources and sustaining our cultural legacy.***

***Sustainable development is the process by which we reach the goal of sustainability.”***

The document outlines a number of relevant sustainable development principles, chief amongst which is the promotion of resource efficient settlement patterns and minimising land-take. There is also recognition that the location of development should aim to reduce demand for travel, especially journeys by private car.

Section 4.9 of PPW provides a preference for the re-use of land.

Paragraph 4.9.1 states that:

***“Previously developed (or brownfield) land (see Figure 4.3) should, wherever possible, be used in preference to greenfield sites, particularly those of high agricultural or ecological value. The Welsh Government recognises that not all previously developed land is suitable for development. This may be, for example, because of its location, the presence of protected species or valuable habitats or industrial heritage, or because it is highly contaminated. For sites like these it may be appropriate to secure remediation for nature conservation, amenity value or to reduce risks to human health.”***

Paragraph 4.9.2 goes on to state that:

***“Many previously developed sites in built-up areas may be considered suitable for development because their re-use will promote sustainability objectives.”***

The Welsh Government, in the revised Chapter 7 of Planning Policy Wales (Economic Development), defines economic development as ‘development of land and buildings for activities that generate wealth, jobs and incomes’. It goes on to state that it is essential that the planning system considers, and makes provision for the whole economy and not just those defined under parts B1-B8 of the Town and Country Planning Use Classes Order. The planning system should also support economic and employment growth alongside social and environmental considerations within the context of sustainable development (PPW paragraph 7.1.3).

Paragraph 7.6.1 advises on development management and requires local authorities to adopt a positive and constructive approach to applications for economic development. In determining applications for economic land uses authorities should take account of the likely economic benefits. Key factors include:

- ***‘The numbers and types of jobs expected to be created or retained on the site;***
- ***Whether and how far the development will help redress economic disadvantage or support regeneration priorities;***
- ***A consideration of the contribution to wider spatial strategies, for example the growth or regeneration of certain areas.’***

Planning Policy Wales is supplemented by various Technical Advice Notes (TAN’s) which provide more in depth guidance on specific issues. In this instance guidance contained in the following TAN’s are applicable:

- TAN 4 Retailing and Town Centres (1996) provides guidance on the type of information needed to assess the vitality, attractiveness and viability of town centres.
- TAN 5 Nature Conservation and Planning (2009) seeks to ensure that protected species, habitats and designated sites are both protected and conserved by the planning system.
- TAN 11 Noise (1997) provides advice on how the planning system can be used to minimise the adverse impact of noise without placing unreasonable restrictions on development.
- TAN 12 Design (2014) seeks to promote sustainability principles through good design and identifies how local planning authorities can facilitate this process through the planning system.
- TAN 13 Tourism (1997) provides advice on tourism related issues in planning.
- TAN 14 Coastal Planning (1998) provides advice on key issues relating to planning for the coastal zone, including recreation and heritage and shoreline management plans.
- TAN 15 Development and Flood Risk (2004) aims to direct new development away from those areas that are at high risk of flooding. Those areas of high risk are defined on a series of Development Advice Maps (DAMs) which detail three principle zones, A, B, C and sub-categories C1 and C2 that should be used to trigger Flood Consequence Assessments. TAN 15 defines what is considered to be vulnerable development and provides advice on permissible land uses in relation to the location of the proposed development and the consequences of flooding.

- TAN18 Transport (2007) endeavours to ensure Wales develops an efficient and sustainable transport system to meet the needs of a modern, prosperous and inclusive society.
- TAN 20 Planning and the Welsh Language (2013) provides guidance on how the planning system considers the implications of the Welsh language when LDPs are prepared. Further advice is provided in terms of determining planning applications where the needs and interests of the Welsh language may be a material consideration. In essence, the TAN advises that planning applications should not be subject to Welsh language impact assessment as this would duplicate LDP site selection processes where LDP objectives indicated the need for such an assessment.
- TAN 23 Economic Development (2014) re-iterates the broad definition of economic development contained within the revised Chapter 7 of PPW, and states that it is important that the planning system recognises the economic aspects of all development and that planning decisions are made in a sustainable way which balance social, environmental and economic considerations.

With regards to protecting the integrity of the European designated site Regulation 61 of the Conservation of Habitats and Species Regulations 2010 reads as follows:-

### **Assessment of implications for European sites and European offshore marine sites**

#### **61.—**

- (1) A competent authority, before deciding to undertake, or give any consent, permission or other authorisation for, a plan or project which—
  - (a) is likely to have a significant effect on a European site or a European offshore marine site (either alone or in combination with other plans or projects), and
  - (b) is not directly connected with or necessary to the management of that site,
 must make an appropriate assessment of the implications for that site in view of that site's conservation objectives.
- (2) A person applying for any such consent, permission or other authorisation must provide such information as the competent authority may reasonably require for the purposes of the assessment or to enable them to determine whether an appropriate assessment is required.
- (3) The competent authority must for the purposes of the assessment consult the appropriate nature conservation body and have regard to any representations made by that body within such reasonable time as the authority specify.
- (4) They must also, if they consider it appropriate, take the opinion of the general public, and if they do so, they must take such steps for that purpose as they consider appropriate.
- (5) In the light of the conclusions of the assessment, and subject to regulation 62 (considerations of overriding public interest), the competent authority may agree to the plan or project only after having ascertained that it will not adversely affect the



integrity of the European site or the European offshore marine site (as the case may be).

- (6) In considering whether a plan or project will adversely affect the integrity of the site, the authority must have regard to the manner in which it is proposed to be carried out or to any conditions or restrictions subject to which they propose that the consent, permission or other authorisation should be given.
- (7) This regulation does not apply in relation to a site which is—
  - (a) a European site by reason of regulation 8(1)(c), or
  - (b) a European offshore marine site by reason of regulation 15(c) of the 2007 Regulations (site protected in accordance with Article 5(4) of the Habitats Directive).
- (8) Where a plan or project requires an appropriate assessment both under this regulation and under the 2007 Regulations, the assessment required by this regulation need not identify those effects of the plan or project that are specifically attributable to that part of it that is to be carried out in Great Britain, provided that an assessment made for the purpose of this regulation and the 2007 Regulations assesses the effects of the plan or project as a whole.

Planning Policy Wales Technical Advice Note 5 'Nature Conservation and Planning' also reiterates this advice and seeks to ensure that protected species, habitats and designated sites are both protected and conserved by the planning system. In the case of this proposed development, where there is no direct on-site impact, it concentrates on those designated Natura 2000 sites to the south within the Loughor Estuary and Carmarthen Bay area.

In relation to flooding, when this planning application was originally received the application site was located within Zone C2 as defined by the Development Advice Maps (DAM) referred to under TAN 15. As a result of a detailed flood modelling exercise, Natural Resources Wales issued revised Flood Maps on the 1<sup>st</sup> May 2014, which indicate that the site is not at risk of flooding. This information has recently informed a change in the DAM's themselves, with the revised DAM's issued in January 2015 indicating that the site is within Zone A.

Figure 1 of Paragraph 4.2 of TAN 15 describes Zone A as being considered to be at little or no risk of fluvial or tidal/coastal flooding. Using the precautionary framework advocated by TAN 15, Zone A is used to indicate that the justification test outlined in Paragraph 6.2 of TAN 15 is not applicable and there is no need to consider flood risk further. Nevertheless a detailed Flood Consequence Assessment has been submitted with the application, and therefore the matter will be addressed in detail in the following appraisal with reference drawn to the consultation response received from NRW.

With regards to flooding and highly vulnerable development, Welsh Government issued a letter on the 9<sup>th</sup> January, 2014, which reinforces national planning policy on flooding and emphasises the need to consider climate change and the lifetime of development. Paragraph A1.5 of TAN15 identifies that a proposed development must provide a safe and secure living and/or working environment throughout its life and that an assessment should include a flood event which has a 0.1% (or 1 in a 1000) probability of occurrence in any year.

Natural Resources Wales advise that the lifetime of development for residential development is 100 years, and for other development it is considered to be 75 years.

Therefore it is necessary to take account of the potential impact of climate change over the lifetime of development including a flood event which has a 0.1 % probability of occurrence.

### **THIRD PARTY REPRESENTATIONS**

It is noted that Network Rail has a holding objection which is addressed in the following appraisal.

### **APPRAISAL**

#### **Visual Assessment**

A Visual Assessment has been completed for the sites known as the Joint Venture sites to assess their suitability for a mixed-use residential and commercial development in visual terms.

The assessment concludes that views from within the town centre of Burry Port are limited by the flat, low lying nature of the topography.

From receptors to the south, including within the estuary itself and from the Gower Peninsula (4km away) it is considered that due to the distances involved development on the site would not be distinguishable from the remainder of the town.

The assessment states that Burry Port is primarily characterised by two and three storey development, whilst the undulating rural landscape and hillside to the north of the town forms a backdrop preventing any development intruding on to the sky line from this direction.

The skyline from views from the east and west of the site is dominated by built environment rather than by natural features.

The report goes on to recommend that through careful design, and sensitive treatment of scale, form and colour within the development this will assist in the visual integration with the existing town, and provide opportunities to maximise the potential of panoramic views of the Gower.

In relation to visual impact it must be remembered that the current application is in outline form only and therefore the LPA has control over matters of scale, design and layout at any subsequent reserved matters stage. The Authority's Landscape Officer has raised no objection to the current application, whilst the Planning Inspector's comments on the previous call-in inquiry on Grillo are relevant in this respect and were as follows:-

*"As indicated by Cadw, the impact on the Taf and Tywi Landscape of Outstanding Historic Interest is a material consideration". Whilst the Pembrey and Burry Port part of that landscape stands in sharp contrast to the more rural/agricultural neighbouring parts, apart from the harbours, little trace remains of the once thriving heavy industries of this area. Furthermore, the previous industrial buildings did nothing to enhance the character and appearance if this part of Burry Port and the same can be said of the site in its present state. The Archaeological Assessment shows that there would be no adverse impact on listed structures or scheduled ancient monuments.*

*Although the application is in outline with all matters reserved for future consideration, the voluntary DAS shows how the layout could be designed to enhance the port area and complement the wider plans for the area. As the site lies within settlement limits, there would be no impact on open countryside, and the development would be seen in the context of existing largely two and three storey development in Burry Port without breaking the skyline in views from the coastline to the south.*

*The evidence submitted leads me to the view that, subject to the reserved matters, the proposal would enhance the character and appearance of the surrounding area, including the Taf and Tywi Landscape of Outstanding Historic interest”*

The Welsh Ministers agreed with Inspector’s comments in this respect.

## **Heritage Assessment**

A desk based archaeological and cultural assessment was commissioned to support the application.

It states that historic maps and other sources record the post medieval development of the site. Up to the early nineteenth century the site is recorded as undeveloped sand dunes. The Pembrey Iron and Coal Company was formed for the purpose of building a new harbour, to replace the silted Pembrey Harbour. In 1827 they were granted permission to do so with an Act of Parliament. This allowed the building of the “New Pembrey Harbour” (completed in 1935 and now known as Burry Port) and for the land to the east to be developed for several industrial purposes, the first of which was the nonferrous smelting which commenced in 1849 at the Pembrey Copper Works. This industrial site was redeveloped on several occasions for a number of uses.

Site 4 is depicted in the 1880 OS as a wharf area, with two rail lines accessing East Dock, and a further rail line accessing the Outer Harbour. It still appears to include the remains of the Llanelli and Kidwelly Canal running through it, although it is cut by the aforementioned rail lines. By 1907 a third line accessing East Dock appears, and it is only in 1969 that the rail lines accessing East Dock fall out of use, but the line to the south, accessing the Outer Harbour remains, and a Wagon Repair Shop is built in the south-eastern corner of the Site. At this point the only remnants of the Canal seem to be unconnected from the main canal, and are being used as a drainage pond for surrounding industry. The situation remains the same until the 1991 OS when all structures within the Site have been demolished and an electricity substation is built, as it remains today.

Site 4 therefore contains the filled in remains of the Kidwelly and Llanelli Canal, which was instrumental in the development of Burry Port as a harbour and settlement. The structure and design of the canal has been investigated to the north by Cambria (now Dyfed) Archaeology in 2004, as part of the works associated with the Southern Distributor Road. The canal replaced an earlier tramway and was itself initially complemented by, and eventually replaced by, a network of railway sidings. The railway sidings continued in use until the 1970s and the south-eastern section of the site was used both for rail and lorry storage until the 1980s. During this time the line of trees which now demarcates the area of the Site within the bund developed.

It is difficult to assess the likelihood that archaeological remains would survive within the eastern area as the lagoon (now dried up) and bund mask the land surface and it is impossible to ascertain at present whether the construction of the bund has damaged or disturbed the ground beneath it. The area contains low potential for remains associated with the nineteenth century. The potential for remains associated with the nineteenth century and later is high as it is known that the backfilled canal is present within the Site. Whilst footings visible in the turf layer may relate to the mid-twentieth century development, they may also be associated with the nineteenth century sidings. Burry Port, both the canal and the railway network, have been investigated elsewhere within the area. There is mapping evidence for a Wagon Repair Shop within the south-east corner of Site 4.

If the proposals include works which would impact on the remains of the canal or on the brick built structures within the turf, it is possible that a programme of works would be required in order to record these. However, it is unlikely that any further investigation will be required pre-determination. As the area within the bund has some, albeit low, potential, it is likely that development on its footprint would be subject to a condition requiring archaeological monitoring during its removal.

The Harbour Walls, breakwater and locks (61059) immediately to the west of the JV development Site are an important element of this landscape. These are Grade II Listed and, along with the Lighthouse (8428), they are the nearest listed features to the JV development Site. The nearest Scheduled Monument (SM) lies approximately 200 m to the south west of the JV development Site and covers the nineteenth century canal boats. These assets would not be directly affected by the development, however the settings of these assets would most likely benefit from the proposals, as their setting no longer includes most of the standing remains that would have been associated with Burry Port's industrial history, and are for the most part rough pasture areas, which do not make a positive contribution to their historic setting. The only exception to this are the standing boundary walls of some of the works which survive around the JV development Site, and the only standing structures that remain of Burry Ports industrial development around the harbour.

The assessment has identified that the site does not contain any designated archaeological remains.

Although it is recognised that the wider area of the Loughor Estuary was the site of human activity during the prehistoric, Roman and medieval periods the HER records no archaeological sites, monuments or find spots of earlier than post-medieval date within the 2 km radius study area, with the exception of the record of the Medieval Dyfatty Water Mill.

The fragmentary remains of mid and later nineteenth century industry and transport features would not be considered as of more than local archaeological interest.

Loss of any potential archaeological remains within the Site can be mitigated through a basic programme of building recording, and a watching brief over ground penetrating works.

Just like the copper ore slag which was tipped on the foreshore "slag tip" and re-used in harbour area, still to be found on bridges, school yard walls, and walls such as the Pembrey Copper Works wall near the lifeboat station 27, once the walls are dismantled it may be possible to re-use the material in the future development in this area including public realm.

The LPA has consulted Cadw, Dyfed Archaeological Trust and the Authority's Conservation Officer on the application. Whilst Conservation has not responded, Cadw have raised no objection whilst Dyfed Archaeological Trust also raises no objection subject to the imposition of conditions on any planning permission granted.

## **Air Quality**

It is understood that pre-application discussion with the Authority's Public Health Division established that a formal Air Quality Assessment Report was not required to accompany the application. Nevertheless this issue is a material consideration and attention is drawn to the consultation response from the Authority's Environmental Health Practitioner that deals with Air Quality issues.

He advised that this application has been considered individually and in the context of the nature of other proposed developments in the wider Burry Port harbour area, along with consideration of their geographical location.

It is considered that the proposed development in isolation will not have a significant impact on air quality as regulated under the Environment Act 1995. However, there is a potential that the cumulative impact from all the developments may give rise to a significant impact.

Whether the level of impact is sufficient to breach relevant air quality objective levels is unknown, and would be extremely difficult to model.

However, he goes on to advise that through the implementation of best practice and use of sustainable development techniques, reference to latest guidance and timely communication as developments proceed, the overall impacts can be minimised and hopefully ensure that air quality issues are not created. The response goes on to list some environmental mitigation measures that can assist in this respect.

The traffic assessments associated with the developments have indicated that there should not be a significant impact and the modelled traffic volumes do seem to fall below the criteria used for determining whether an air quality assessment would be required. However, as with all models it is difficult to predict future scenarios and with no previous air quality monitoring data for the town it is impossible to state that the increased traffic volumes relating to the developments will not impact on the locality. The location does benefit from being coastal and generally quite 'open' in nature, which will greatly assist with dispersion of pollution from traffic and other sources.

In order to determine whether there is any significant impact it is proposed to assess the existing road network in the vicinity to identify suitable locations to position nitrogen dioxide diffusion tubes that may form part of the Carmarthenshire air quality network. The data gathered from any tube sites set up will be used to try and determine whether there is any impact and if so, the magnitude of it.

The Authority's Head of Public Protection therefore raises no objection on air quality subject to the imposition of conditions on any planning permission granted.

## **Noise**

The application was accompanied by a Noise Assessment dated July 2014 and produced by Amledd Consulting. The key points raised in this document have been summarised in

the consultation response received from the Authority's Environmental Health Practitioner that deals with Noise issues.

It is noted that the TAN 11 assessment of Site 4 indicates that with all future development for Burry Port present, the area falls into Noise Exposure Category (NEC) B. TAN 11 states that for NEC B, "Noise should be taken into account when determining planning applications and, where appropriate, conditions imposed to ensure an adequate level of protection."

However advise that this is a worst-case scenario and given the content of the proposed site plan, the layout of which involves an L shape along the waterfront and away from the road, the buildings themselves would fall into NEC A. It should be noted however that should the proposed layout change, then mitigation measures may be necessary.

It is recommended that a Construction Noise Management Plan is submitted prior to works commencing on site.

Also, given the mixed use nature of the development with a leisure, commercial and residential element, care should be taken in terms of noise and potential impact upon residential amenity. In this respect a number of conditions are recommended.

The Authority's Head of Public Protection therefore raises no objection on noise subject to the imposition of conditions on any planning permission granted.

### **Impact upon the Welsh Language and Culture**

Whilst a full Welsh Language Impact Assessment has not been required by the LPA, a Welsh Language Linguistic Statement dated October 2014 has been requested and submitted for all the pending Burry Port schemes, with the exception of the enabling works application. When this report was written, the application sites were allocated for development in the former Adopted Carmarthenshire Unitary Development Plan, 2006, whilst there was also a Development Brief that was adopted as Supplementary Planning Guidance. However as aforementioned, late on in the Local Development Plan process, the majority of the sites, with the exception of Site 4, were taken out of defined settlement limits due to conflict with the former Development Advice Maps referred to in TAN15.

The assessment, using the average household size for the Ward as derived from the 2011 Census information - 2.15 persons per household, states that the proposed developments as a whole would result in a population increase of some 860 (2.15 x 400).

In terms of demographics, at the time of the 2011 Census, the population of Burry Port Ward was 4,113 (aged 3 and over). Of this population, 36.2% (1,488) were able to read, write or speak Welsh, while the same figure for the County of Carmarthenshire was higher, at 46.5%. On a national level, this figure was 21.3%.

The assessment states, that as a result of the fact that the ward where the site is located has not only a greater proportion of individuals with an understanding of Welsh than at National level, though not at County level, it is evident that the Welsh language forms an important role and feature of the this community. Consequently, any proposed development within this community must wherever possible protect and promote the Welsh Language, as well mitigate any negative impacts such a development may introduce.

The assessment goes on to review the relevant planning policy context in relation to the Welsh Language, with specific attention drawn to TAN20, Policy SP18 of the Adopted LDP and the Adopted SPG on Welsh Language.

With regard to development management, the TAN maintains that, in determining individual planning applications and appeals where the needs and interests of the Welsh language may be a material consideration decisions must, as with all other planning applications, be based on planning grounds only and be reasonable. Adopted development plan policies are planning grounds, including those which have taken the needs and interests of the Welsh language into account. Planning applications should not be subject to Welsh language impact assessment, as this would duplicate LDP site selection processes where LDP objectives indicated the need for such an assessment.

On the latter issue, whilst the majority of the sites are no longer allocated for development within the Adopted LDP, they were only omitted at a very late stage in the LDP process (July 2013). Prior to this their sustainability credentials, including potential impact upon the Welsh Language would have been considered as part of the LDP allocation process. This was a relevant consideration in the LPA's decision not to request a full Welsh Language Impact Assessment, but nevertheless the impact upon the Welsh language is still a material consideration.

Policy SP18 of the LDP states that the interests of the Welsh language will be safeguarded and promoted. The SPG provides further guidance and elaborates on this and outlines examples of possible mitigation measures that could be included in development proposals to safeguard and promote the Welsh language where there would be an adverse effect on the Welsh language. The list is not exhaustive but includes housing (with reference to phasing and affordable housing); employment (including retail); and education.

The assessment states that the 2011 census indicated that at a national level the number of people who speak Welsh has fallen in the past 10 years, however there have been considerable increases in younger children who spoke Welsh. Carmarthenshire has experienced the second largest decrease in the percentage of Welsh speakers during this 10 year period, whilst the census statistics indicate that the Welsh language has a significant role in the community of Burry Port.

The proposed development of the harbour area as a whole will provide for a range of housing types, including a percentage of affordable housing. Whilst there is no policy requirement to impose a phasing condition on the housing, it is inevitable that not all the development will come forward at the same time whilst the release of land can be controlled by the Local Authority as principal land owner. The assessment draws reference to housing data from Persimmon homes on sites which they have developed within close proximity in recent years, whereby it evidences that the majority of people who purchased the houses already lived within the SA post code area. Reference is also drawn to Joint Housing Land Availability studies which indicate a slow rate of building within the locality in recent times due to the slowdown in market conditions. In this respect it is argued that an increased rate of development is needed to meet local needs.

The developments will also contribute to local employment, primarily due to the leisure and tourism proposals on site 4, and the 10,500 sqm of employment space with an appreciable live/work element on site 7. The aim of the latter is to encourage indigenous businesses and possibly training opportunities. It is also worth noting that extant planning permission exists for Tesco to develop a retail store on a different site down the Burry Port harbour area, which

will also create local jobs. Jobs will also be created during the construction phases of development.

The construction of a 330 place Welsh Primary school on site 8 which forms part of the local authority's future education development as contained within its Modernising Education Plan is also a key consideration in terms of impact on the Welsh language. This modern Welsh primary school will make a significant positive contribution towards learning in the medium of Welsh during early years. Financial contributions will also be secured from the residential developments towards improving education facilities generally within the catchment area as a whole, which may also relate to the Welsh medium secondary school at Stradey.

The assessment concludes that the proposed developments as a whole will only serve to have a positive impact on the Welsh language and its future in the settlement of Burry Port and the surrounding area. Nevertheless it does suggest some measures to maximise benefits on the Welsh language, which primarily relate to advertising, interpretation and holding local events in the medium of Welsh.

The proposed developments in the Burry Port harbour area will result in significant environmental and economic regeneration benefits. The LPA agrees with the conclusions and recommendations made in the Linguistic Assessment, whilst no objections or information to the contrary has been received. It has been evidenced that the proposed developments will contribute towards a range of house types including affordable housing, employment and education opportunities, which as a collective will contribute positively to safeguarding the Welsh language and culture.

On balance therefore it considered that a development of the scale proposed will not undermine the long-term viability of the Welsh language and culture of the wider area which is identified as a service centre in the Adopted LDP located on the sustainable transport corridor within close proximity to the growth area of Llanelli. The proposal is therefore considered to be in accord with the aims of Policy SP18 of the LDP.

## **Highways**

The applications for the development of the Burry Port harbour sites were supported by a Paramics micro-simulation traffic model and a detailed transport assessment that identified the likely travel characteristics and hence impact of the proposed development(s) on the local highway network.

In response to the holding objection from Network Rail who originally opined that the developments are likely to have a significant impact on increasing high vehicular traffic over the level crossing and bridge, Asbri Transport produced a technical note that provides a detailed assessment of the impact of the regeneration area on the existing railway crossings.

In relation to the above, reference is drawn to the consultation response and appraisal received from the Authority's Head of Transport, which is as follows:-

In 2011 an update of the existing Paramics micro-simulation traffic model produced for the B4311 Burry Port highway network was commissioned by Carmarthenshire County Council (CCC) and produced by Waterman Boreham Transport Planning (WBTP). The model had been developed to test future- year traffic scenarios and the impact of the developments proposed within the Burry Port Masterplan area. Forecast traffic modelling for three scenarios were produced, namely:



Future year (2028 + committed)

Future year with development (2028 + committed + development)

Future year full Masterplan (2028 + committed + development + UDP allocation)

The model included for study of the following junctions:

A484 Danlan Road / A484 Heol Gwscwm / B4311

B4311 / Furnace Road

B4311 / Tan y Bryn

B4311 / Heol Vaughan

B4311/ Station Road / Ashburnham Road

B4311 / Harbour / Ashburnham Road

B4311 Car Park / Un-named Road to Millennium Coastal Path Car Park

B4311 / Access / Industrial Park Estate

A484 Pwll Road / B4311

In addition, the model network was amended to include additional links to the proposed development sites within the Masterplan area. These changes provided for three additional zones as follows;

**Zone 18** - to serve the former Grillo site, Site 5 and Site 6.

**Zone 19** - to serve Site 7

**Zone 20** - to serve Site 8 (and Site 9, now contained within red line of Site 8).

The results showed that, for the full Masterplan Scenario - AM Peak, the additional traffic of this scenario adds 4 seconds to the base average journey time from west to east and 9 seconds from east to west and is considered insignificant. Queuing across the network is marginally increased. Similar results were obtained for the PM Peak and showed that 17 seconds is added to the journey time from west to east, 13 seconds from east to west which is considered insignificant. Again, queuing across the network was only marginally increased.

In conclusion, and from evaluation of the results of the modelled scenarios, WBTP considered that capacity-focussed improvement of the modelled highway network was not required as a result of the developments proposed in the Burry Port Masterplan.

Subsequently, in August 2014, outline with all matters reserved applications were received to develop various sites within the Masterplan, in addition to a full planning application for enabling works.

As a result of the above proposals, particularly the use of Sites 8 and 9 for a new school (now combined as Site 8) and relocation of the Llanelli Sand and Dredging Ltd access, a further revision of the Paramics Modelling of the Future Year Masterplan scenario was made in Feb 2015, on behalf of CCC and Codex Land Limited, the owners of the former Grillo site). This assessed the impact of reducing the speed limit along the SDR from 40mph to 30mph from a point just east of the RNLI Lifeboat Station roundabout to a point just east of the newly proposed LS&D site access. Also, an additional zone has been included to the Paramics model Zone Plan:

**Zone 21** - to represent the relocated Llanelli Sand and Dredging Ltd Access.

Waterman again considered that the results from the modelling assessments have shown that the additional background traffic growth and traffic generated by the developments within the Burry Port Masterplan should not significantly affect journey times and the level of queuing within the network. It was considered by them that capacity-focussed improvements to the highway network are not required to accommodate the additional forecast Masterplan traffic and background traffic growth. The Burry Port Southern Distributor Road (B4311- SDR) was designed with the Masterplan in mind.

In between the running of the two PARAMICS traffic modelling scenarios outlined above, which assessed the traffic impacts associated with the proposed development sites, a Transport Assessment (TA), dated July 2014 was produced by Asbri Transport on behalf of the applicant, CCC. This TA was submitted in support of several outline planning applications for a major regeneration scheme in Burry Port.

The TA assessed the public transport, pedestrian and cycling infrastructure in the vicinity of all the proposed development sites which are located to both sides of the Burry Port Southern Distributor Road (B4311). It also analysed and discussed the findings of the PARAMICS modelling carried out by Waterman. In doing so the TA reports on the transport characteristics of the proposed developments and the likely impact of the proposals on the local transport network, namely:

- Consider any potential to increase congestion and delay on the SDR and the roundabouts along it;
- Analyse accident risks on the highway network within the assessment cordon adopted within the TA;
- Consider any potential to increase impact on noise and air quality;
- Identify any potential measures to increase accessibility/connectivity of the proposals.

Within the TA, a series of measures have been proposed to improve the permeability of the area for walking, cycling and access to public transport together with measures to facilitate integration with existing infrastructures/facilities. An area of previously unidentified land serving Llanelli Sand and Dredging Ltd has been incorporated within the site area to provide a formal off-street parking and drop-off area for the school.

The Authority's Head of Transport's response concludes that there is no highways technical reason why this application should be refused, and recommends approval subject to the imposition of a number of conditions on any planning permission granted.

With regards to the holding objection from Network Rail, as aforementioned Asbri Transport has produced a detailed assessment that identifies the impact of the Burry Port Regeneration Strategy Area (Regeneration Area) on the existing railway crossings across the West Wales Rail Line in Burry Port as follows:

- An automated level crossing on Heol Yr Eglwys; and,
- A road over-bridge and separate pedestrian footbridge on Station Road.

The technical note identifies:

- the existing traffic/pedestrian flows across the two crossings, based on recent surveys;
- the likely increases in traffic/pedestrian flows across the two crossings; and hence,
- the impact of the Regeneration Area on the existing crossings.

In order to assess the impact of the development proposals on the existing railway crossings, it was necessary to establish the conditions that exist within the surrounding transport network. Therefore, traffic surveys were undertaken at both crossings on Thursday 13th November 2014 (between 0700 and 1900) to determine the volume of vehicles and pedestrians currently using both crossings.

Asbri Transport also sought information on level crossing activations at Heol Yr Eglwys from Network Rail's Level Crossing Manager. As a worst-case scenario, the existing barriers are down a maximum of four times with a total closure time of 12 minutes (during the morning peak hour), and a maximum of 11 times with a total closure time of 33 minutes (during the evening peak three hour period).

In terms establishing the proposed impact of the development sites, the report looks at the travel characteristics of both vehicles and pedestrians. With regards to vehicles it has been established that the entire Regeneration Area will add a maximum of 51 vehicle movements (two-way) across the Station Road Bridge between 1700 and 1800, which equates to less than one vehicle per minute (two-way). At the level crossing it is anticipated the Regeneration Area will add a maximum of 35 vehicle movements (two-way) on Heol Yr Eglwys between 0800 and 0900, which equates approximately one vehicle (two-way) every two minutes.

With regards to pedestrian movements, it is anticipated that the volume of pedestrian trips across the network generated by the Regeneration Area during periods will be relatively low. However, the proposed primary school (plot 8), which is close to the existing level crossing on Heol Yr Eglwys, will generate a significant proportion of pedestrian trips during network peak periods. It has been established that the entire Regeneration Area is likely to add a maximum of 35 pedestrian movements (two-way) across the Station Road footbridge (between 1500 and 1600), which equates to approximately one pedestrian (two-way) every two minutes. Across the level crossing, the Regeneration Area could add a maximum of 237 pedestrian movements (two-way) between 1500 and 1600, which equates to approximately 4 pedestrians per minute.

The assessment concludes that the maximum increases in traffic and pedestrian flows across the Station Road Bridge are relatively modest, with less than one vehicle per minute (two way) and approximately one pedestrian (two-way) every two minutes. It is therefore anticipated the impact of the Burry Port Regeneration Strategy Area on the Station Road bridge will be minimal.

The maximum increases in traffic flows across the Heol Yr Eglwys level crossing are also considered to be relatively minor, with approximately one vehicle every two minutes. With the level crossing closed for three minutes (every time a train passes) the proposed development could increase the number of queuing vehicles by between one and two vehicles in total. Bearing in mind the crossing is closed a maximum of 4 times during the am

peak hour (and less throughout the rest of the day) it is considered that the impact of the proposed development will be negligible.

However the increase in pedestrian flows across the crossing (primarily as a result of the proposed primary school) are greater, with up to four pedestrians (two-way) per minute. Again, with the crossing closed for up to three minutes (with every train pass) the average number of pedestrians waiting to cross the crossing could increase by up to 12 pedestrians. Bearing in mind the crossing is closed a maximum of 4 times during the am peak hour (and less throughout the rest of the day) it is considered that the impact of the proposed development will be negligible.

In conclusion, the report states that the increases in vehicular and pedestrian volumes as a result of the Regeneration Strategy Area will be relatively modest, and that the regeneration area will have a negligible impact on the operation/safety of the existing crossings.

The LPA has re-consulted Network Rail on the technical note received during the course of the planning application process, whilst Asbri Transport in producing this assessment has also liaised with Network Rail. Network Rail has stated that after studying the details submitted and consultation with their Level Crossing Manager and Asset Protection Engineer, Network Rail submits a holding objection to the above proposal. Network rail goes on to state that from their interpretation of the transport assessment it does not look as if the proposed development will have a big increase in vehicular movements across the Church Road crossing, however, the pedestrian movements will increase substantially. Network Rail also have concerns regarding the vehicular movements as the pedestrian movements will certainly be converted into car journeys during the winter months, therefore suggest a meeting is arranged to discuss the overall safety concerns and traffic management criteria.

This revised response from Network Rail does not raise concern with regard to Station Road Bridge crossing, and acknowledges that the proposed developments will not have a big increase in vehicular movements across Church Road. However it does raise concern over the substantial increase in pedestrian movements across Church Road, which as aforementioned will be associated with the new school development. In this respect, whilst Network Rail has a holding objection to all the pending applications, it does appear that their concern only relates to the potential impact associated with the proposed school development. In this respect the LPA will arrange a meeting with Network Rail and the applicant/agent to discuss their safety concerns and traffic management criteria in relation to the school development. Therefore Members of the Planning Committee are respectfully requested to resolve to approve the application pending the holding of such a meeting.

The B4311 Southern Distributor Road will be the principal means of access to all the Burry Port harbour development sites. This road was constructed at significant public expense to facilitate the regeneration of the Burry Port harbour area, an aspiration that has not been realised to date. Prior to the construction of the SDR there would have been more vehicular and pedestrian movements across the railway line, and therefore the SDR has relieved pressure in comparison to the historic situation. It is acknowledged that the character of a section of this road needs to change in order to successfully integrate the developments, for example by reducing the speed limit to 30mph and introducing additional footways and crossing points. The majority of the pending applications, with the exception of the enabling works application are currently in outline form with all matters reserved, and therefore the exact detail in terms of access points etc. will be agreed at reserved matters stage.

## Ground Conditions

The application was accompanied by a detailed Ground Investigation and Remediation Strategy produced by Environmental Scientifics Group dated August 2011. This report relates to all of the JV sites down the Burry Port harbour area (Sites 4, 5/6, 7, 8 and enabling works) which have an industrial history, and deals with ground investigation, risk assessments for human health and water quality, groundwater modelling and provision of an outline remedial strategy.

The scope of work for the report included:

- review of findings from reports of previous investigations (2004 to 2011);
- identification of sources of contamination on Sites 4, 5, 6, 7 and 8 by means of intrusive investigation, sampling, in-situ testing and laboratory testing;
- groundwater level and quality monitoring; tidal monitoring;
- assessment of the hydrogeology;
- assessment of the risks to human health;
- assessment of the risks to water quality using the Environment Agency Remedial Targets Methodology and related spreadsheet models for both upper and lower aquifer for each site and for the wider area;
- outline assessment of options for any remediation needed to protect human health and water quality.

The data on soils from Sites 4, 5 and 6, and previous land uses described for Sites 7 and 8 in previous reports were used to determine the substances likely to cause risks to human health, which were then included in the suite of determinants analysed on soil samples taken during the investigation. An outline appraisal of historic water quality data was carried out to identify substances of concern to be included in the suite of determinants for water samples. Tables of soils and water quality data, including the results of this and previous investigations, were compiled as a basis for the risk assessments.

Site-wide sources of contamination include former coal transport and railway use and made ground. In addition, there was a garage/petrol station in the south east of Site 7, adjacent to Site 8, a lead foundry on Site 7, zinc oxide works on the Grillo Site, copper works on Site 6, a boatyard on Site 5 and harbour dredging on Site 4. The main contaminants identified prior to this study, in either soils or water, were:

- Grillo site: metals, total petroleum hydrocarbons (TPH) and benzo(a)pyrene;
- Site 4: arsenic, TPH;
- Site 5: metals, TPH (including phenols);
- Site 6: metals, TPH including benzo(a)pyrene and other PAHs;
- Site 7: metals, phenols, naphthalene.

The published geological map covering the site and previous site investigations show the superficial deposits to comprise Blown Sands and estuarine alluvium over glacial deposits, including Boulder Clay and glacial sand and gravel. Made ground is present over those

areas that have been investigated previously, and was expected to be found in those parts of the site included in this investigation.

The solid geology is shown to comprise predominantly Carboniferous sandstone, siltstone and mudstone with interbedded coal seams. Coal has been mined at depth beneath the site.

The site works were carried out in two phases. In Phase 1, between 31 January and 9 March 2011, intrusive investigations were carried out, comprising 26 trial pits and 20 rotary boreholes, sampling and analysis of soils and waters. The exploratory locations were chosen to provide information in areas that had not previously been investigated, and in some cases to substantiate previous investigations. Phase 2, in April 2011, comprised sampling and analysis of groundwater from all available boreholes in the Blown Sands, which had, by then, been identified as posing the main risk to the quality of surface water in the harbour and Loughor Estuary. Six groundwater level monitoring visits were undertaken during the period 7 March to 27 April 2011.

Preliminary risk assessments have been undertaken for the sites which identify the main potential sources, pathways and receptors. The sources of pollution are those soils that have been affected by industrial activity in the past. The potential pathways were identified as direct contact with contaminated soils and lateral and vertical migration through soils and aquifers. The receptors are of course the end users, site workers and aquifers/estuary.

The report goes on to provide a human health risk assessment and controlled waters risk assessment for each site before outlining remediation options.

Given the industrial history of the area, the number and concentrations of contaminants of concern to both human health and water quality were found to be relatively low. It appears that there has been significant attenuation of organic substances in both soils and water since previous investigations several years ago. Nevertheless, potential risks to human health from metals, PAHs (hydrocarbons) and asbestos were identified in some areas. PAHs of concern are limited to Sites 6 and 8. On Site 6 these are widespread, but on Site 8 they have only been found at high enough concentrations to pose a risk in the west of the site, possibly associated with the former garage in the east of Site 7. Where covered by hard standing they do not pose a risk to end users of the sites. Metals in soils at concentrations high enough to pose a risk to human health are widespread. Asbestos has been identified in a few locations.

It is concluded that the most appropriate method for soil treatment is to import the top 1m of clean cover in areas of gardens and soft landscaping on all of the sites to be developed. Due to the presence of asbestos, and its possible presence in locations that have not been subject to intrusive investigation, earth moving should be kept to a minimum during construction, and appropriate health and safety procedures used. Dust blow, in particular, should be prevented. Soils should only be removed for treatment to a waste facility if ground levels cannot be raised, and excavation is needed before placing the clean cover.

The import of clean soils for soft landscaping and gardens will also address the presence of boron, copper and zinc at concentrations high enough to cause phytotoxic effects.

Also given the long industrial history of the site, the concentrations of potential contaminants in both aquifers is lower than might be expected. The results of this investigation and assessment indicate that there is little risk of metals or PAHs causing pollution. The increase in areas of hard standing accompanying development will reduce infiltration over Sites 5, 6

and the Grillo Works, which comprise the main primary sources of the substances of concern. Their concentrations in the Blown Sands will, therefore, reduce over time. Improvements in water quality in the lower aquifer will take longer as there will be a significant time lag during migration through the alluvium. Moreover, the alluvium represents a long-term source as metals will, in effect be stored there. It is concluded that active remediation of groundwater in either aquifer does not present a cost-effective or necessary measure.

If possible, soils imported to protect human health should be of a similar pH to the soils on site, i.e. between 8 and 9. If the pH is below 7, there is a risk of metals being mobilised at higher concentrations by infiltrating rainwater, potentially leading to increased concentrations in groundwater.

In terms of controlled waters risk it is however recommended that continued monitoring of groundwater quality and levels is undertaken.

This report along with other previous assessments have been considered in detail by NRW, and the Authority's own Public Health Division. In their response to the current application NRW welcome the submission of the reports and advise that the controlled waters at this site are of high environmental sensitivity, due to its close proximity to the Carmarthen Bay and Estuaries SAC. NRW note the content of the reports and raise no objection towards the proposed development from this perspective subject to the imposition of conditions on any planning permission granted. The Authority's Public Health Division has also raised no objection subject to conditions.

On the issue of contamination and remediation generally, it is worth noting at this juncture that the Planning Inspector in his report on the previous Grillo call in inquiry at Paragraphs 51 and 119 notes the significant environmental benefits in terms of remediating contamination which is already leaching into the underlying aquifers and has the potential to impact on the CBEEMS. In this respect also, the Welsh Ministers in Paragraph 39 of their report agreed with the Inspector's conclusions on the effects of the remediation of the contamination of the Grillo site. Even though the JV sites are not as heavily contaminated as Grillo, these comments are in some respect relevant in this instance also as the proposed development will remediate an existing contaminated site and thus will result in an environmental improvement.

## **Flooding**

As aforementioned in the planning policy section of this report, at the time of the planning submission the application site was partially located within Zone C2 as defined by the Development Advice Maps (DAM's) referred to under TAN15, and therefore the application was accompanied by a detailed Flood Consequence Report produced Waterman Transport and Development LTD dated July 2014 and hydraulic modelling. However in January 2015 Welsh Government issued new DAM's which indicate that the site is now outside of the flood outlines zones, and this fact is acknowledged by NRW in their most recent response.

The accuracy of the DAM's for the Burry Port harbour area have been disputed for a number of years, and the revised DAM's now correspond with the revised flood maps issued by NRW in May 2014. The accuracy of the DAM's and the conflict with national planning policy on flooding was the key consideration in the call in inquiry relating to Grillo (2011/12). The Planning Inspector submitted that the most reliable evidence in respect on flooding should be given precedence, and whilst the NRW flood maps and DAM's had not been changed at

that time, the Planning Inspector concluded that planning permission should be granted as material considerations were sufficient to outweigh conflict with planning policies restricting residential development within Zone C2. The Welsh Ministers (2013) disagreed with the Planning Inspector and refused planning permission on the basis that the proposal was contrary to planning policies which restrict residential development within Zone C2.

As already noted the application site is now within Zone A which TAN15 defines as being considered to be at little or no risk of fluvial or tidal/coastal flooding. Using the precautionary framework advocated by TAN 15, Zone A is used to indicate that the justification test outlined in Paragraph 6.2 of TAN 15 is not applicable and there is no need to consider flood risk further. Nevertheless due to the history of the area, and the fact that the application was originally accompanied by an FCA with associated hydraulic modelling, the matter is discussed further in this section of the report. In this respect reference is primarily drawn to the consultation response from NRW which provides their technical comments on the FCA and hydraulic modelling. NRW's response provides technical guidance on the site specific FCA and cumulatively with all the other development sites proposed down the Burry Port harbour area.

In terms of the site specific comments, in addition to the FCA, a 1D2D Estry Tuflow model has been submitted, in support of the FCA that was created in a joint venture between NRW and Carmarthenshire County Council (CCC) in early 2014. The purpose of the model was to provide a detailed assessment of fluvial flood risk from the Nant Dyfatty, the primary watercourse within Burry Port. Upon receipt, the model underwent a review by NRW to ensure its suitability for assessing the fluvial flood risk from the Nant Dyfatty and enable flood map to be updated. The conclusion of the review was that the model was fit for purpose to determine flood risk. As such, no technical review of the model has occurred as part of this FCA review.

The consultants have used the NRW/CCC Estry Tuflow model, under licence, to assess the fluvial flood risk to a number of development sites in Burry Port. However, in order to satisfy the requirements of TAN 15, the consultants have made minor amendments to the model in the form of:

- Assessment of blockage scenarios.
- Assessment of extreme tidal events.

The blockage scenarios include a 50% blockage to two culverts at Ashburnham Road and B4311. The proportion of blockage and location of the affected structures is considered appropriate.

Assessment of extreme tidal events was not conducted as part of the joint venture between NRW and CCC. Therefore, the consultants have included a tidal boundary, for which the application and location are considered appropriate. All tidal runs have included a constant QMED fluvial flow in the Nant Dyfatty, which is also considered appropriate.

All additional runs conducted to assess blockage and extreme tidal events are stable and have mass balance error well within the acceptable range, as stated within the TUFLOW manual.

The site remains dry in the fluvial 1%, 1% + climate change (CC), 0.1% and 0.1% + CC APE modelled scenarios.



The site is inundated during both the fluvial 1% + CC and 0.1% + CC blockage scenarios. During the 1% + CC blockage scenario, inundation is restricted to the extreme North West corner of the site with a maximum depth of 6mm. Inundation is greater during the 0.1% + CC blockage but is still restricted to the North West corner of development Site 4. Maximum depths are in the region of ~70mm during the 0.1% + CC fluvial event with a 50% blockage applied to the Ashburnham Road and B4311 culverts.

The site remains dry in the present day tidal 0.5% and 0.1% annual probability events (APE). However, the site is inundated in both the 0.5% + CC APE and 0.1% + CC APE modelled tidal scenarios. Maximum depths within development Site 4 are 420mm and 550mm for the 0.5% + CC and 0.1% + CC APE tidal events respectively.

The consultant has also run an extreme tidal event for the 0.5% APE event, plus climate change, with tidal levels at the upper extent of the confidence interval. This approach adds 0.3m and 0.5m to the 200yr + CC and 1000yr + CC tidal levels respectively. This results in a modelled tidal level of 7.05 mAOD for the 0.5% + CC event. This approach is considered conservative and is designed to assess uncertainty in the predicted tidal levels.

Results from the confidence interval model run show that there would be significant inundation, for the entirety of Site 4, to a maximum depth of ~ 0.7 metres.

The consultants have modelled a proposed scenario, in which a plateau, covering the entirety of Site 4, has an elevation of 7.1 mAOD. The proposed model has been run for the 0.5% + CC plus confidence interval which has a peak tidal level of 7.05 mAOD. These modelled scenarios represent the fluvial and tidal events that resulted in the greatest degree of inundation to development Site 4. The proposed model has not been run for the 1% + CC fluvial blockage, 0.5% APE or 0.1% + CC APE tidal events which were also shown to inundate development Site 4.

Modelling results demonstrate that the entirety of Site 4 would remain dry when modelled with the 7.1 mAOD plateau.

A comparison by NRW has been conducted to determine the impact upon third parties as a result of the proposed plateau. No increases in water surface elevation are seen as a result of the proposals during the 0.5% + CC with confidence interval tidal event. In the 0.1% + CC fluvial blockage scenario, a small area outside the site boundary in the North West corner experiences increased water depths, to a maximum of ~45mm. No other areas of increased water level are shown.

In summary, the FCA concludes that the site is at risk of flooding but proposes mitigation in the form of raising ground elevations to address flood risk; it also assesses the effect of the mitigation and there is a very small increased flood risk in a public open area to the North West of the site during one of the blockage scenarios which is detailed within the FCA.

Access and egress is discussed within the FCA, however NRW advises that is a matter for the Local Authority's consideration. In this respect the FCA states that the primary access to the Site will be via the existing road off the Glan-y-Mor Terrace Roundabout. The new Southern Distributor Road (B4311) to the north of the Site was constructed in 2004 with the intention of serving future development at Burry Port.

The maximum flood extent for the 0.1% probability fluvial event with 50% blockage does not encroach over the Glan-y-Mor Terrace Roundabout. Therefore, even in this worst case scenario, occupants are able to leave the Site and use the access road onto the roundabout for travel onto the B4311 and beyond.

To the east of the Glan-y-Mor Terrace Roundabout, the B4311 is raised above the peak flood level for the 0.5% probability tidal event in 2114 with Upper Confidence Interval applied. However, the roundabout itself is shown to experience flood depths of up to 0.5m in this scenario, and the Site access road off the roundabout is shown to experience flood depths of circa 0.2m at the southern end of the Site. Notwithstanding this, the access road remains flood-free at the northern end and provides dry access onto the roundabout. The southern 'half' of the roundabout is shown to experience maximum flood depths of ~0.1m. Therefore, it is possible for the Site occupants to egress the Site via a route that remains compliant with TAN15 criteria in terms of flood depths. Peak velocities are however shown to reach 0.5m/s at the roundabout. It should be noted that the roundabout is only affected by floodwaters for a period of circa 1.5 hours, after which floodwaters recede to allow safe dry access onto the B4311 and beyond.

The Distributor Road to the west of the Site is shown to be affected by floodwaters up to 0.5m deep during the 0.5% probability event in 2114 with Upper Confidence Interval applied. However, it is only affected for a short distance of circa 60m at the B4311 Roundabout for a total period of circa 2 hours. Peak flood velocities along the affected section reach 0.37m/s; however interrogation of the model output data shows that velocities exceed 0.3m/s for only 10 minutes. The aforementioned route is however preferable.

Given that the Site will be elevated above the peak flood level, and remains flood-free during the extreme tidal flood event, it is proposed that the safest course of action would be for occupants on-site to remain in situ until floodwaters recede and allow dry access/egress to/from the Site.

Notwithstanding the above, it is important to note that the Site will be developed as part of the Burry Port Master Plan. Although this FCA assesses flood risk for Site 4 as a separate Site, it is proposed to be developed in parallel with the Grillo Site and the remaining Sites 5-8. It is proposed to raise the Grillo Site, as well as Sites 5 and 6 in order that they can also be developed in accordance with the requirements of TAN15. By raising both Site 4 and the Grillo Site, tidal floodwaters do not flow to the east of Site 4, and a flood-free route is maintained between Site 4, the Grillo Site, and Site 6. It is proposed to access the Grillo Site and Sites 5 and 6 via a new access route directly off the B4311 to the east of the Glan-y-Mor Terrace Roundabout. This arrangement provides a flood-free route for access and egress to these Sites for all modelled scenarios. All Sites are likely to be developed in parallel and will retain a pedestrian and vehicular link between them; therefore, it will be possible to link from Site 4, through the Grillo Site and subsequently Site 6. This will allow flood-free access and egress to/from Site 4 during all modelled scenarios, up to and including the 0.5% probability tidal event in 2114, for the completed Burry Port area wide development proposals.

The hydraulic modelling is robust and considers extreme events including climate change and the potential for flood risk from blockage at structures through which flood water passes. We accept that the proposed mitigation works effectively create a plateau that remains flood free for all scenarios considered within the FCA.

NRW's technical comments go on to state that although individual FCA's have been received for each development site, each development site is part of a larger, overall development for Burry Port, which has been termed the 'Master Plan'.

Each FCA has been reviewed from the viewpoint that each development is 'standalone', i.e. the developments are not part of the Master Plan. The response also assesses the impacts of the proposed sites as a collective.

The existing flood risk for each proposed development site has been assessed through use of a detailed 1D2D Estry TUFLOW model for both fluvial and tidal scenarios. The consultant has also met the requirements of TAN 15 through assessment of structure blockage and incorporation of predicted fluvial flow increases and sea level rise due to climate change. Where development sites are shown to be at risk during the modelled scenarios, mitigation proposals have been modelled to demonstrate how the flood risk can be managed.

Based upon the information provided to NRW, the Master Plan comprises of 6 sites. Each site has been assessed individually to determine the current flood risk and impacts of the proposals. As each development is part of the overall Master Plan, the consultant has modelled the Master Plan as a whole which assesses all development proposals in conjunction.

The modelled proposals are as follows:

- Site 4: Development Plateau set at 7.1 mAOD covering the entirety of the site.
- Site 5 and 6: Development Plateau set at 7.1 mAOD covering the entirety of the site.
- Site 7: Development Plateau set at 7.1 mAOD covering the entirety of the site, along with a conveyance channel along the Southern boundary with an elevation of 6.6 to 6.8 mAOD.
- Site 8: Development Plateau set at 6 mAOD which covers the proposed school building footprint.
- Former Grillo Site: Development Plateau set at 7.1 mAOD covering the entirety of the site.

The Master Plan scenario, encompassing all development proposals was only run for the tidal 0.5% plus climate change (CC) plus confidence interval, which throughout the individual site assessments, has represented the worst case scenario in terms of flood risk and inundation. The Master Plan scenario has not been run for any fluvial events. However, due to the limited flood outline arising from the extreme fluvial event, it is unlikely that the Master Plan would result in any changes to the results discussed in the FCA reviews for Site 7 and Site 4. The extreme fluvial flood outline does not extend to Sites 5, 6 and the former Grillo site.

All sites, during the Master Plan assessment remain dry. This is due to all development plateaus, except Site 8, being set at a level above the tidal 0.5% + CC plus confidence interval peak elevation.

An assessment of water surface elevation change was also conducted. It can be seen from the results that some areas of detriment do exist, primarily within the Western area of Site 8, the B4311 roundabout to the North of the former Grillo site and an area to the South of the former Grillo Site. However, all of these detriment areas were highlighted within the individual site assessments and the in combination assessment does not increase detriment in these areas or create new areas of detriment. The Master Plan assessment does show that when all development plateaus are modelled in combination, the residential area of Burrows Terrace, Morlan Terrace and Silver Terrace all experience a reduction in flood level of up to ~30mm. In the individual site assessments, this residential area was not shown to experience a reduction in flood level. This is due to the development plateaus acting in combination to prevent the West to East flow path during the extreme tidal scenario.

In summary, NRW have reviewed the site specific FCAs and considered the combined development or Master Plan that relies on the results of hydraulic modelling. The FCAs conclude that flood risk at each site can be managed with mitigation, mainly in the form of raised ground elevations. It also assesses the effect of the mitigation and there is a small increased flood risk on the B4311 to the west of the site; there is also a very small increased flood risk on in an open public area adjacent to the marina all of which are detailed in the specific FCAs. It is also noteworthy that there is a reduction in flood risk to some existing residential property as a result of the Master Plan proposals.

Access and egress is discussed within each FCA, however NRW advise, that is a matter for the Local Authority's consideration.

The hydraulic modelling is robust and considers extreme events including climate change and the potential for flood risk from blockage at structures through which flood water passes. NRW accept that the proposed Master Plan and site specific proposals acceptably manage flood risk associated with the proposals.

## **Water Quality**

There has been a long standing concern in relation to water quality in the CBEEMS, and therefore this section of the report is dedicated to this issue. However, this should not be read in isolation and needs to be considered in conjunction with following sections, especially that on foul and surface water drainage proposals.

In terms of water quality, a number of Environmental Statements have been produced in recent years with regards to other proposed developments within the Llanelli Waste Water Treatment catchment, which were tightly scoped to look at water quality. A number of key studies and reports have also been undertaken and referred to below which are relevant in this respect.

The quality of water discharged into the European protected CBEEMS is seen as a key issue in assessing the impact of this, and other proposed developments, on the Loughor Estuary. As early as 2001 the Loughor Estuary was designated as a "Sensitive" area (eutrophic) under the Urban Waste Water Treatment Directive. Such a designation and acknowledgement of the need to improve water quality has been the main driver in implementing improvements in water treatment at various waste water treatment works (WwTW) which discharge into the Burry Inlet and wider estuary. Successive Asset Management Plan programmes (AMPs) by Dwr Cymru/Welsh Water (DCWW) have seen improvements in nitrogen removal at Llanelli, Gowerton, and Llannant, in addition to which, ultra violet (UV) disinfection to kill bacteria has also been implemented to improve the quality

of effluent discharged through combined sewer overflows (CSOs). The latter being a safety mechanism which discharges untreated sewerage into the estuary when excessive storm water volumes overload the system, in order to avoid surcharging of domestic properties, with raw sewerage discharged into the estuary.

The 'Loughor Estuary – Water Quality & Nutrient Assessment' (Final), Report No. RN2020, Revision 2 (1 May 2009), prepared by Metoc PLC, commonly known as the Metoc Report provides a qualitative assessment of water quality in the Loughor Estuary by analysing monitoring data from 1990 to 2008, thereby defining the past and current trends in terms of chemical determinants and water quality generally. A key consideration is that the sewage system in the majority of the Llanelli catchment carries both foul and surface water. During storm conditions the surface water runoff enters the system and combines with foul water. In order to prevent flooding to properties in severe storm conditions, excess storm sewage is discharged via combined sewer overflows (CSO's) to watercourses or the Estuary. The matter is therefore one of capacity within the conveying system to accommodate additional surface water flows.

The analysis undertaken as part of the Metoc study indicates that the load level of all chemical determinants from domestic sewerage to the Estuary have reduced significantly over the past ten years or so in response to sewerage improvements under successive AMP periods and the rationalisation of treatment facilities. Nitrate and phosphate loads have decreased to 54% and 64% of previous levels respectively and biological oxygen demand (BOD) to 60%.

Further breakdown of the contribution of loading from primary sources show that the nitrate load contributed by all the WwTW discharges more than halved over the monitoring period between 1990 and 2008 from 52% to 25%. The phosphate load contribution reduction was significantly less, a 9% reduction from 73% to 64%. This indicates that phosphate levels remain relatively high, compared to improvements in nitrates and BOD. Moreover, the study indicates that WwTW are the highest contributors of phosphates to the total load in the Estuary which suggests that in order to improve the quality of water in the Estuary, further phosphate removal would be required at the WwTWs.

The accurate baseline provided by the Metoc Report has provided the basis for required mitigation. Welsh Water's AMP 4 programme at Northumberland pumping station was substantially completed in March 2010 and involved the conversion of former primary settlement tanks to provide additional storage for combined overflows during storm conditions. The programme also included the provision of Ultra Violet treatment facilities at the plant to treat the bacterial load in the overflow waters. The Ultra Violet treatment effectively reduces the bacterial load in the discharges such that the impact on the controlled waters of the Estuary would be reduced to levels compliant with the Shellfish Waters Directive. Similarly, as part of the programme Ultra Violet disinfection is also being provided on the overflow at Llanelli WwTW.

In the context of the Llanelli WwTW catchment area, DCWW previously confirmed that the AMP 4 works were designed to accommodate a level of development that is broadly equivalent to that previously committed and designated in the Authority's UDP, based upon current discharge rates and with no additional surface water being allowed to enter the system. This should be further qualified in terms of the permitted level of CSOs, which although intermittent in nature, would remain within consented levels, even with the proposed and identified developments in the previous UDP. The effects of CSOs mean that additional nutrients are released into the estuary under storm conditions, which given the

less than favourable condition of the CBEEMS, has meant the receiving waters are under review as a candidate Polluted Water (Eutrophic) under the Nitrates Directive. As a result, any increase in nutrient levels, however small, would not be acceptable without mitigation.

The application site is allocated for development in the Adopted LDP. The Planning Inspector's report on the LDP noted that the current rolling 5 year Asset Management Plan (AMP) 5 runs from April 2010 to March 2015. There are planned improvements and upgrades to infrastructure in Carmarthenshire that would be delivered within this AMP 5 period. The Inspector noted that funding for the AMP 6 programme is not anticipated to be confirmed until December 2014. However, where necessary, a phased release of sites could be delivered post 2015 or appropriate developer contributions could be sought to facilitate bringing forward any necessary improvements to accommodate development<sup>84</sup>. DCWW confirmed during the examination that the existing and planned infrastructure would have sufficient capacity to service the level of growth anticipated to 2021.

One practical and direct means of mitigation is the segregation of foul and surface water at source, which would prove most beneficial on brownfield sites where there may be historic foul and surface water flows discharged into the combined system. This would see a reduction in surface water entering the combined system, and thereby reduce the premature discharge of storm sewage. The on-site separation of surface and foul flows and the progressive removal of surface water from the combined system would release capacity to accommodate more raw sewerage, while the AMP 4 programme has provided additional storage at Northumberland pumping station, reducing the volume of spillages thereby ensuring more sewerage is processed through the biological treatment process and anoxic zone treatment. This should result in an increase in the removal of nitrates through the anoxic zone process at the WwTW and consequently decrease the loading of nitrates discharged into the Estuary. The additional storage provided at Northumberland PS will not eliminate CSOs, but should mark a reduction in their frequency and duration. The aforementioned UV treatment of CSOs will also assist in treating the bacterial content of untreated effluent.

The data in the Metoc study suggests that the proposed levels of development indicated in the previous UDP would lead to an increase of approximately 2,840 domestic population equivalence or 4% of the design population equivalence of the receiving WwTW. This equates to an increase in sewer flow of 0.8% of present flow to the WwTW which the system presently has capacity to process. It should be stressed, however, that the Metoc study is based on the modelling of previously recorded data and does not therefore take account of the significant benefits provided by the recent AMP 4 works at Northumberland pumping station and Llanelli WwTW, which DCWW have estimated would accommodate the requirements of a population equivalence of 4000 people. The Metoc report also could not consider and envisage the improvements and upgrading works committed through AMP 5 (2010-2015), AMP6 (2015-2020) and other schemes undertaken by DCWW to reduce CSO spills e.g. Rainscape, Llanelli.

Further on the issue of surface water removal, the Memorandum of Understanding (MoU) entered into between Carmarthenshire County Council, City and County of Swansea, Dwr Cymru/Welsh Water and the former Environment Agency and Countryside Council for Wales (now Natural Resources Wales) 2011 is relevant. This document sets out the partnership approach to improve and safeguard the environmental quality of the CBEEMS when taking decisions on development and regeneration schemes. The MOU includes, inter alia, a commitment on the part of the Local Planning Authority to manage a Register which records the increased foul sewage discharges (emanating from new developments) and also the

amount of surface water to be removed from the combined sewerage network as part of development proposals. The commitment by developers to remove surface water from the combined system as part of development proposals thereby achieving betterment in the system is defined in the MOU and this in turn achieves benefits in terms of hydraulic loading and a reduction in the frequency of existing discharge events into the estuary.

In recognition of the need to mitigate any increase in nutrient loading, however small, the removal of nutrients, and principally phosphate removal has been seen as a priority. The installation of an additional phosphate removal process at the WwTW at Llannant treatment works (which discharges into the estuary) in 2010 was seen as one action to serve this process and the incremental dosing of the phosphate ensures that any developments subsequently permitted would not increase the phosphates discharged.

Since the most recent Memorandum of Understanding was signed in September 2011, two significant developments have taken place:-

**Burry Inlet Cockle Mortalities Investigation Report 2009 - 2011: a Technical Report to Environment Agency Wales published in January 2012.** This three-year investigation into the cockle deaths that damaged the fishery in the Burry Inlet has concluded that pollution is not to blame. The study, led by experts from Hull University, ruled out the vast majority of possible causes of the mortalities. The report concluded that a combination of parasites, over-crowding and conditioning of the cockles after spawning is likely to have contributed to the mortalities. The report stated that 'the overall conclusion from the water quality analysis must be that it is most unlikely that the general water quality of the Burry Inlet is contributing in any meaningful way to the decline of the cockle fishery' (p.34).

**David Tyldesley and Associates have undertaken a Habitat Regulation Assessment** of the effects of wastewater associated with new development in the catchment of the Carmarthen Bay and Estuaries European Marine Site for the City and County of Swansea (*Habitats Regulation Assessment of the Effects of Wastewater associated with new Developments in the Catchment of the Carmarthen Bay and Estuaries European Marine Site*, April 2012).

The assessment concluded that developments which could be accommodated within the current licence arrangements/capacity of the WwTWs (as consented by the former EAW and reviewed under their RoC process) will not be likely to have a significant effect either alone or in combination on the CBEEMS. These cover the Gowerton, Llanelli and Llannant sewerage catchments.

It also concludes that within the context of the requirements of Regulation 61 of the Habitats Regulations, and based upon current understanding of the potential links between water quality and cockle mortality, there was no requirement for precautionary interim nutrient stripping at Llannant for developments that can be accommodated within current NRW discharge consents within the CBEEMS.

In addition, while the separation of surface water may be beneficial in terms of improving water quality within the system as whole, the Assessment finds that it was not deemed to be necessary in terms of meeting the requirements of the Regulation 61 assessment.

Given that the impacts associated with the relevant WwTW have already been assessed by the former EAW as the relevant Competent Authority in respect of discharge consents within the catchment of the CBEEMS, it can be concluded that the same principles apply within Carmarthenshire for the current proposal as the EAW review of consents process covers

catchments within Carmarthenshire, the WwTWs covering the Burry Inlet discharge area (Gower, Llanelli and Llannant sewerage catchment area) which serves this development. NRW has confirmed that the most recent RoC was undertaken in early 2010 when all the Burry Port harbour sites were allocated for development in the former UDP.

However, despite the findings of the above assessment, the precautionary approach adopted by the Authority whereby development schemes are required to provide compensatory measures to the sewer system, combined with the ongoing nutrient stripping at the Llanant Plant, will serve to continue the trend of progressive improvements in the water quality of the Loughor Estuary. Nutrient removal measures are not within the control of developers and therefore must be provided by DCWW on the advice of NRW, both of which have raised no objection to this application. The issue of drainage betterment is addressed in further detail on the foul and surface water drainage section of this report.

Also in relation to water quality, it is worth noting the comments made by the Planning Inspector and subsequently Welsh Ministers who considered and determined the previous Grillo call-in. Having considered the matters of remediating contamination of the site and on sewerage and surface water discharges they concluded that they were satisfied that the proposal, alone and/or in combination with other developments, would not have a significant effect on the integrity of the CBEEMS or an adverse impact on the wider environment.

The Planning Inspector's report for the LDP draws reference to the successive AMP programmes, agreed Memorandum of Understanding and removal of surface water schemes before referring to the Habitat Risk Assessment (HRA). The HRA considered the potential effects of the Plan on the European site network and found there to be no likely significant effects on the CBEEMS alone or in-combination with other known plans or projects. The Inspector stated that the plan makes provision for appropriate considerations and measures to address water quality issues. In addition, there are a number of multi-agency commitments via the partners and signatories to the MOU to ensure that water quality issues are addressed. These include improvements in the Waste Water Treatment Works capacity, treatment levels and discharge quality through programmes in the River Basin Management Plan (under the requirements of the WFD) and through funding allocations and priorities secured through the AMP process.

The Inspector went on to note that development could be brought forward and through the provisions of the Plan, could contribute incrementally towards betterment in terms of reducing the amount of surface water entering the combined system. Improved infrastructure could also be delivered through the DCWW AMP and via appropriate developer contributions where necessary. Furthermore, multi-agency initiatives and infrastructure improvements within the area would enable the level of development planned to proceed.

In summary, it has been demonstrated that Dwr Cymru/Welsh Water's AMP programmes and the provision of additional phosphate removal have resulted in progressive improvements in water quality in the Estuary and mitigate the potential impacts associated with developments identified in the previous UDP, whilst subsequent AMP programmes will continue this trend to ensure deliverability of LDP. In addition, the progressive removal of surface water from the combined system will result in betterment in terms of the capacity of the sewerage system and discharges into the Estuary.



## **Foul and Surface Water Drainage**

The application was originally accompanied by a detailed foul and surface water drainage strategy which explains existing site drainage conditions and proposed means of foul and surface water drainage methods. A subsequent Drainage Strategy Supplementary Report has also been received which provides information relating to the removal of surface water from the combined drainage system at a donor site in Burry Port, and this report should be read in conjunction with the original drainage report.

The supporting Drainage Reports submitted make reference to a Hydraulic Modelling Assessment (HMA) undertaken by DCWW, the outcome of which has informed the relevant drainage strategy. In order to investigate the hydraulic capacity of the existing sewerage system CCC commissioned DCWW (in early 2012) to undertake a HMA of the existing foul, surface water and combined sewers in the Burry Port Harbour area.

Extensive physical surveys and monitoring were undertaken to inform the Hydraulic Model. The model was verified and this was followed by an assessment of the development proposals in the Burry Port harbour area. The additional foul flows for all developments proposed in the Burry Port harbour area will either gravitate or be pumped to eventually outfall into the existing Burry Port Pumping Station. The HMA considered all sites in a holistic manner.

The HMA modelling of the existing sewerage infrastructure indicated that during high rainfall events high surcharge levels tend to prevail in the combined sewer under Ashburnham Road. This sewer, which extends along Glanmor Terrace, acts as an on-line storage facility. In this case, non-return valves are incorporated on connections to the sewer so as to avoid surcharging and flooding in the Glanmor Terrace, Silver Terrace and Morlan Terrace areas.

The HMA Conclusions are summarised as follows: -

- The existing network in the Burry Port catchment is generally in good condition but lacks the capacity to convey storm flows during wet conditions. This leads to surcharge and flooding during rainfall events.
- The effect of adding an additional development to the system which is already hydraulically overloaded will be to further increase the volume and occurrence of flooding. To enable the proposed development to proceed, it will be necessary to undertake additional works to reduce the flood volumes back to those which are currently predicted to occur and hence avoid detriment to the existing performance of the sewerage system.
- Any additional works will need to be in line with the Memorandum of Understanding for Burry Inlet. This Document includes details on development in both Llanelli and Gowerton catchments and under what circumstances new development will be allowed to connect. Appendix 1 of the Memorandum states that foul flows generated by a development will only be allowed to connect to the sewerage system once existing flows (surface water or foul) have been removed from the system to allow capacity or other works undertaken to improve the infrastructure.

The HMA Recommendations are summarised as follows: -

- The HMA considered that the sewers in Burry Port Harbour area were generally in good condition and that no rehabilitation measures were necessary as part of the development.
- The option involving upsizing of pipes and upgrading the existing SPS, CSO's and pumped overflows was discounted in terms of cost and impact of spills which would impact on the water quality in the Estuary. The option would have resulted in increased pumped flows to Pwll PS and beyond and further upgrades may have been identified during the detail design process.
- As an alternative to upgrading drainage apparatus the HMA considered the provision of on line storage facilities. In this case, the pumping rate to Pwll PS would remain the same but the daily pumped flows would increase. The HMA considered the implications of the introduction of on line storage on the duration of peak flows and spills. The HMA concluded that spill durations would increase and there could be an adverse impact on the protected waters of the Estuary. As such this option was not considered further.
- The preferred recommendation related to the removal of surface water from the combined system in Burry Port Harbour area. This option would be in line with the MoU. The removal of the surface water would create capacity to accommodate the increased foul flows from the proposed developments in the Harbour Area.
- As part of the site investigations for the HMA a sewer connectivity survey was undertaken on Glanmor Terrace, Silver Terrace, Morlan Terrace, Burrows Terrace and Woodbrook Terrace. The survey identified that the highway is either drained by a separate surface water system which connects into the combined sewer or that the highway gullies connect directly into the combined sewer. Also many of the houses have downpipes discharging to ground at the fronts of the houses. These downpipe discharges flow overland and are picked up by gullies. The HMA suggest a number of ways in which the surface water from highways and downpipes could be separated from the combined system. This would be subject to detailed design.
- The surface water removed from the combined system would need to be discharged via an existing or proposed surface water sewer, or stream source, which would ultimately discharge to the Estuary. The proposed surface water sewerage to be constructed as part of the proposed development works could be designed to convey the removed surface water.

In terms of the existing drainage conditions, the Drainage Strategy states that the Burry Port harbour area generally is served by both foul and combined systems gravitating in an easterly direction prior to out falling in a DCWW pumping station situated to the east of Burry Port industrial estate, south of the railway line. The foul is subsequently transferred from this point to Llanelli WwTW at Penclacwydd after passing through two lift stations (Pwll and Northumberland).

Their report suggests that some existing surface water drainage networks may have once existed in the general area. Several surface water outfalls pass through the revetments and harbour/dock walls, although it was not possible at this stage to determine their origins or confirm the catchments that they drain. The B4311 SDR is positively drained whilst the MCP

contains a large pond feature, although it was not possible at this stage to confirm how this is fed or balances.

Due to fluctuations in groundwater levels and risk of contaminants, disposal as surface water via infiltration as a general drainage solution across the whole sites is thought to be inappropriate, although this can be reviewed on a site by site basis.

Specifically in relation to Site 4, there is no recorded foul water drainage infrastructure within the site demise. The nearest potential point of connection is to the existing 375mm combined sewer situated approximately 125m to the north of the site boundary. There is evidence of existing outfalls into the former dock area from historic industry.

In terms of proposed means of foul water disposal, the nearest potential point of connection is to the combined sewer situated approximately 125m to the north of the site boundary. The mechanism by which this is to be achieved needs to be agreed, whereby the availability of detailed site levels and depths of receiving sewers will determine whether a preferable gravity solution is available, or whether a pump solution is most appropriate. Whilst this option is available, the Drainage Strategy does state that the option of gravitating to the proposed foul water network proposed to serve the former Grillo and Site 5 & 6 could also be explored. The latter option relates to the enabling infrastructure works proposed as part of the pending planning application S/30601.

With regards to the proposed means of surface water disposal, Site 4 is situated immediately adjacent to the East dock and marina so this represents a readily available outfall point. There is an existing outfall in place to the south west corner of the site, and the Drainage Report recommends that this should be utilised to avoid any requirements to create a further breach in the wall, which is also a listed structure. Surface water for the car park areas is proposed to collect via channel drains prior to being routed through a bypass interceptor whilst roof water will collect downstream of the interceptor to avoid over-sizing. As an alternative to the traditional drainage channel and piped network, a second option exists, utilising porous surfacing. These systems can either be lined or unlined dependent upon ground conditions.

As the network discharges to tidal waters, there are no downstream catchments to consider so free unrestricted surface water discharge is proposed. The strategy states that this will not constitute a flood risk to third parties and there are no capacity issues for the receiving body of water.

The proposed means of foul water disposal to the mains is the most preferable and sustainable method, whilst the strategy outlined above also ensures that no surface water from the development enters the combined sewer network.

Having established the general principles of the Drainage Strategy it has also been necessary to confirm compliance with the requirements of the Memorandum of Understanding in respect of water quality generally, and as a result a Supplementary Report has been submitted to address this issue.

The MoU requires an appropriate flow of surface water to be removed from the combined systems sufficient to generally accommodate two times the additional net foul flow discharging to the combined system from this proposed development and others currently proposed in the Burry Port harbour area. This will ensure that not only would there be no increase in hydraulic loading on the combined system but there would also be betterment in

terms of surface water removal from the existing combined system. Given that the development sites are effectively Brownfield and there are generally no combined sewers serving the existing sites (except in the case of Site 8, school development), there is currently no surface water from the sites discharging to the existing combined systems in the area (except in the case of Site 8).

The only opportunity of removing any surface water currently entering the combined systems from the defined development sites would be in the case of Site 8. The removal of surface water discharging to the combined sewer from Site 8 would in isolation be insufficient to accommodate the requirements of the MoU for the wider development proposed in the harbour area. In this case, the surface water to be removed to offset the increase in foul sewage from the whole of the defined development sites would need to take place elsewhere in the wider Llanelli WwTW drainage catchment (as provided for in the MoU). Ideally the removal should be accommodated in the immediate catchment associated with the existing Burry Port Harbour Pumping Station. This would relieve the future pressure on the pumping system from Burry Port through to Pwll and Northumberland.

However, it should be made clear that in terms of Site 8, the ability to remove surface water currently discharging to the existing combined system, will be sufficient to accommodate the precise requirements of the MoU for Site 8 in isolation. As such the removal of surface water coupled with the precise surface water drainage strategy proposed renders the scheme not reliant on the progression of the Donor Site to achieve development in accordance with the MoU.

Since the drafting of the initial MoU, CCC and DCWW have set up an on-going programme to identify locations in the wider Llanelli drainage catchment where surface water can be removed from the combined systems and a number of opportunities have been converted to provide headroom to facilitate a degree of development. The location where surface water removal can take place is termed a Donor Site.

When the original Drainage Strategy was submitted two options were proposed to achieve the necessary betterment, the first was a localised solution in Burry Port, and the second an opportunity at Llanelli leisure centre. In light of the results of the Hydraulic Modelling Assessment undertaken by DCWW and the fact that the localised solution was sequentially preferable in accordance with the MOU, the LPA asked the applicant to pursue the localised solution.

The localised solution referred to is identified in the urban area between Glanmor Terrace and Burrows Terrace where highway drainage and some roof drainage discharges to the combined system.

As part of the site investigations for the HMA a sewer connectivity survey was undertaken in the area of Glanmor Terrace, Silver Terrace, Morlan Terrace, Burrows Terrace and Woodbrook Terrace. The survey identified that the highway is either drained by a separate surface water system which connects into the combined sewer or that the highway gullies connect directly into the combined sewer. Also many of the houses have downpipes discharging to ground at the fronts of the houses. These downpipe discharges flow overland and are picked up by gullies. The HMA suggested a number of ways in which the surface water from highways and downpipes could be separated from the combined system. This would be subject to detailed design.

The surface water removed from the combined system would need to be discharged via an existing or proposed surface water sewer, or watercourse, which would ultimately discharge to the Estuary. The proposed surface water sewer to be constructed as part of the proposed Enabling Infrastructure Works can be designed to convey the removed surface water.

Therefore recently an assessment was undertaken to maximise the potential of the Donor Site and if possible establish that the Site could accommodate all the harbour development sites (including the Grillo Site).

The Connectivity Survey undertaken by DCWW as part of the HMA provided a good indication of where surface water could be removed from the combined system. In essence the principal carrier sewers in the urban area in the general vicinity of Glanmor Terrace, Silver Terrace, Morlan Terrace, Burrows Terrace and Woodbrook Terrace are combined sewers. These principal sewers however collect flows from combined sub-systems and from separate foul and surface water sewers. The greatest potential for removing surface water from the combined sewers presents itself in the redirection of surface water flows in existing dedicated SW sewers to discharge along new dedicated SW sewers, which would eventually link with the proposed outfall surface water sewer which discharges to the Estuary.

Consideration of the topographical levels in the area of the Donor Site indicates that ground levels tend to crown at the mid east/west section of the site. In other words surface flows would flow to the west for the western half of the Donor Site. The eastern portion of the urban area falls to the east and generally away from the proposed route of the proposed outfall surface water sewer. Clearly the level profile of the ground will be reflected in the gradient of pipes under the ground surface.

Taking into account the ground level constraints it was established that the greatest potential for surface water removal was in the Silver Terrace area. Run-off from highways is currently collected by road gullies and gravity SW pipework. The SW flows gravitate to the south to discharge into the combined DCWW sewer near the junction of Silver Terrace and Burrows Terrace. Also run-off from the roofs of terraced houses on approximately 50% of the length of the western side of Silver Terrace also discharges into the SW sewers which outfall into the combined DCWW system.

Given that the Donor Site needs to connect into a downstream system there is clearly a significant advantage if the new replacement (or part replacement) conduits are set as high as possible. In this case, Combined Kerb/Drainage Systems have been incorporated in the assessment. These systems could be applied on each side of Silver Terrace as appropriate. The outfalls from the Combined Kerb/Drainage Systems combined at the southern end of Silver Terrace before outfalling into a length of gravity pipework linking the Donor Site area with the proposed SW Outfall sewer.

As part of the assessment the Donor Site was maximised whilst maintaining a high level conduit. The catchment area of the Donor Site is indicated on a drawing attached to the Supplementary Report and it can be seen from this drawing that limited areas of Glanmor Terrace and Morlan Terrace with longitudinal gradients falling to the west have been included in the catchment area for the Donor Site. The combination of gradients, capacity of conduit and outfall levels limit the Donor Site to the area shown on the drawing.

The hydraulic capacity of the Donor Site has been established from the criteria defined in Appendix 1 of the MoU. In terms of capacity in relation to the overall development areas it has been established that the Donor Site has sufficient capacity to accommodate the Grillo

Site and Sites 4, 5, 6 and 7. It is not possible to extract any more surface water from the Donor site because this would cause downstream flooding (along the disposal route). The inclusion of Site 4 is however beneficial in that the surface water removal for this site relieves the hydraulic load on the Ashburnham Road/Glanmor Terrace combined sewer. This would allow a new foul connection to be made from Site 4 to the Ashburnham Road/Glanmor Terrace combined sewer.

With regard to Sites 8, the levels of the ground and existing sewers are too low to abstract surface water from the combined system and to divert the abstracted flow by gravity to the outfall chamber at the southern end of Silver Terrace. A separate self-sufficient solution in respect of Sites 8 is discussed in this Report.

The total foul flows associated with sites 4, 5/6, 7 and Grillo is estimated at approximately **6.47 l/p/s**. The actual surface water removal from the donor site is anticipated to be some **14.17 l/p/s**. Given that no post development surface water runoff will enter the combined system as a result of development, the overall anticipated "betterment" is some **7.75 l/p/s** in volumetric terms which equates to a factor of **1.2** times.

The total foul flows associated with site 8 is estimated at approximately **2.05 l/p/s**. The actual surface water removal from the site is anticipated to be some **15.02 l/p/s**. Given that no post development surface water runoff will enter the combined system as a result of development, the overall anticipated "betterment" is some **12.97 l/p/s** in volumetric terms which equates to a factor of **6.3** times.

However, when a holistic approach is adopted in terms of both the donor site and Site 8 the actual surface water removal is anticipated to be some **29.19 l/p/s** and that no post development surface water run-off will enter the existing combined system. The approximate foul flows associated with Sites 4, 5/6, 7, 8 and the Grillo site as a result of development is **8.52 l/p/s**, the overall anticipated "Betterment" is some **20.67 l/p/s** in volumetric terms which equates to a factor of **2.45** times.

In order to derive a holistic solution for the drainage, the catchment of the Donor Site has been added to the hydraulic model of the proposed SW Outfall sewer, which runs via the Distributor Road to a new Outfall Structure into the Estuary. In effect, the hydraulic drainage model has been extended to include the Donor Site.

Prior to the addition of the Donor Site into the drainage model the gradient of the SW Outfall sewer had been set at a constant minimum practical gradient of 1 in 500. The invert level at the Outfall Structure was set at 4.3mAOD. In order to facilitate a regular soffit to soffit connection the previously proposed outfall sewer has had to be lowered by 400mm. This makes the invert level of the SW Outfall pipe at the Outfall Structure 3.9mAOD, which, at the equivalent level of Mean High Water Springs, is the recommended normal minimum level for the Estuary Outfall. The report states that this has been agreed with DCWW.

The revised hydraulic calculations are included within the report and it is clear that with the changes in levels, the SW flow calculations will now be superseded on account of the inclusion of the Donor Site.

In summary, the supplementary report has provided a review of the previous Drainage Strategy Reports and has provided supplementary information regarding the selection of a Donor Site to remove surface water from the combined system in the Burry Port Harbour area. The principal Donor site will facilitate development in respect of the Grillo Site and

Sites 4, 5, 6 and 7. An on-site solution (acting independently from the principal Donor site) has been established to serve Sites 8.

The report has explained the rationale in terms of the selection of the SW Removal Donor Site and has provided substantial detailed calculations/modelling to demonstrate that an extension of the Enabling Infrastructure Works drainage system is achievable. In order for the Donor Site to be drained it will be necessary to lower the level of the previously proposed Surface Water Outfall Sewer.

The proposed means of foul and surface water drainage associated with this development is considered acceptable, whilst the donor site proposal ensures compliance with the MOU and addresses the issues raised in the HMA undertaken by DCWW.

In this respect it is worth noting that DCWW, NRW and the Authority's Land Drainage Division have raised no objections in relation to drainage subject to the imposition of conditions on any planning permission granted.

DCWW has stated that it has assessed the submitted drainage strategy. It is considered to be rational and capable of delivering adequate foul and surface water drainage without detriment to the public sewerage system. The precise details of that system, its connection points, rates of attenuation and associated surface water removal schemes will need to be agreed as part of the reserved matters submission. DCWW consider it likely that further conditions will need to be imposed in respect of such details when the reserved matters are considered.

DCWW also confirm that no problems are envisaged with the Waste Water Treatment Works for the treatment of domestic discharges from this site.

## **Ecology**

The application was accompanied by a number of reports that relate to this issue including the original ecological report and protected species report, and subsequently an ecological mitigation strategy and habitat regulations screening report. These reports have been assessed in detail by both the Authority's own Planning Ecologist and Natural Resources Wales and therefore their consultation responses are key in this respect and are referred to in this section.

The Ecological Mitigation Strategy provides a useful summary of the survey results for all the Burry Port harbour sites under consideration before providing a general overview in terms of the broad strategy required in order to mitigate the impacts of the proposed developments.

The Ecological Mitigation Strategy provides the following summary of the results of the initial and subsequent surveys undertaken by Waterman Energy, Environment and Design LTD for all of the Burry Port harbour sites

### **Bats**

It is noted that all British bat species are European Protected Species by virtue of their listing under Annex IV of EC Directive 92/43/EEC ('The Habitats Directive'). This Directive has been transposed into British Law under the Conservation of Habitats and Species Regulations 2010.

Regulation 9(5) of the 2010 Regulations requires all local planning authorities, in the exercise of all their functions, to have regard to the provisions of the Habitats Directive so far as they might be affected by those functions.

Under Regulation 41 of the 2010 Regulations it is an offence to:

- (1) deliberately capture, injure or kill any wild animal of a European protected species;
- (2) deliberately disturb animals of any such species. Disturbance of animals includes in particular any disturbance which is likely—
  - (a) to impair their ability—
    - (i) to survive, to breed or reproduce, or to rear or nurture their young; or
    - (ii) in the case of animals of a hibernating or migratory species, to hibernate or migrate; or
  - (b) to affect significantly the local distribution or abundance of the species to which they belong
- (3) deliberately take or destroy the eggs of such an animal; or (4) damage or destroy a breeding site or resting place of such an animal (including sites that are currently unoccupied).

It is acknowledged that all British bats are also protected under Schedule 5 of the Wildlife and Countryside Act (1981) (as amended). This legislation makes it an offence to intentionally to kill, injure, take from the wild, possess or trade in any species of British Bat, as well as intentionally or recklessly damage, destroy or obstruct access to any structure or place which bats use for shelter or protection. It is also an offence to disturb a bat/bats whilst they are using such a place. The possibility of encountering bats unexpectedly during works should be noted.

Whilst the planning applications for Grillo and Site 5/6 were accompanied by a Bat Survey, no bat survey was required to accompany this application due to the nature of the application site itself. The Authority's Planning Ecologist and NRW have therefore not raised any comments in relation to Bats on this site.

## **Reptiles**

During the reptile survey both common lizard and slow worm were recorded. The populations on the various sites ranged in terms size but was in general regarded as being low.

All common British reptiles, including common lizard and slow-worm are protected under Schedule 5 of the Wildlife and Countryside Act 1981 (as amended) making it an offence to kill or injure these species. Common lizard and slow-worm are SoPI under S42 of the NERC Act and are also listed on the LBAP. To avoid infringement of the legislation, contravention of the planning policies and harm to any reptiles found to be present on Site (in the former Grillo and Sites 5, 6, 7 and 8), prior to development it will be necessary to agree a mitigation strategy with the Local Planning Authority and NRW. This strategy will involve moving



reptiles from the development area to a suitable receptor site, followed by monitoring and management of the receptor area to ensure the reptile population persists.

### **Breeding and Wintering Birds**

Habitats on Site such as trees, scrub and rough grassland offer potential to support common and notable nesting birds during the breeding season and wintering birds. As such it was recommended that surveys for breeding birds were conducted in all areas of the Site (Sites 4, 5, 6, 7 & 8) in order to assess the value of the Site for both breeding and wintering birds.

Breeding bird surveys were carried out between 3rd June 2014 and 4th July 2014, which is within the optimal period for such surveys. Six survey visits were undertaken which is considered to be suitable to give an overall picture of the use of the Site by breeding birds.

The surveys were carried out following standard Common Bird Census methodology with all birds observed recorded on a map with their age, sex and behaviour recorded where possible. Surveys were carried out between 4:30am and 09:00am in suitable weather conditions.

A total of 36 species were recorded on the sites during the six breeding bird survey visits in 2014. During surveys of the 'Grillo site' undertaken between June and July 2014 a pair of ringed plover were seen showing signs of breeding behaviour. Ringed plover *Charadrius hiaticula* are an amber listed Bird of Conservation Concern (BoCC) and are listed as a Species of Principal Importance in Wales under Section 42 of the NERC Act.

Under the Section 1 of the Wildlife and Countryside Act 1981 (as amended) it is an offence to kill or injure any wild bird, take, damage or destroy the nest of any wild bird while that nest is in use or being built.

### **Flora & Habitats**

No protected plant species were recorded on Site during the 'Extended' Phase 1 Habitat Survey of the Site in 2014, although a large amount of the locally significant kidney vetch, as well as other notable species such pale flax were recorded in the majority of areas of the Site (Sites 4, 6, 7 & 8).

Additionally, several records of plant species identified as notable were returned by the Botanical Society of the British Isles (BSBI) as part of the Ecological Assessment undertaken by Waterman CPM in 2007. These included; hoary cress *Lepidium draba* and sea campion *Silene uniflora*.

The combined habitats on Site are considered to be classified as 'open mosaic habitats on previously developed land' which is a Habitat of Principal Importance (HoPI) for Conservation of Biological Diversity in Wales under section 42 of the Natural Environment and Rural communities Act 2006 (NERC Act).

The Ecological Report goes on to outline the mitigation strategy required to ensure that the Burry Port harbour sites can move forward in terms of development without having a detrimental impact upon the above listed. The mitigation measures are as follows:-

## **Bats**

The demolition of the Coastguard Station building would need to be carried out under a Natural Resources Wales (NRW) European Protected Species (EPS) licence and appropriate mitigation measures will be required to compensate for the loss of the roost within this building.

It is recommended that based on best practice guidelines further evening emergence and dawn re-entry surveys are undertaken to fully determine the use of this building by roosting bats and hence the ecological value of this building. This will allow the roost status to be fully classified and to inform the requirement for mitigation to compensate for the loss of the roost within this building.

## **Reptiles & Amphibians**

The majority of sites were shown to accommodate reptile populations of varying degrees.

In terms of mitigation it has been concluded at this stage, an area within the adjacent Millennium Coastal Park (MCP) of approximately 3.3ha, located adjacent to the eastern boundary of Site 6, is considered to be a suitable receptor site for reptiles, with large areas of rough unmanaged grassland similar to habitat found on the Burry Port harbour sites. This area was surveyed for presence/likely absence of reptiles and the results indicate that a 'low' population of slow-worm and a 'good' population of common lizard exist within this area of the MCP.

Reptile populations within the MCP are able to disperse eastwards through suitable habitat within the wider MCP area, it is therefore considered that following suitable enhancement, this area will have an increased carrying capacity for reptiles and will be able to support translocated slow-worm and common lizard populations from the Site (former Grillo and Sites 5, 6, 7 & 8).

It is recommended that a detailed mitigation and enhancement strategy is produced as part of any planning condition. This should detail the proposed enhancements of the receptor site which will need to undertake prior to the translocation exercise and a suitable management and monitoring regime required post translocation. The land adjacent to the eastern boundary of site 6 is within CCC control as part of the MCP.

## **Breeding & Wintering Birds**

It is noted that all breeding birds receive legal protection under the Wildlife and Countryside Act 1981 (as amended). Therefore, it is recommended that any vegetation clearance / building demolition works are undertaken outside the breeding bird season (March to August). However, if works cannot be undertaken outside the breeding bird season it is recommended that an ecologist inspects any trees to be felled, scrub and/or tall vegetation to be cleared and buildings to be demolished. An experienced ecologist should be deployed to carry out an inspection within 24 hours prior to the clearance. If an occupied nest is detected, then a buffer zone should be created around the nest, and clearance of this area delayed until the young have fledged.

Ringed plover *Charadrius hiaticula* are an amber listed Bird of Conservation Concern (BoCC) and are listed as a Species of Principal Importance in Wales under Section 42 of the NERC Act. During surveys of the Grillo site undertaken between June and July 2014 a

pair of ringed plover were seen showing signs of breeding behaviour and it is considered that habitats on the site are suitable for this species to nest. Ringed plover are an uncommon breeding bird in the southwest of Wales and so appropriate mitigation is recommended to reduce impacts of the development to this species.

Nesting gravel areas or islands within nearby water bodies (ponds, SuDS) would provide suitable nesting areas for the ringed plover currently using the site. The proposed construction works should be carried out outside of the breeding bird season (March to August inclusive). If works cannot be undertaken outside the breeding bird season, it is recommended an experienced ecologist is deployed to carry out an inspection no more than 24 hours prior to the commencement of works. If an occupied nest is detected, an appropriate buffer zone would be created around the nest, and clearance of this area delayed until the young have fledged.

Generally the Burry Port harbour sites are considered to offer limited potential for birds that are supported by the nearby designated sites (Burry Inlet and Loughor Estuary SSSI, Burry Inlet SPA and Ramsar site) due to habitats within the Site being unsuitable to support these wintering bird species which feed out on the mudflats and sandflats.

## **Flora & Habitats**

Following a review of the submitted ecological reports and following detailed discussions with officers within the Authority it has been highlighted that the proposed mitigation as set out in the original ecological reports was not feasible due to the contaminated nature of the sites.

Several options for mitigation for the loss of the 'Open Mosaic Habitats on Previously Developed Land' which is a Section 42 (NERC) habitats have been discussed. Large scale habitat creation was also discussed, however this would require the identification of a suitable site, and problems were discussed regarding the public perception of mitigation brownfield habitats in the MCP and also how many other sites would be unsuitable for creation purposes due to high fertility and unsuitable ground conditions.

As such an option which is currently being pursued is that of securing a large area of land at Morfa Berwick in Llanelli as a brownfield nature reserve and provision of management at the site. This land is owned by CCC and the applicant on the JV applications has confirmed acceptance of this in principle.

The above will entail the creation of a new nature reserve at the former Morfa Berwick site totally approximately 6 hectares in total area which is commensurate to the area of existing brownfield habitat to be lost on Sites 4,6, 7 and partially 8 as a result of the developments. In relation to Site 8 the development, will allow the retention and enhancement of existing habitat within the overall site with the exact area to be defined as part of any subsequent submission.

In relation to Invertebrates, it has been agreed that off site brownfield mitigation will allow some benefit to invertebrates, however as this is likely to be offsite and not in close proximity to existing invertebrate populations a suitable onsite landscaping scheme must also be devised.

The mitigation strategy concludes by recommending that the above mentioned mitigation measures are secured by the LPA either via condition or legal agreements.

In relation to the survey results and mitigation measures outlined above, the Authority's Planning Ecologist and NRW have raised no objection towards the proposed developments subject to the imposition of conditions and/or legal agreements. The Planning Ecologist has stated that the ecological mitigation strategy and ecological reports submitted in respect to the site and other applications in the wider area adequately addresses the required mitigation for the application in relation to habitat, reptiles, amphibians, invertebrates and breeding birds. NRW also welcome the mitigation measures outlined above.

### **Conservation of Habitats and Species Regulations 2010**

The Habitat Regulations Screening Report for the Burry Port harbour sites under consideration has been prepared to provide information on the implications of the Burry Port harbour regeneration sites on the CBEEMS. There is a requirement to assess any potential impacts to these sites under the Conservation of Habitats and Species Regulations 2010. Regulation 61 requires Carmarthenshire County Council as the competent authority to undertake a test of likely significant effects of the proposal on the SAC.

The Authority's Planning Ecologist undertook a TLSE in respect of all the pending planning applications in Burry Port harbour and this was sent to NRW for consideration on the 30<sup>th</sup> March, 2015. The TLSE identifies and addresses the following potential hazards and impacts on the features of the CBEEMS and their conservation objectives:-

- Increased organic matter and nutrient input into the CBEEMS.
- Construction/operational phase impacts on water quality by pollution run-off and dust.
- Disturbance to adjacent water bodies that may be used by Otter (SAC Feature) or wading bird species (SPA Feature) by noise and vibration.
- Disturbance to nearby SAC Habitats and SPA bird features by increased recreational pressure generated by the development.

The TLSE makes reference to the mitigation measures outlined in such documents as the Habitat Regulations Screening Report, Noise and Ecological reports etc submitted with the planning application before concluding that there will be no likely significant effects on the Carmarthen Bay & Estuaries SAC and Burry Inlet SPA & Ramsar features and their conservation objectives both alone or in combination.

In this respect it is worth noting that the Planning Inspector, and subsequently Welsh Ministers who determined the previous call in for Grillo concluded the same.

On the 7<sup>th</sup> April, 2015, NRW responded to consultation on the TLSE stating that they agree with the conclusion that the proposal is not likely to have a significant effect on Carmarthen Bay and Estuaries Special Area of Conservation (SAC), Burry Inlet Special Protection Area (SPA) and Burry Inlet Ramsar either alone or in combination.

### **EIA Screening – Grillo and JV**

Members are advised that a screening exercise relating to the requirement of an Environmental Impact Assessment was undertaken within the first three weeks of receipt of the application. The proposed development falls within Schedule 2, Part 10b of the Town and Country Planning (Environment Impact Assessment) (England and Wales) Regulations 1999. The area of development exceeds 0.5 hectares which is the applicable threshold for urban development projects, and as such the indicative threshold and criteria as shown in Column 3, Part 10 (infrastructure Projects) of Schedule 2 is relevant. Following due

consideration of the proposal, including the significant amount of supporting information submitted with the application, the development was not considered to have significant environmental effects in terms of its siting and size; it does not occupy a sensitive location and will not give rise to any complex adverse impact; and there are no important historical or environmental features associated with the site. On this basis it was not considered that the requirement of an EIA is applicable.

The Planning Inspector in his report on the previous Grillo call in inquiry stated in Paragraph 3 that “the possible need for EIA was considered afresh by Welsh Government after deciding to call the application in. It was concluded that the development would be unlikely to have significant environmental effects and that EIA was not required”.

As aforementioned in the preceding section of this report, the LPA as the competent authority has undertaken a TLSE in relation to this and other pending applications in the Burry Port harbour area and concluded that there will be no likely significant effects on the Carmarthen Bay & Estuaries SAC and Burry Inlet SPA & Ramsar features and their conservation objectives both alone or in combination. NRW has agreed with this conclusion.

## **CONCLUSION**

The application site is located within the defined settlement limits of Burry Port as delineated within the Adopted Carmarthenshire Local Development Plan, 2014, and is in fact designated as a mixed use site, with Policy EMP5 stating that the focus is likely to be on developing suitable retail provision along with appropriate commercial/tourism related uses. The current proposals accord with the aspirations of the LDP for the site in this respect.

The site comprises a previous industrialised site located within a sustainable location, and its redevelopment accords with the vision for the ‘Swansea Bay – Waterfront and Western Valleys’ area, which includes Llanelli as outlined in the Wales Spatial Plan. The redevelopment of this site will contribute to the wider regeneration of the Burry Port harbour area.

The redevelopment of this site will build on the considerable public investment already made in the harbour and the southern distributor road and deliver much needed regeneration to this part of Burry Port.

A further benefit of the scheme would be the remediation of the contamination under the site which poses a risk to controlled waters in the CBEEMS, and thus there are environmental benefits in this respect.

The efficient re-use of this previously developed site, and when considered both in isolation and in conjunction with the other pending planning applications for the wider Burry Port harbour area, will result in significant economic, environmental and social benefits to the area.

It is considered that the above appraisal has addressed the key material considerations associated with this application in detail.

On balance after careful examination of the site and its surrounding environs in the context of this application, together with the representations received to date it is considered that the proposal fully accords with the Local Development Plan.

As such this application is put forward with a favourable recommendation subject to the imposition of the following conditions.

## **RECOMMENDATION – APPROVAL**

### **CONDITIONS**

- 1 Application for approval of reserved matters must be made to the Local Planning Authority before the expiration of six years from the 25<sup>th</sup> November, 2015, and the development must be commenced not later than whichever is the later of the following:-
  - a) the expiration of eight years from the 25<sup>th</sup> November 2015;
  - b) the expiration of two years from the date of approval of the last of the reserved matters to be approved.
- 2 Development shall not commence until detailed plans of the access; appearance; landscaping; layout; and scale of each building stated in the application, have been submitted, and received the written approval of the Local Planning Authority.
- 3 Prior to the commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a reptile clearance, mitigation and translocation scheme shall be undertaken in accordance with details previously submitted to and approved in writing by the Local Planning Authority.
- 4 The development shall be undertaken in strict accordance with the recommendations made in the Updated Ecological Appraisal Report produced by Eco Vigour dated October 2018 and received on the 21<sup>st</sup> November, 2018 and the mitigation measures stated in the Ecological Mitigation Strategy – February 2019 produced by Asbri Planning and received on the 26<sup>th</sup> April, 2019.
- 5 Prior to the commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a full detailed ecological mitigation, enhancement and monitoring strategy shall be submitted to and approved in writing by the Local Planning Authority.
- 6 Prior to the commencement of development approved by this planning permission (or such other date or stage in development as may be agreed in writing with the Local Planning Authority), the following components of a scheme to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the Local Planning Authority:
  - (i) A preliminary risk assessment which has identified:
    - all previous uses;
    - potential contaminants associated with those uses;
    - a conceptual model of the site indicating sources, pathways and receptors;
    - potentially unacceptable risks arising from contamination at the site.

- (ii) A site investigation scheme, based on (i) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.
  - (iii) The site investigation results and the detailed risk assessment (ii) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.
- 7 Prior to the commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority), a verification plan providing details of the data that will be collected in order to demonstrate that the approved remediation strategy is complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved verification plan.
- 8 Prior to commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a verification report demonstrating completion of the works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved, in writing, by the Local Planning Authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan (a “long-term monitoring and maintenance plan”) for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as identified in the verification plan, and for the reporting of this to the Local Planning Authority.
- 9 Reports on monitoring, maintenance and any contingency action carried out in accordance with a long-term monitoring and maintenance plan shall be submitted to the Local Planning Authority as set out in that plan. On completion of the monitoring programme a final report demonstrating that all long- term site remediation criteria have been met and documenting the decision to cease monitoring shall be submitted to and approved in writing by the Local Planning Authority.
- 10 If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, and obtained written approval from the Local Planning Authority for, an amendment to the remediation strategy detailing how this unsuspected contamination shall be dealt with.
- 11 Prior to commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) full details of the surface water drainage system and separate foul water drainage system shall be submitted to and approved in writing by the Local Planning Authority. The approved systems shall be completed before any building is occupied.
- 12 Prior to commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a scheme to install oil and petrol separators, trapped gullies and roof drainage, sealed at ground level, shall

be submitted to, and approved in writing by, the Local Planning Authority. The scheme shall be implemented as approved.

- 13 Prior to commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a pollution prevention management plan detailing all necessary pollution prevention measures for the construction phase of the development including a scheme to treat and remove suspended solids from surface water run-off during construction works shall be submitted to and approved in writing by the Local Planning Authority. The details of the plan shall be implemented as approved and must be efficiently communicated to all contractors and sub-contractors (for example, via toolbox talks) and any deficiencies rectified immediately.
- 14 Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater.
- 15 Any facilities for the storage of oils, fuels or chemicals shall be sited on impervious bases and surrounded by impervious bund walls. The volume of the bunded compound should be at least equivalent to the capacity of the tank plus 10%. If there is multiple tankage, the compound should be at least equivalent to the capacity of the largest tank, or the combined capacity of interconnected tanks, plus 10%. All filling points, vents, gauges and site glasses must be located within the bund. The drainage system of the bund shall be sealed with no discharge to any watercourse, land or underground strata. Associated pipework should be located above ground and protected from accidental damage. All filling points and tank overflow pipe outlets should be detailed to discharge downwards into the bund.
- 16 Prior to the commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a Construction Management Plan should be submitted to and approved in writing by the Local Planning Authority.
- 17 Prior to the importation of any soil a copy of the certificate of analysis, details of the source of the topsoil and an interpretation of the analytical results by a suitably qualified individual shall be submitted to and approved in writing by the Local Planning Authority.
- 18 Prior to the commencement of demolition/construction works a scheme for the mitigation of dust shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented during all stages of demolition and construction. Vehicles transporting materials which are likely to cause dust onto and off site shall be suitably covered.
- 19 Prior to the commencement of the development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority), a scheme for the control of noise and vibration shall be submitted to and approved by the Local Planning Authority. The scheme shall comply with the guidance found in the BS5228: Noise Vibration and Control on Construction and Open Sites. Upon commencement of the development, work shall be carried out in accordance with the approved scheme.



- 20 The developer shall ensure that a professionally qualified archaeologist is present during the undertaking of any ground works in the development area, so that an archaeological watching brief can be carried out. The archaeological watching brief will be undertaken to the standards laid down by the Institute for Archaeologists. The Planning Authority will be informed, in writing at least two weeks prior to the commencement of the development, of the name of the said archaeologist.
- 21 The development shall be undertaken in strict accordance with the mitigation measures outlined in the Flood Consequence Assessment undertaken by WSP dated November 2018 and received by the Local Planning Authority on the 21<sup>st</sup> November, 2018.
- 22 Prior to the beneficial occupation of any of the development hereby approved, the offsite drainage betterment scheme identified in the Glanmor Terrace/Burrows Terrace area of Burry Port as outlined in the Drainage Strategy undertaken by WSP dated November 2018 and received on the 21<sup>st</sup> November, 2018, shall be undertaken in strict accordance with that report unless otherwise agreed in writing by the Local Planning Authority.
- 23 Prior to commencement of development full details of the proposed measures to facilitate traffic management, and the proposed crossing points on the B4311 Southern Distributor Road shall be submitted for the written approval of the Local Planning Authority and to the specification of the Local Highways Authority. Thereafter the approved scheme shall be implemented in full prior to the beneficial use of the development hereby approved.
- 24 Prior to the beneficial use of the development hereby approved a detailed Travel Plan for the site, setting out ways of reducing car usage and improvements to public transport, walking and cycling provision in the locality of the site and shall be submitted to and agreed in writing with the Local Planning Authority. The detailed Travel Plan shall be implemented in accordance with the approved details and at a timescale to be approved in writing by the Local Planning Authority.

## **REASONS**

- 1 Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.
- 2 In order to ensure a satisfactory layout of the site and in the interest of visual amenities.
- 3-5 In the interests of biodiversity.
- 6-10 To protect the environment and human health and comply with Local Development Plan Policy.
- 11 To reduce the risk of pollution to controlled waters (in particular the Carmarthen Bay and Estuaries SAC) and to prevent the increased risk of flooding, by ensuring the provision of a satisfactory means of foul and surface water disposal.
- 12 To protect controlled waters.

- 13 Prevent pollution of controlled waters and the wider environment.
- 14 There is an increased potential for pollution of controlled waters from inappropriate methods of piling.
- 15 To prevent pollution of the water environment.
- 16 Prevent pollution of controlled waters and the wider environment.
- 17 To protect human health
- 18-19 To preserve residential amenity and to protect human health.
- 20 To protect historic environment interests whilst enabling development.
- 21 To ensure that the development remains flood free.
- 22 To protect the integrity of the public sewerage system and prevention of pollution to the environment.
- 23-24 In the interest of highway safety.

## **REASONS FOR GRANTING PLANNING PERMISSION**

The decision to grant planning permission has been taken in accordance with Section 38 of the Planning and Compulsory Purchase Act 2004, which requires that, in determining a planning application the determination must be in accordance with the Development Plan unless material considerations indicate otherwise.

- It is considered that the proposal complies with Policy SP1 of the LDP in that the proposed development is environmentally sustainable.
- It is considered that the proposal complies with Policy SP2 of the LDP in that the proposed development is resilient to the impact of climate change and accords with the provisions of TAN15.
- It is considered that the proposal complies with Policy SP3 of the LDP in that the proposed development accords with the LDP's settlement framework.
- It is considered that the proposal complies with Policy SP8 of the LDP in that the minor retail element of the proposed development will not detract from the vitality and viability of the town centre.
- It is considered that the proposal complies with Policy SP9 of the LDP in that the proposed development is located in a sustainable location, accessible by a variety of transport means.
- It is considered that the proposal complies with Policy SP13 of the LDP in that the proposed development respects, and will not adversely affect the built and historic environment or its setting.

- It is considered that the proposal complies with Policy SP14 of the LDP in that proposed development protects and does not adversely affect the natural environment.
- It is considered that the proposal complies with Policy SP15 of the LDP in that the tourism element of the proposed development accords with the locational hierarchy and is acceptable in terms of scale and type of development.
- It is considered that the proposal complies with Policy SP17 of the LDP in that the proposed development will be served by appropriate infrastructure.
- It is considered that the proposal complies with Policy GP1 of the LDP in that the proposed development is sustainable and will enhance the character and appearance of the area.
- It is considered that the proposal complies with Policy GP2 of the LDP in that the proposed development is located within the defined settlement limits of Burry Port.
- It is considered that the proposal complies with Policy GP4 of the LDP in that adequate infrastructure is proposed to serve the proposed development.
- It is considered that the proposal complies with Policy H2 of the LDP in that the proposed housing element of the scheme is located within defined settlement limits and accords with the principles of the plan's strategy and its policies.
- It is considered that the proposal complies with Policy EMP2 of the LDP in that the proposal is within the Development Limits of Burry Port and is considered appropriate in terms of scale and land use.
- It is considered that the proposal complies with Policy EMP5 of the LDP in that the proposed development accords with the mixed use aspiration for the site.
- It is considered that the proposal complies with Policy TR2 of the LDP in that the proposed development is located in a highly accessible and sustainable location.
- It is considered that the proposal complies with Policy TR3 of the LDP in that the proposed development would not be detrimental to highway safety or cause significant harm to the amenity of residents.
- It is considered that the proposal complies with Policy EQ1 of the LDP in that the proposed development preserves the built and historic environment.
- It is considered that the proposal complies with Policy EQ4 of the LDP in that the proposed development will not have an adverse impact on priority species, habitats and features of principal importance.
- It is considered that the proposal complies with Policy EP1 of the LDP in that the proposed development will not lead to a deterioration of either the water environment and/or the quality of controlled waters.
- It is considered that the proposal complies with Policy EP2 of the LDP in that the proposed development will not result in any adverse pollution issues.

- It is considered that the proposal complies with Policy EP3 of the LDP in that the impact of surface water drainage and the effectiveness of incorporating SUDS has been fully investigated.
- It is considered that the proposal complies with Policy EP5 of the LDP in that the proposed development in this coastal location will not increase the risk of erosion, flooding or land instability.
- It is considered that the proposal complies with Policy TSM4 of the LDP in that the tourism element of the proposed development is located within defined settlement limits and accords with the relevant criterion under Policy SP15.

## **NOTE(S)**

- 1 The development hereby permitted shall be carried out strictly in accordance with the following schedule of plans received on the 21<sup>st</sup> November, 2018:-
  - Existing location plan (001) 1:1250 @ A0;
  - Proposed location plan 1:1250 @ A0 (002);
  - Proposed site plan 1:500 @ A0 (004);
  - Block plan (009) 1:500 @ A0.
- 2 Comments and guidance received from consultees relating to this application, including any other permissions or consents required, are available on the Authority's website.
- 3 Please note that this consent is specific to the plans and particulars approved as part of the application. Any departure from the approved plans will constitute unauthorised development and may be liable to enforcement action. You (or any subsequent developer) should advise the Council of any actual or proposed variations from the approved plans immediately so that you can be advised how to best resolve the matter.

In addition, any conditions which the Council has imposed on this consent will be listed above and should be read carefully. It is your (or any subsequent developers') responsibility to ensure that the terms of all conditions are met in full at the appropriate time (as outlined in the specific condition).

The commencement of development without firstly meeting in full the terms of any conditions which require the submission of details prior to the commencement of development will constitute unauthorised development. This will necessitate the submission of a further application to retain the unauthorised development and may render you liable to formal enforcement action.

Failure on the part of the developer to observe the requirements of any other conditions could result in the Council pursuing formal enforcement action in the form of a Breach of Condition Notice.

<b>Application No</b>	<b>S/38107</b>
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<b>Application Type</b>	Variation of Planning Condition(s)
<b>Proposal &amp; Location</b>	AMEND THE WORDING OF CONDITION 1 OF S/30599 (PROVISION OF UP TO 10,500 SQUARE METRES OF EMPLOYMENT FLOOR SPACE WITH AN APPRECIABLE LIVE / WORK ELEMENT, GRANTED 25/11/2015) TO ALLOW FOR A FURTHER 3 YEARS FOR THE SUBMISSION OF RESERVED MATTERS AT SITE 7, LAND ADJACENT TO SILVER TERRACE, BURRY PORT, SA16 0NA

<b>Applicant(s)</b>	DIRECTOR OF REGENERATION AND POLICY, CCC, WENDY WALTERS, ST DAVIDS PARK, JOBSWELL ROAD, CARMARTHEN, SA31 1JP
<b>Agent</b>	ASBRI PLANNING - RICHARD BOWEN, SUITE D, 1ST FLOOR, 220 HIGH STREET, SWANSEA, SA1 1NW
<b>Case Officer</b>	Robert Davies
<b>Ward</b>	Burry Port
<b>Date of validation</b>	04/12/2018

## CONSULTATIONS

**Head of Highways** – No objection. Advise that previous comments and conditions are applicable.

**Head of Public Protection** – No response received to date.

**Head of Corporate Property** – No response received to date.

**Pembrey and Burry Port Town Council** – No response received to date.

**Local Members** – County Councillor A Fox has not responded to date. County Councillor John James is a Member of the Planning Committee and has also not responded to date.

**Land Drainage** – No objection.

**Dwr Cymru/Welsh Water** – No objection.

**Natural Resources Wales** – No objection to the extension of time but advise that additional survey work may need to be carried out as a consequence of this, in order to ascertain if the

conclusions within any reports are still an accurate reflection of the conditions on site and to inform any recommendations and/or mitigation that may be required.

**Network Rail** – No response received to date.

**CADW** – No response received to date.

**Dyfed Archaeological Trust** - No response received to date.

**Neighbours/Public** – The application was advertised by virtue of both press and site notices. No representations received.

## **RELEVANT PLANNING HISTORY**

The following previous applications have been received on the application site:-

S/30599	Provision of up to 10,500 square metres of employment floor space with an appreciable live/work element Outline planning permission	25 November 2015
LL/00536	Demolition of visitor centre and day centre Notification of demolition (approval)	05 February 2002
S/02278	Auxiliary engineering works on sites 3, 4, 5 & 9 and preliminary works for route of proposed highway Full planning permission	01 February 2000
S/02223	Demolition, asbestos removal, site clearance, reinstatement and the construction of a temporary access road Notification of demolition (approval)	16 December 1999
S/01638	Demolition of main building retaining front section for use as offices Notification of demolition (approval)	19 January 1999
S/01385	Functional advertisement re: interpretative centre Advertisement granted	19 January 1999
S/00852	Change of use of existing building to youth club Full planning permission	24 October 1997
D5/13791	Erection of steel frame plastic coated steel sheeted industrial units Full planning permission	10 June 1991
D5/13342	Outline application for general industrial use Outline planning permission	10 December 1990
D5/10551	Change of use to general industrial use Full planning permission	16 May 1988

D5/9968	Outline application for general industrial use Outline planning permission	20 July 1987
D5/9463	Use of buildings for light industrial/warehousing/general industrial use Full planning permission	06 November 1986
D5/8729	Storage and distribution of coal Withdrawn	16 October 1985
D5/8300	Use of buildings for light industrial/warehousing Full planning permission	07 March 1985
D5/8078	Use of land for light industrial/warehousing Outline planning permission	18 October 1984
D5/6088	Oil storage depot Full planning refused	09 December 1981

## **APPRAISAL**

**This is an application in which Carmarthenshire County Council has an interest either as applicant/agent or in terms of land or property ownership.**

**In 2014, a number of outline applications were submitted by Carmarthenshire County Council for various developments linked with the wider regeneration of Burry Port harbour. These applications were subsequently approved towards the latter part of 2015.**

**This application relates to Site 7 at Burry Port harbour, and is an application to vary Condition 1 of S/30599 in order to allow a further 3 years for the submission of Reserved Matters.**

**The application was accompanied by the same drawings as previously submitted along with the following reports that were also previously submitted:-**

- **Heritage Desk Based Assessment 2014;**
- **Noise Assessment July 2014;**
- **Visual Assessment July 2014;**
- **Ground Investigation and Remediation Strategy August 2011.**

**Due to the passage of time, the following supporting reports were updated and submitted for consideration as part of this Section 73 application:-**

- **Planning Statement November 2018;**
- **Updated Ecological Appraisal October 2018;**
- **Drainage Strategy November 2018;**
- **Flood Consequence Assessment November 2018;**
- **Transport Assessment November 2018;**
- **Ecological Mitigation Strategy February 2019;**
- **Habitat Regulations Screening Report February 2019.**

**This Section 73 application to extend the period for the submission of reserved matters has been subject to a full consultation exercise with no objections being received from either statutory consultees or third parties.**

**The Local Planning Authority (LPA) considers that there has been no material change in circumstance since the previous outline planning permission was granted in 2015. The previous application was considered against the Carmarthenshire Local Development Plan (LDP) which was adopted in 2014 and which remains to be the statutory local planning policy document for the County. Since the previous approval, increased emphasis has been put on job creation at both a local and national level, and in this respect it is considered that the commercial element of the development will contribute positively to this.**

**Whilst Planning Policy Wales Edition 10 is now relevant from a national planning policy perspective, it is considered that the proposal fully accords with the aims and aspirations of this document.**

**In terms of the Well-being of Future Generations (Wales) Act 2015 the decision considers the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WCFG Act). The decision takes into account the ways of working set out at section 5 of the WCFG Act and it is considered that this decision is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WCFG Act.**

**This Section 73 application has been screened for Environmental Impact Assessment (EIA) purposes. In this respect the proposal has an acceptable package of supporting reports and where identified mitigation measures which reduce the impact of the development, and as such the proposal is not considered significant in the context of EIA regulations. Therefore the LPA considers that an EIA is not required for the proposed development.**

**The Authority's Planning Ecologist is currently in the process of undertaking an Appropriate Assessment under the Habitat Regulations to assess whether there is likely to be any significant effects on the Carmarthen Bay and Estuaries SAC and Burry Inlet SPA and Ramsar features and their conservation objectives both alone or in combination with other projects. When complete, this Appropriate Assessment will be sent to Natural Resources Wales (NRW) for consideration and agreement. Therefore Members of the Planning Committee are respectfully requested to resolve to approve the application subject to this Appropriate Assessment being undertaken and signed off by NRW.**

**The previous Planning Committee Report is attached below for Members information. This application to Vary Condition 1 of the previous planning permission to allow a further 3 years for the submission of reserved matters is put forward with a favourable recommendation subject to the imposition of conditions.**

**PREVIOUS PLANNING COMMITTEE REPORT - 2<sup>ND</sup> JUNE, 2015**



## **CONSULTATIONS**

**Head of Transport** – No objection subject to conditions.

**Head of Street Scene** – Land Drainage – No objection subject to conditions.

Agree that ground conditions are not conducive to infiltration as a means of surface water disposal, however the use of other SUDs techniques should be considered. Agree that submerged water outlets will play an integral part in the design of a surface water management system. Would welcome the use of sustainable systems where water can be retained prior to discharge when the tide has fallen.

Raise no adverse comments to either of the two surface water drainage options proposed subject to the submission of full details and calculations. Welcome the option of attenuation on site should discharges along the system be restricted.

In relation to flood risk offer no adverse comment. Agree that pluvial and surface water flood risk can be managed through the design and engineering of adequate storm water systems on site. Advise that NRW take the lead on the evaluation of tidal and fluvial flood risk.

**Head of Public Protection – Air Quality** – No objection subject to conditions.

**Head of Public Protection – Noise** – No objection subject to conditions.

**Head of Public Protection – Contaminated Land** – No objection. Advise that the proposed development is situated at or within 250 metres of former commercial or industrial land use. In order to ensure that former land uses are fully considered in relation to the proposed residential end use (and remediated where necessary), a suitably worded condition requiring further information to be submitted and approved prior to works commencing on site is requested. Conditions are also requested to address unsuspected contamination and soil importation.

**Head of Corporate Property** – No response received to date.

**Public Rights of Way Officer** – No response received to date.

**Pembrey and Burry Port Town Council** – Strongly support the application.

**Local Members** - County Councillor P E M Jones and County Councillor J James are both substitute Members of the Planning Committee and have therefore made no representations.

**Natural Resources Wales** - No objection subject to conditions.

The consultation response from NRW provides detailed comments in relation to Protected Sites, Ecology, Flood Risk, Foul and Surface Water Drainage, Carmarthen Bay and Estuaries European Marine Site Memorandum of Understanding, Contaminated Land, Waste and Pollution Prevention.

**Dwr Cymru/Welsh Water** – No objection subject to the imposition of conditions and advisory notes on any planning permission.

**Dyfed Archaeological Trust** – No objection. Advise that the Heritage Desk Based Assessment says that it is possible to discern the footprint of a number of buildings associated with the former Lead and Silver Works. It is not possible to discount the possibility that archaeological remains associated with the White Lead Works survive in the northwest quarter of the site.

The report concludes that if the development proposals include works that would impact on the standing archaeological remains, they should be the subject of archaeological building recording prior to demolition. DAT concur with these conclusions.

Accordingly DAT recommend that an appropriate building and photographic record should be made prior to any work commencing and this document placed in a suitable archive, and recommend the imposition of a condition to this effect on any planning permission granted.

**CADW** – No objection. Advise that there are no designated monuments or their setting will be affected by the proposed development: However, it remains possible that elements of lead and silver works may survive buried in the application area. Therefore, it is strongly recommended that the archaeological advisors to Carmarthenshire County Council, the Dyfed Archaeological Trusts, should be consulted on the impact of the proposed development on below ground archaeological remains.

The boundary of the Taf and Tywi Estuary Registered Landscape of Outstanding Historic Interest is immediately adjacent to the western boundary of the application area. This part of the Historic landscape has been characterised as being a product of the burgeoning coal industry of South-east Carmarthenshire during the 18th and early 19th century. The proposed redevelopment will therefore not be in full accord with the historic character, but when the surrounding historic character area is considered, one of terraced stone- and brick-built 19th century residential development, in filled with 20th century housing in a variety of styles and materials, the proposal is not significantly variant from the surrounding area.

**Network Rail** – **Network Rail** – Originally had a holding objection towards the proposal. Whilst the transport assessment indicates that the proposed development will not have a big increase in vehicular movements across the Church Road crossing, the pedestrian movements will increase substantially. Network Rail also had concerns regarding the vehicular movements as the pedestrian movements will certainly be converted into car journeys during the winter months. Network Rail therefore suggests a meeting is arranged to discuss the overall safety concerns and traffic management criteria.

Following such a meeting during which road/rail safety and traffic management systems were discussed, the Agent produced a briefing note setting out mitigation measures which primarily relate to the new school development on site 8. Provided these measures are implemented, Network Rail has confirmed that it withdraws its holding objection.

**Neighbours/Public** – The application was advertised by virtue of both press and site notices. One letter of representation received objecting towards the proposed development on the following grounds:-

The UK is now being prosecuted in the European Court on several cases of infringement of the Urban Waste Water Habitats directive and the prosecution against Dwr Cymru Welsh Water has proceeded last month on the grounds that the Rainscape and other schemes are clearly not likely to remediate the situation. At the present time there is no prospect of the Llanelli/Gowerton treatment works becoming compliant with the EU Habitats regulations. This cluster of developments will undoubtedly increase the pollution by raw and partially

treated sewage release into the Loughor Estuary. On these grounds this objection is extended to S/30597, S/30598, S/30599 and S/30600. None of these developments have the prospect of their foul discharges being properly treated by the current inadequate sewage system and the plans for improvement do not allow for this new development and are in themselves inadequate to bring the current system up to standard.

## RELEVANT PLANNING HISTORY

The following previous applications have been received on the application site:

S/27668	Pole mounted free standing general promotional signage Approved	14 March 2013
S/11564	Earthworks/construction of bund for temporary deposition of as-dredged silt Approved	09 February 2006
S/00094	Millennium Coastal Park V - harbour improvements etc. Approved	25 November 1996
D5/9877	Construction of covered wagon repair building Approved	13 October 1987
D5/9245	Construction of covered wagon repair building Approved	17 July 1986
D5/3922	Installation of plant Approved	13 September 1979
D5/728	Extension to production area Approved	24 February 1975

## APPRAISAL

**This is an application in which Carmarthenshire County Council has an interest either as applicant/agent or in terms of land or property ownership.**

## THE SITE

The application site which is referred to as Site 7 Burry Port Harbour is broadly rectangular in shape and measures approximately 1.93 hectares. The site is located to the immediate south of Gower Marine service centre and is in fact partly occupied by this business, whilst the remainder of the site comprises of cleared former industrial land that has been vacant for a number of years.

The B4311 Southern Distributor Road (SDR) lies to the south of the site beyond a raised grassed bund and the B4311 roundabout abuts the south western corner of the application site. The site is located within an area characterised by a mixture of different land uses including Gower Marine service centre as aforementioned, and also Amcanu sheet metal tailors and Hapus Dyrfa day nursery to the north of the site. Residential properties along Silver Terrace are located to the north east of the application site, whilst land to the south

east of the site is currently subject to an outline planning application for a new Welsh language primary school and nursery (Site 8). Some Members of the Planning Committee may recall granting planning permission for a new Tesco store on land on the opposite side of the road to the west and north west of the site.

The existing boat storage yard is accessed via a vehicular entrance along the western boundary of the site, which currently comprises the sole vehicular access point into the site as a whole. The north west corner of the application site comprises the storage yard which accommodates the overspill of boats from Gower Marine service centre and is enclosed by palisade fencing. The remainder of the site is largely bare ground comprising of coarse hard standing with large expanses of scrubland. The southern boundary is enclosed by a timber fence and a long brickwork wall intersects from west to east in the south western portion of the site. The site is generally dispersed with areas of overgrown vegetation.

A topographical survey of the site indicates that existing ground levels are generally in the range of 6.4 to 6.8m AOD.

The harbourside area of Burry Port previously formed part of a wider regeneration strategy and masterplan, which was formally adopted as Supplementary Planning Guidance to the previous UDP by the Authority following extensive public consultation. This previous SPG however is no longer applicable to the LDP and a number of the Burry Port harbour sites were taken out of settlement limits in the LDP due to flooding planning policy concerns. Since 2002 significant public investment has been made in the area with the aim of bringing forward and facilitating this regeneration strategy. These works include a £10 million southern distributor road (SDR) and £8m investment into the harbour/marina itself. To date unfortunately no significant development has taken place within this identified regeneration area; however this is one of a number of planning applications currently being considered by the LPA for this area.

The intertidal area and sea body to the south of the site comprises the Carmarthen Bay and Estuaries European Marine Street (CBEEMS). Three marine Natura 2000 sites together form the European Marine Site – Carmarthen Bay and Estuaries Special Area of Conservation (SAC), Carmarthen Bay Special Protection Area (SPA) and Burry Inlet SPA.

## **THE PROPOSAL**

The application seeks outline planning permission with all matters reserved for the provision of up to 10,500 square metres of employment floor space with an appreciable live / work element. The covering letter submitted with the application states that such a development has been identified as a longer term aspiration for the Burry Port harbour regeneration area, whilst demand has been shown regionally for small, flexible commercial accommodation.

The covering letter goes on to state that the aim of the live work proposal is to harness and encourage indigenous business and assist economic regeneration of the Burry Port area, and ultimately help to create a diverse mixed use scheme which along with the wider strategic regeneration of the harbour area will generate prosperity.

The proposal, which is referred to as the “Enterprise Village”, will focus on the commercial element of the overall regeneration scheme for the area. The concept of the “Creative Cluster” is an emerging model that sees the bringing together of a range of creative businesses as a cluster. The idea is a well established concept in a number of towns and cities where it has been tested over many years. The model varies between developments,

but typically brings together very flexible office and working space provision in a place where businesses often enjoy synergy amongst each other.

The current outline application has been accompanied by an indicative site plan which provides a conceptual layout for the proposed development. The scheme shown consists of a series of buildings focused around a courtyard/car park, and is accessed via a new dedicated vehicular access off the SDR to the south east corner of the application site. The proposed Creative Cluster activities will take place within new two storey buildings that will be flexibly designed to allow for some appreciable residential element also. The covering letter states that it is envisaged that the following types of uses could take place within such a scheme, and falling within the B1 Use Class: -

- Advertising and marketing
- Architecture
- Arts and antiques
- Crafts
- Design
- Designer fashion
- Film and video
- Interactive leisure software
- Performing arts
- Photography
- Publishing
- Music; and
- Software and computer services

The outline planning application itself has been accompanied by the following supporting information:-

- Location plan and site plans
- Design and Access Statement
- Planning Statement
- Transport Assessment
- Noise Assessment
- Ground Investigation and Remediation Strategy
- Visual Assessment
- Heritage Desk-Based Assessment
- Ecology Appraisal & Reptile Report
- Protected Species and Botanical Report
- Flood Consequence Assessment
- Drainage Strategy (Waterman)
- Foul and Surface Water Drainage Strategy (Quad Consult)

During the course of the planning application process the following additional supporting information was received:-

- Welsh language linguistic statement
- Transport briefing note

- Paramics revised proposed modelling report (Traffic Impact)
- Paramics model forecasting report (Traffic Impact)
- Habitats Regulations screening report
- Drainage strategy supplementary report
- Ecological mitigation strategy

This is one of a number of planning applications submitted around the same time for the comprehensive regeneration of the Burry Port harbour area. The other applications are as follows:-

S/30597 (Site 4) – Outline application for leisure development

S/30598 (Site 5 & 6) – Outline application for residential development

S/30600 (Site 8) – Outline application for a new Welsh medium primary school

S/30601 – Full application for enabling works to facilitate development

S/30678 (Former Grillo site) – Outline application for residential led development with some retail and leisure uses

## **PLANNING POLICY**

### **Local Planning Policy Context**

The application site is located outside but immediately adjacent to the defined settlement limits of Burry Port as delineated in the Adopted Carmarthenshire Local Development Plan (LDP), 2014.

In respect of the applications policy context reference is drawn to the following Strategic and Specific planning policies: -

Policy SP1 of the LDP promotes environmentally sustainable proposals and encourages the efficient use of vacant, underused or previously developed land.

Policy SP2 of the LDP supports proposals which respond to, are resilient to and adapt to minimise for the causes and impacts of climate change. Proposals for development which are located within areas at risk from flooding will be resisted unless they accord with the provisions of TAN15.

Policy SP3 of the LDP refers to the settlement framework and states that provision for growth and development will be at sustainable locations in accordance with the LSP's settlement framework. In this respect Burry Port is identified as a Service Centre.

Policy SP9 of the LDP promotes the provision of an efficient, effective, safe and sustainable integrated transport system.

Policy SP13 of the LDP states that development proposals should preserve or enhance the built and historic environment of the County, its cultural, townscape and landscape assets, and, where appropriate, their setting in accordance with national guidance and legislation.

Policy SP14 of the LDP states that development should reflect the need to protect, and wherever possible enhance the County's natural environment in accordance with national guidance and legislation.

Policy SP17 of the LDP states that development will be directed to locations where adequate and appropriate infrastructure is available or can be readily available.

Policy GP1 of the LDP promotes sustainability and high quality design, and seeks to ensure that development conforms with and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing, elevation treatment and detailing.

Policy GP4 of the LDP states that proposals for development will be permitted where the infrastructure is adequate to meet the needs of the development. Proposals where new or improved infrastructure is required but does not form part of an infrastructure provider's improvement programme may be permitted where it can be satisfactorily demonstrated that this infrastructure will exist, or where the required work is funded by the developer. Planning obligations and conditions will be used to ensure that new or improved facilities are provided to serve the new development.

Policy EMP2 of the LDP supports employment developments which are within, adjacent or directly related to the Development Limits of all defined settlements subject to location, scale and amenity considerations.

Policy TR2 of the LDP states that developments which have the potential for significant trip generation, should be located in a manner consistent with the plan's objectives and in locations which are well served by public transport and are accessible by cycling and walking.

Policy TR3 of the LDP highlights the highway design and layout considerations of developments and states that proposals which do not generate unacceptable levels of traffic on the surrounding road network, and would not be detrimental to highway safety or cause significant harm to the amenity of residents will be permitted.

Policy EQ1 of the LDP states that proposals affecting landscapes, townscapes buildings and sites or features of historic or archaeological interest will only be permitted where it preserves or enhances the built and historic environment.

Policy EQ4 of the LDP relates to biodiversity and states that proposals for development which have an adverse impact on priority species, habitats and features of recognised principal importance to the conservation of biodiversity and nature conservation (i.e. NERC & Local BAP, and other sites protected under European or UK legislation), will not be permitted unless satisfactory mitigation is proposed, and where exceptional circumstances where the reasons for development outweigh the need to safeguard biodiversity and where alternative habitat provision can be made.

Policy EP1 of the LDP states that proposals will be permitted where they do not lead to a deterioration of either the water environment and/or the quality of controlled waters. Proposals will, where appropriate, be expected to contribute towards improvements to water quality.

Policy EP2 of the LDP states that proposals should wherever possible seek to minimise the impacts of pollution. New developments will be required to demonstrate and satisfactorily address any issues in terms of air quality, water quality, light and noise pollution, and contaminated land.

Policy EP3 of the LDP requires proposals to demonstrate that the impact of surface water drainage, including the effectiveness of incorporating Sustainable Urban Drainage Systems (SUDS), has been fully investigated.

Policy EP5 of the LDP states that proposals for development in coastal locations will be permitted provided that they are necessary in that location and they do not increase the risk of erosion, flooding or land instability.

### **National Planning Policy Context**

National Planning Policy is contained within the Wales Spatial Plan, which provides an overall strategic framework, together with Planning Policy Wales (PPW), originally published by the Welsh Assembly Government in March 2002 with the most recent edition published in July 2014. PPW is supplemented by 21 Technical Advice Notes (TANs).

'People, Places, Futures, the Wales Spatial Plan' was updated in 2008. Llanelli is identified as a Primary Key Settlement as well as a Cross-Boundary Settlement in the Swansea Bay: The Waterfront and Western Valleys Area. Town Centre Regeneration in the Key Settlements is highlighted as a priority in the Wales Spatial Plan.

The WSP sets out a strategic framework to guide development across Wales, and its core theme seems to focus around promoting sustainable development. The WSP sets out visions for different areas of Wales. The vision for the 'Swansea Bay – Waterfront and Western Valleys' area, which includes Llanelli is:

*"An area of planned sustainable growth and environment improvement, realising its potential, supported by integrated transport within the area and externally and spreading prosperity to support the revitalisation of West Wales"*

One of the main elements of the strategy for the area is the development of a modern, attractive and vibrant waterfront urban area, which stretches from Port Talbot in the east through to Burry Port in the west taking in Neath, Swansea and Llanelli.

The Plan recognises that the area has the potential to become a key driver of the Welsh economy and development should be focused on Port Talbot, Neath, Swansea, and Llanelli prioritising the use of the abundant supply of brownfield land.

Planning Policy Wales is the principle document of the Welsh Assembly Government which sets out the land-use policy context for the consideration and evaluation of all types of development. The main thrust of PPW is to promote sustainable development by ensuring that the planning system provides for an adequate and continuous supply of land available and suitable for development to meet society's needs in a way that is consistent with overall sustainability principles.

Planning Policy Wales confirms at Paragraph 3.1.1 that the planning system:



***“...is intended to help protect the amenity and environment of towns, cities and the countryside in the public interest while promoting high quality, sustainable development.”***

This document in Paragraph 1.2.2 confirms that a primary principle or basic premise of the planning system is that it:

***“... must provide for an adequate and continuous supply of land, available and suitable for development to meet society’s needs. It must do this in a way that pays regard to:***

- ***overall sustainability principles, outcomes and objectives, paying particular attention to climate change as a key sustainability concern;***
- ***the Wales Spatial Plan;***
- ***detail policies on the different topic areas set out in PPW”***

Planning Policy Wales promotes the notion of sustainable development as being central to all planning decisions in Wales. Paragraph 4.1.1 of PPW states that:-

***“the goal of sustainable development is to “enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life of future generations”***

PPW in Paragraph 4.1.4 defines sustainable development in Wales:-

***“In Wales, this means enhancing the economic, social and environmental well being of people and communities, achieving a better quality of life for our own generations in ways which:***

- ***promote social justice and equality of opportunity; and***
- ***enhance the natural and cultural environment and respect its limits – using only our fair share of the earth’s resources and sustaining our cultural legacy.***

***Sustainable development is the process by which we reach the goal of sustainability.”***

The document outlines a number of relevant sustainable development principles, chief amongst which is the promotion of resource efficient settlement patterns and minimising land-take. There is also recognition that the location of development should aim to reduce demand for travel, especially journeys by private car.

Section 4.9 of PPW provides a preference for the re-use of land.

Paragraph 4.9.1 states that:

***“Previously developed (or brownfield) land (see Figure 4.3) should, wherever possible, be used in preference to greenfield sites, particularly those of high agricultural or ecological value. The Welsh Government recognises that not all previously developed land is suitable for development. This may be, for example, because of its location, the presence of protected species or valuable habitats or industrial heritage, or because it is highly contaminated. For sites like these it may***

***be appropriate to secure remediation for nature conservation, amenity value or to reduce risks to human health.”***

Paragraph 4.9.2 goes on to state that:

***“Many previously developed sites in built-up areas may be considered suitable for development because their re-use will promote sustainability objectives.”***

The Welsh Government, in the revised Chapter 7 of Planning Policy Wales (Economic Development), defines economic development as ‘development of land and buildings for activities that generate wealth, jobs and incomes’. It goes on to state that it is essential that the planning system considers, and makes provision for the whole economy and not just those defined under parts B1-B8 of the Town and Country Planning Use Classes Order. The planning system should also support economic and employment growth alongside social and environmental considerations within the context of sustainable development (PPW paragraph 7.1.3).

Paragraph 7.6.1 advises on development management and requires local authorities to adopt a positive and constructive approach to applications for economic development. In determining applications for economic land uses authorities should take account of the likely economic benefits. Key factors include:

- *‘The numbers and types of jobs expected to be created or retained on the site;*
- *Whether and how far the development will help redress economic disadvantage or support regeneration priorities;*
- *A consideration of the contribution to wider spatial strategies, for example the growth or regeneration of certain areas.’*

Planning Policy Wales is supplemented by various Technical Advice Notes (TAN’s) which provide more in depth guidance on specific issues. In this instance guidance contained in the following TAN’s are applicable:

- TAN 5 Nature Conservation and Planning (2009) seeks to ensure that protected species, habitats and designated sites are both protected and conserved by the planning system.
- TAN 11 Noise (1997) provides advice on how the planning system can be used to minimise the adverse impact of noise without placing unreasonable restrictions on development.
- TAN 12 Design (2014) seeks to promote sustainability principles through good design and identifies how local planning authorities can facilitate this process through the planning system.
- TAN 14 Coastal Planning (1998) provides advice on key issues relating to planning for the coastal zone, including recreation and heritage and shoreline management plans.
- TAN 15 Development and Flood Risk (2004) aims to direct new development away from those areas that are at high risk of flooding. Those areas of high risk are defined on a series of Development Advice Maps (DAMs) which detail three principle zones, A, B, C and sub-categories C1 and C2 that should be used to trigger Flood Consequence

Assessments. TAN 15 defines what is considered to be vulnerable development and provides advice on permissible land uses in relation to the location of the proposed development and the consequences of flooding.

- TAN18 Transport (2007) endeavours to ensure Wales develops an efficient and sustainable transport system to meet the needs of a modern, prosperous and inclusive society.
- TAN 20 Planning and the Welsh Language (2013) provides guidance on how the planning system considers the implications of the Welsh language when LDPs are prepared. Further advice is provided in terms of determining planning applications where the needs and interests of the Welsh language may be a material consideration. In essence, the TAN advises that planning applications should not be subject to Welsh language impact assessment as this would duplicate LDP site selection processes where LDP objectives indicated the need for such an assessment.
- TAN 23 Economic Development (2014) re-iterates the broad definition of economic development contained within the revised Chapter 7 of PPW, and states that it is important that the planning system recognises the economic aspects of all development and that planning decisions are made in a sustainable way which balance social, environmental and economic considerations.

With regards to protecting the integrity of the European designated site Regulation 61 of the Conservation of Habitats and Species Regulations 2010 reads as follows:-

### **Assessment of implications for European sites and European offshore marine sites**

#### **61.—**

- (1) A competent authority, before deciding to undertake, or give any consent, permission or other authorisation for, a plan or project which—
  - (a) is likely to have a significant effect on a European site or a European offshore marine site (either alone or in combination with other plans or projects), and
  - (b) is not directly connected with or necessary to the management of that site, must make an appropriate assessment of the implications for that site in view of that site's conservation objectives.
- (2) A person applying for any such consent, permission or other authorisation must provide such information as the competent authority may reasonably require for the purposes of the assessment or to enable them to determine whether an appropriate assessment is required.
- (3) The competent authority must for the purposes of the assessment consult the appropriate nature conservation body and have regard to any representations made by that body within such reasonable time as the authority specify.
- (4) They must also, if they consider it appropriate, take the opinion of the general public, and if they do so, they must take such steps for that purpose as they consider appropriate.

- (5) In the light of the conclusions of the assessment, and subject to regulation 62 (considerations of overriding public interest), the competent authority may agree to the plan or project only after having ascertained that it will not adversely affect the integrity of the European site or the European offshore marine site (as the case may be).
- (6) In considering whether a plan or project will adversely affect the integrity of the site, the authority must have regard to the manner in which it is proposed to be carried out or to any conditions or restrictions subject to which they propose that the consent, permission or other authorisation should be given.
- (7) This regulation does not apply in relation to a site which is—
  - (a) a European site by reason of regulation 8(1)(c), or
  - (b) a European offshore marine site by reason of regulation 15(c) of the 2007 Regulations (site protected in accordance with Article 5(4) of the Habitats Directive).
- (8) Where a plan or project requires an appropriate assessment both under this regulation and under the 2007 Regulations, the assessment required by this regulation need not identify those effects of the plan or project that are specifically attributable to that part of it that is to be carried out in Great Britain, provided that an assessment made for the purpose of this regulation and the 2007 Regulations assesses the effects of the plan or project as a whole.

Planning Policy Wales Technical Advice Note 5 'Nature Conservation and Planning' also reiterates this advice and seeks to ensure that protected species, habitats and designated sites are both protected and conserved by the planning system. In the case of this proposed development, where there is no direct on-site impact, it concentrates on those designated Natura 2000 sites to the south within the Loughor Estuary and Carmarthen Bay area.

In relation to flooding, when this planning application was originally received the application site was located within Zone C2 as defined by the Development Advice Maps (DAM) referred to under TAN 15. As a result of a detailed flood modelling exercise, Natural Resources Wales issued revised Flood Maps on the 1<sup>st</sup> May 2014, which indicate that the site is not at risk of flooding. This information has recently informed a change in the DAM's themselves, with the revised DAM's issued in January 2015 indicating that the site is within Zone A.

Figure 1 of Paragraph 4.2 of TAN 15 describes Zone A as being considered to be at little or no risk of fluvial or tidal/coastal flooding. Using the precautionary framework advocated by TAN 15, Zone A is used to indicate that the justification test outlined in Paragraph 6.2 of TAN 15 is not applicable and there is no need to consider flood risk further. Nevertheless a detailed Flood Consequence Assessment has been submitted with the application, and therefore the matter will be addressed in detail in the following appraisal with reference drawn to the consultation response received from NRW.

With regards to flooding and highly vulnerable development, Welsh Government issued a letter on the 9<sup>th</sup> January, 2014, which reinforces national planning policy on flooding and emphasises the need to consider climate change and the lifetime of development. Paragraph A1.5 of TAN15 identifies that a proposed development must provide a safe and

secure living and/or working environment throughout its life and that an assessment should include a flood event which has a 0.1% (or 1 in a 1000) probability of occurrence in any year.

Natural Resources Wales advise that the lifetime of development for residential development is 100 years, and for other development it is considered to be 75 years.

Therefore it is necessary to take account of the potential impact of climate change over the lifetime of development including a flood event which has a 0.1 % probability of occurrence.

### **THIRD PARTY REPRESENTATIONS**

It is noted that Network Rail has a holding objection which is addressed in the following appraisal.

### **APPRAISAL**

#### **Visual Assessment**

A Visual Assessment has been completed for the sites known as the Joint Venture sites to assess their suitability for a mixed-use residential and commercial development in visual terms.

The assessment concludes that views from within the town centre of Burry Port are limited by the flat, low lying nature of the topography.

From receptors to the south, including within the estuary itself and from the Gower Peninsula (4km away) it is considered that due to the distances involved development on the site would not be distinguishable from the remainder of the town.

The assessment states that Burry Port is primarily characterised by two and three storey development, whilst the undulating rural landscape and hillside to the north of the town forms a backdrop preventing any development intruding on to the sky line from this direction.

The skyline from views from the east and west of the site is dominated by built environment rather than by natural features.

The report goes on to recommend that through careful design, and sensitive treatment of scale, form and colour within the development this will assist in the visual integration with the existing town, and provide opportunities to maximise the potential of panoramic views of the Gower.

In relation to visual impact it must be remembered that the current application is in outline form only and therefore the LPA has control over matters of scale, design and layout at any subsequent reserved matters stage. The Authority's Landscape Officer has raised no objection to the current application, whilst the Planning Inspector's comments on the previous call-in inquiry on Grillo are relevant in this respect and were as follows:-

*"As indicated by Cadw, the impact on the Taf and Tywi Landscape of Outstanding Historic Interest is a material consideration". Whilst the Pembrey and Burry Port part of that landscape stands in sharp contrast to the more rural/agricultural neighbouring parts, apart from the harbours, little trace remains of the once thriving heavy industries of this area. Furthermore, the previous industrial buildings did nothing to enhance the character and*

*appearance if this part of Burry Port and the same can be said of the site in its present state. The Archaeological Assessment shows that there would be no adverse impact on listed structures or scheduled ancient monuments.*

*Although the application is in outline with all matters reserved for future consideration, the voluntary DAS shows how the layout could be designed to enhance the port area and complement the wider plans for the area. As the site lies within settlement limits, there would be no impact on open countryside, and the development would be seen in the context of existing largely two and three storey development in Burry Port without breaking the skyline in views from the coastline to the south.*

*The evidence submitted leads me to the view that, subject to the reserved matters, the proposal would enhance the character and appearance of the surrounding area, including the Taf and Tywi Landscape of Outstanding Historic interest”*

The Welsh Ministers agreed with Inspector’s comments in this respect.

## **Heritage Assessment**

A desk based archaeological and cultural assessment was commissioned to support the application.

It states that historic maps and other sources record the post medieval development of the site. Up to the early nineteenth century the site is recorded as undeveloped sand dunes. The Pembrey Iron and Coal Company was formed for the purpose of building a new harbour, to replace the silted Pembrey Harbour. In 1827 they were granted permission to do so with an Act of Parliament. This allowed the building of the “New Pembrey Harbour” (completed in 1935 and now known as Burry Port) and for the land to the east to be developed for several industrial purposes, the first of which was the nonferrous smelting which commenced in 1849 at the Pembrey Copper Works. This industrial site was redeveloped on several occasions for a number of uses

According to the 1880 OS Map, Site 7 was originally occupied by the White Lead Works within its north-west quarter, rough pasture within the north-east quarter, and the Lead and Silver Works within its southern half. The Lead and Silver Works were connected by rail to the remainder of the harbour, and a rail line also exited the Site in the direction of the scoured area which is likely to have been associated with sand extraction. By the time the 1969 OS Map was published, the White Lead Works area is now described as a builder’s yard, and the rail line to the south of the Lead and Silver Works connects to the substantial rail side infrastructure associated with the Carmarthen Bay Power Station. The next change only takes place in 1991, when a Boat Yard is depicted within the south-west quarter of Site 7.

Currently the Boat Yard now occupies the north-west quarter of the Site, and remains of the wall which originally separated the White Lead Works from the Lead and Silver Works is still standing. It is also possible to discern the footprint of a number of buildings associated with the former Lead and Silver Works within the southern half of Site 7, and it is not possible to discount the possibility that archaeological remains associated with the White Lead Works survive in the north-west quarter of the site, since its only subsequent uses are as a builder’s yard and then more recently as a boat yard. The South Distributor Road has been built over the southernmost extent of the former Lead and Silver Works, and it is possible that its southern boundary wall is that which survives immediately to the north of the Pembrey

Copper Works to the south of this new road. The north-east quarter of the Site does not seem to have been previously developed and remains as rough pasture.

Archaeological remains of the Lead and Silver Works and White Lead Works would be of no more than low (local) significance. They would be limited to the footprint of buildings and remaining standing walls, given the absence of the associated copper works buildings and their fragmentary state of preservation. If the proposals include works which would impact on the standing archaeological remains (boundary walls), it is recommended that these standing elements are the subject of archaeological building recording prior to demolition. Any copper ore slag should be reused once the walls are dismantled.

The Harbour Walls, breakwater and locks (61059) immediately to the west of the JV development Site are an important element of this landscape. These are Grade II Listed and, along with the Lighthouse (8428), they are the nearest listed features to the JV development Site. The nearest Scheduled Monument (SM) lies approximately 200 m to the south west of the JV development Site and covers the nineteenth century canal boats. These assets would not be directly affected by the development, however the settings of these assets would most likely benefit from the proposals, as their setting no longer includes most of the standing remains that would have been associated with Burry Port's industrial history, and are for the most part rough pasture areas, which do not make a positive contribution to their historic setting. The only exception to this are the standing boundary walls of some of the works which survive around the JV development Site, and the only standing structures that remain of Burry Ports industrial development around the harbour.

The assessment has identified that the site does not contain any designated archaeological remains.

Although it is recognised that the wider area of the Loughor Estuary was the site of human activity during the prehistoric, Roman and medieval periods the HER records no archaeological sites, monuments or find spots of earlier than post-medieval date within the 2 km radius study area, with the exception of the record of the Medieval Dyfatty Water Mill.

The fragmentary remains of mid and later nineteenth century industry and transport features would not be considered as of more than local archaeological interest.

Loss of any potential archaeological remains within the Site can be mitigated through a basic programme of building recording, and a watching brief over ground penetrating works.

Just like the copper ore slag which was tipped on the foreshore "slag tip" and re-used in harbour area, still to be found on bridges, school yard walls, and walls such as the Pembrey Copper Works wall near the lifeboat station 27, once the walls are dismantled it may be possible to re-use the material in the future development in this area including public realm.

The LPA has consulted Cadw, Dyfed Archaeological Trust and the Authority's Conservation Officer on the application. Whilst Conservation has not responded, Cadw has raised no objection whilst Dyfed Archaeological Trust also raises no objection subject to the imposition of conditions on any planning permission granted.

## **Air Quality**

It is understood that pre-application discussion with the Authority's Public Health Division established that a formal Air Quality Assessment Report was not required to accompany the

application. Nevertheless this issue is a material consideration and attention is drawn to the consultation response from the Authority's Environmental Health Practitioner that deals with Air Quality issues.

He advised that this application has been considered individually and in the context of the nature of other proposed developments in the wider Burry Port harbour area, along with consideration of their geographical location.

It is considered that the proposed development in isolation will not have a significant impact on air quality as regulated under the Environment Act 1995.

This particular application seeks to develop the concept of live/work space which has a number of environmental benefits with regard to energy use, reduced transport and carbon reduction from various perspectives. All of these contribute to sustainability for future generations. Whilst there are limited details available on this particular application, there is a proposal for the potential use of CHP boiler plant for the development, which may give rise to additional air pollution for the vicinity. At this stage it is not possible to determine whether the proposed development will have a significant adverse impact on air quality as regulated under the Environment Act 1995 and in relation to the requirements of Local Air Quality Management.

Therefore, as part of reserved matters, it is suggested that details pertaining to the CHP boilers or any other power generation plant associated with the development, be submitted to the Local Planning Authority for written approval prior to any full planning consent being granted.

However, there is a potential that the cumulative impact from all the developments may give rise to a significant impact. Whether the level of impact is sufficient to breach relevant air quality objective levels is unknown, and would be extremely difficult to model.

However, he goes on to advise that through the implementation of best practice and use of sustainable development techniques, reference to latest guidance and timely communication as developments proceed, the overall impacts can be minimised and hopefully ensure that air quality issues are not created. The response goes on to list some environmental mitigation measures that can assist in this respect.

The traffic assessments associated with the developments have indicated that there should not be a significant impact and the modelled traffic volumes do seem to fall below the criteria used for determining whether an air quality assessment would be required. However, as with all models it is difficult to predict future scenarios and with no previous air quality monitoring data for the town it is impossible to state that the increased traffic volumes relating to the developments will not impact on the locality. The location does benefit from being coastal and generally quite 'open' in nature, which will greatly assist with dispersion of pollution from traffic and other sources.

In order to determine whether there is any significant impact it is proposed to assess the existing road network in the vicinity to identify suitable locations to position nitrogen dioxide diffusion tubes that may form part of the Carmarthenshire air quality network. The data gathered from any tube sites set up will be used to try and determine whether there is any impact and if so, the magnitude of it.



The Authority's Head of Public Protection therefore raises no objection on air quality subject to the imposition of conditions on any planning permission granted.

## **Noise**

The application was accompanied by a Noise Assessment dated July 2014 and produced by Amledd Consulting. The key points raised in this document have been summarised in the consultation response received from the Authority's Environmental Health Practitioner that deals with Noise issues.

It is noted that the TAN 11 assessment of Site 7 indicates that with all future development for Burry Port present, the area falls into Noise Exposure Category (NEC) B. TAN 11 states that for NEC B, "Noise should be taken into account when determining planning applications and, where appropriate, conditions imposed to ensure an adequate level of protection."

It is stated in the Noise Assessment that the existing embankment located between the site and the B4311 already provides adequate screening and mitigates the noise for this section adequately.

However, the north western boundary is not screened by the barrier and therefore it is recommended that a condition is imposed on any planning permission requesting detail of an acoustic barrier in this location.

It is noted that to the North of the proposed development is an industrial building containing a sheet metal tailor, from which several extraction exhausts protrude from the roof running parallel to the site boundary. It was also confirmed by the Acoustic Consultant undertaking the Noise Assessment when on his site visit that the premises has no restriction on operating hours, and occasionally operate at night, which has the potential to harm residential amenity in this proposed live/work development.

Noise monitoring indicated that the 'mixed' noise from the industrial unit and traffic resulted in the proposed development being in NEC C. NEC C states that "Planning permission should not normally be granted. Where it is considered that permission should be given, for example, because there are no alternative quieter sites available, conditions should be imposed to ensure a commensurate level of protection against noise" and over 20dB of attenuation is required, which would not be achievable simply by screening with a wall or fence.

Care is therefore required at design stage to ensure noise levels within the buildings are to be kept to an acceptable level; this could involve the installation of sound insulated facades with suitable means of ventilation or by ensuring the orientation and internal layout of the buildings results in a facade comprised entirely of brickwork faces the existing industrial unit.

Given the mixed use nature of the development with a commercial and residential live/work element, care should be taken to ensure that noise does not affect residential amenity.

The Authority's Head of Public Protection therefore raises no objection on noise subject to the imposition of conditions on any planning permission granted.

## Impact upon the Welsh Language and Culture

Whilst a full Welsh Language Impact Assessment has not been required by the LPA, a Welsh Language Linguistic Statement dated October 2014 has been requested and submitted for all the pending Burry Port schemes, with the exception of the enabling works application. When this report was written, the application sites were allocated for development in the former Adopted Carmarthenshire Unitary Development Plan, 2006, whilst there was also a Development Brief that was adopted as Supplementary Planning Guidance. However as aforementioned, late on in the Local Development Plan process, the majority of the sites, with the exception of Site 4, were taken out of defined settlement limits due to conflict with the former Development Advice Maps referred to in TAN15.

The assessment, using the average household size for the Ward as derived from the 2011 Census information - 2.15 persons per household, states that the proposed developments as a whole would result in a population increase of some 860 (2.15 x 400).

In terms of demographics, at the time of the 2011 Census, the population of Burry Port Ward was 4,113 (aged 3 and over). Of this population, 36.2% (1,488) were able to read, write or speak Welsh, while the same figure for the County of Carmarthenshire was higher, at 46.5%. On a national level, this figure was 21.3%.

The assessment states, that as a result of the fact that the ward where the site is located has not only a greater proportion of individuals with an understanding of Welsh than at National level, though not at County level, it is evident that the Welsh language forms an important role and feature of the this community. Consequently, any proposed development within this community must wherever possible protect and promote the Welsh Language, as well mitigate any negative impacts such a development may introduce.

The assessment goes on to review the relevant planning policy context in relation to the Welsh Language, with specific attention drawn to TAN20, Policy SP18 of the Adopted LDP and the Adopted SPG on Welsh Language.

With regard to development management, the TAN maintains that, in determining individual planning applications and appeals where the needs and interests of the Welsh language may be a material consideration decisions must, as with all other planning applications, be based on planning grounds only and be reasonable. Adopted development plan policies are planning grounds, including those which have taken the needs and interests of the Welsh language into account. Planning applications should not be subject to Welsh language impact assessment, as this would duplicate LDP site selection processes where LDP objectives indicated the need for such an assessment.

On the latter issue, whilst the majority of the sites are no longer allocated for development within the Adopted LDP, they were only omitted at a very late stage in the LDP process (July 2013). Prior to this their sustainability credentials, including potential impact upon the Welsh Language would have been considered as part of the LDP allocation process. This was a relevant consideration in the LPA's decision not to request a full Welsh Language Impact Assessment, but nevertheless the impact upon the Welsh language is still a material consideration.

Policy SP18 of the LDP states that the interests of the Welsh language will be safeguarded and promoted. The SPG provides further guidance and elaborates on this and outlines examples of possible mitigation measures that could be included in development proposals

to safeguard and promote the Welsh language where there would be an adverse effect on the Welsh language. The list is not exhaustive but includes housing (with reference to phasing and affordable housing); employment (including retail); and education.

The assessment states that the 2011 census indicated that at a national level the number of people who speak Welsh has fallen in the past 10 years, however there have been considerable increases in younger children who spoke Welsh. Carmarthenshire has experienced the second largest decrease in the percentage of Welsh speakers during this 10 year period, whilst the census statistics indicate that the Welsh language has a significant role in the community of Burry Port.

The proposed development of the harbour area as a whole will provide for a range of housing types, including a percentage of affordable housing. Whilst there is no policy requirement to impose a phasing condition on the housing, it is inevitable that not all the development will come forward at the same time whilst the release of land can be controlled by the Local Authority as principal land owner. The assessment draws reference to housing data from Persimmon homes on sites which they have developed within close proximity in recent years, whereby it evidences that the majority of people who purchased the houses already lived within the SA post code area. Reference is also drawn to Joint Housing Land Availability studies which indicate a slow rate of building within the locality in recent times due to the slowdown in market conditions. In this respect it is argued that an increased rate of development is needed to meet local needs.

The developments will also contribute to local employment, primarily due to the leisure and tourism proposals on site 4, and the 10,500 sqm of employment space with an appreciable live/work element on site 7. The aim of the latter is to encourage indigenous businesses and possibly training opportunities. It is also worth noting that extant planning permission exists for Tesco to develop a retail store on a different site down the Burry Port harbour area, which will also create local jobs. Jobs will also be created during the construction phases of development.

The construction of a 330 place Welsh Primary school on site 8 which forms part of the local authority's future education development as contained within its Modernising Education Plan is also a key consideration in terms of impact on the Welsh language. This modern Welsh primary school will make a significant positive contribution towards learning in the medium of Welsh during early years. Financial contributions will also be secured from the residential developments towards improving education facilities generally within the catchment area as a whole, which may also relate to the Welsh medium secondary school at Stradey.

The assessment concludes that the proposed developments as a whole will only serve to have a positive impact on the Welsh language and its future in the settlement of Burry Port and the surrounding area. Nevertheless it does suggest some measures to maximise benefits on the Welsh language, which primarily relate to advertising, interpretation and holding local events in the medium of Welsh.

The proposed developments in the Burry Port harbour area will result in significant environmental and economic regeneration benefits. The LPA agrees with the conclusions and recommendations made in the Linguistic Assessment, whilst no objections or information to the contrary has been received. It has been evidenced that the proposed developments will contribute towards a range of house types including affordable housing, employment and education opportunities, which as a collective will contribute positively to safeguarding the Welsh language and culture.

On balance therefore it considered that a development of the scale proposed will not undermine the long-term viability of the Welsh language and culture of the wider area which is identified as a service centre in the Adopted LDP located on the sustainable transport corridor within close proximity to the growth area of Llanelli. The proposal is therefore considered to be in accord with the aims of Policy SP18 of the LDP.

## Highways

The applications for the development of the Burry Port harbour sites were supported by a Paramics micro-simulation traffic model and a detailed transport assessment that identified the likely travel characteristics and hence impact of the proposed development(s) on the local highway network.

In response to the holding objection from Network Rail who originally opined that the developments are likely to have a significant impact on increasing high vehicular traffic over the level crossing and bridge, Asbri Transport produced a technical note that provides a detailed assessment of the impact of the regeneration area on the existing railway crossings.

In relation to the above, reference is drawn to the consultation response and appraisal received from the Authority's Head of Transport, which is as follows:-

In 2011 an update of the existing Paramics micro-simulation traffic model produced for the B4311 Burry Port highway network was commissioned by Carmarthenshire County Council (CCC) and produced by Waterman Boreham Transport Planning (WBTP). The model had been developed to test future- year traffic scenarios and the impact of the developments proposed within the Burry Port Masterplan area. Forecast traffic modelling for three scenarios were produced, namely;

Future year (2028 + committed)

Future year with development (2028 + committed + development)

Future year full Masterplan (2028 + committed + development + UDP allocation)

The model included for study of the following junctions:

A484 Danlan Road / A484 Heol Gwscwm / B4311

B4311 / Furnace Road

B4311 / Tan y Bryn

B4311 / Heol Vaughan

B4311/ Station Road / Ashburnham Road

B4311 / Harbour / Ashburnham Road

B4311 Car Park / Un-named Road to Millennium Coastal Path Car Park

B4311 / Access / Industrial Park Estate

A484 Pwll Road / B4311

In addition, the model network was amended to include additional links to the proposed development sites within the Masterplan area. These changes provided for three additional zones as follows:-

**Zone 18** - to serve the former Grillo site, Site 5 and Site 6.

**Zone 19** - to serve Site 7

**Zone 20** - to serve Site 8 (and Site 9, now contained within red line of Site 8).

The results showed that, for the full Masterplan Scenario - AM Peak, the additional traffic of this scenario adds 4 seconds to the base average journey time from west to east and 9 seconds from east to west and is considered insignificant. Queuing across the network is marginally increased. Similar results were obtained for the PM Peak and showed that 17 seconds is added to the journey time from west to east, 13 seconds from east to west which is considered insignificant. Again, queuing across the network was only marginally increased.

In conclusion, and from evaluation of the results of the modelled scenarios, WBTP considered that capacity-focussed improvement of the modelled highway network was not required as a result of the developments proposed in the Burry Port Masterplan.

Subsequently, in August 2014, outline with all matters reserved applications were received to develop various sites within the Masterplan, in addition to a full planning application for enabling works.

As a result of the above proposals, particularly the use of Sites 8 and 9 for a new school (now combined as Site 8) and relocation of the Llanelli Sand and Dredging Ltd access, a further revision of the Paramics Modelling of the Future Year Masterplan scenario was made in Feb 2015, on behalf of CCC and Codex Land Limited, the owners of the former Grillo site). This assessed the impact of reducing the speed limit along the SDR from 40mph to 30mph from a point just east of the RNLI Lifeboat Station roundabout to a point just east of the newly proposed LS&D site access. Also, an additional zone has been included to the Paramics model Zone Plan:

**Zone 21** - to represent the relocated Llanelli Sand and Dredging Ltd Access.

Waterman again considered that the results from the modelling assessments have shown that the additional background traffic growth and traffic generated by the developments within the Burry Port Masterplan should not significantly affect journey times and the level of queuing within the network. It was considered by them that capacity-focussed improvements to the highway network are not required to accommodate the additional forecast Masterplan traffic and background traffic growth. The Burry Port Southern Distributor Road (B4311- SDR) was designed with the Masterplan in mind.

In between the running of the two PARAMICS traffic modelling scenarios outlined above, which assessed the traffic impacts associated with the proposed development sites, a Transport Assessment (TA), dated July 2014 was produced by Asbri Transport on behalf of the applicant, CCC. This TA was submitted in support of several outline planning applications for a major regeneration scheme in Burry Port.

The TA assessed the public transport, pedestrian and cycling infrastructure in the vicinity of all the proposed development sites which are located to both sides of the Burry Port Southern Distributor Road (B4311). It also analysed and discussed the findings of the PARAMICS modelling carried out by Waterman. In doing so the TA reports on the transport characteristics of the proposed developments and the likely impact of the proposals on the local transport network, namely:

- Consider any potential to increase congestion and delay on the SDR and the roundabouts along it;

- Analyse accident risks on the highway network within the assessment cordon adopted within the TA;
- Consider any potential to increase impact on noise and air quality;
- Identify any potential measures to increase accessibility / connectivity of the proposals.

Within the TA, a series of measures have been proposed to improve the permeability of the area for walking, cycling and access to public transport together with measures to facilitate integration with existing infrastructures/facilities. An area of previously unidentified land serving Llanelli Sand and Dredging Ltd has been incorporated within the site area to provide a formal off-street parking and drop-off area for the school.

The Authority's Head of Transport's response concludes that there is no highways technical reason why this application should be refused, and recommends approval subject to the imposition of a number of conditions on any planning permission granted.

With regards to the holding objection from Network Rail, as aforementioned Asbri Transport has produced a detailed assessment that identifies the impact of the Burry Port Regeneration Strategy Area (Regeneration Area) on the existing railway crossings across the West Wales Rail Line in Burry Port as follows:

- An automated level crossing on Heol Yr Eglwys; and,
- A road over-bridge and separate pedestrian footbridge on Station Road.

The technical note identifies:

- the existing traffic/pedestrian flows across the two crossings, based on recent surveys;
  - the likely increases in traffic/pedestrian flows across the two crossings; and hence,
  - the impact of the Regeneration Area on the existing crossings.

In order to assess the impact of the development proposals on the existing railway crossings, it was necessary to establish the conditions that exist within the surrounding transport network. Therefore, traffic surveys were undertaken at both crossings on Thursday 13th November 2014 (between 0700 and 1900) to determine the volume of vehicles and pedestrians currently using both crossings.

Asbri Transport also sought information on level crossing activations at Heol Yr Eglwys from Network Rail's Level Crossing Manager. As a worst-case scenario, the existing barriers are down a maximum of four times with a total closure time of 12 minutes (during the morning peak hour), and a maximum of 11 times with a total closure time of 33 minutes (during the evening peak three hour period).

In terms establishing the proposed impact of the development sites, the report looks at the travel characteristics of both vehicles and pedestrians. With regards to vehicles it has been established that the entire Regeneration Area will add a maximum of 51 vehicle movements (two-way) across the Station Road Bridge between 1700 and 1800, which equates to less than one vehicle per minute (two-way). At the level crossing it is anticipated the Regeneration Area will add a maximum of 35 vehicle movements (two-way) on Heol Yr

Eglwys between 0800 and 0900, which equates approximately one vehicle (two-way) every two minutes.

With regards to pedestrian movements, it is anticipated that the volume of pedestrian trips across the network generated by the Regeneration Area during periods will be relatively low. However, the proposed primary school (plot 8), which is close to the existing level crossing on Heol Yr Eglwys, will generate a significant proportion of pedestrian trips during network peak periods. It has been established that the entire Regeneration Area is likely to add a maximum of 35 pedestrian movements (two-way) across the Station Road footbridge (between 1500 and 1600), which equates to approximately one pedestrian (two-way) every two minutes. Across the level crossing, the Regeneration Area could add a maximum of 237 pedestrian movements (two-way) between 1500 and 1600, which equates to approximately 4 pedestrians per minute.

The assessment concludes that the maximum increases in traffic and pedestrian flows across the Station Road Bridge are relatively modest, with less than one vehicle per minute (two way) and approximately one pedestrian (two-way) every two minutes. It is therefore anticipated the impact of the Burry Port Regeneration Strategy Area on the Station Road Bridge will be minimal.

The maximum increases in traffic flows across the Heol Yr Eglwys level crossing are also considered to be relatively minor, with approximately one vehicle every two minutes. With the level crossing closed for three minutes (every time a train passes) the proposed development could increase the number of queuing vehicles by between one and two vehicles in total. Bearing in mind the crossing is closed a maximum of 4 times during the am peak hour (and less throughout the rest of the day) it is considered that the impact of the proposed development will be negligible.

However the increase in pedestrian flows across the crossing (primarily as a result of the proposed primary school) is greater, with up to four pedestrians (two-way) per minute. Again, with the crossing closed for up to three minutes (with every train pass) the average number of pedestrians waiting to cross the crossing could increase by up to 12 pedestrians. Bearing in mind the crossing is closed a maximum of 4 times during the am peak hour (and less throughout the rest of the day) it is considered that the impact of the proposed development will be negligible.

In conclusion, the report states that the increases in vehicular and pedestrian volumes as a result of the Regeneration Strategy Area will be relatively modest, and that the regeneration area will have a negligible impact on the operation/safety of the existing crossings.

The LPA has re-consulted Network Rail on the technical note received during the course of the planning application process, whilst Asbri Transport in producing this assessment has also liaised with Network Rail. Network Rail has stated that after studying the details submitted and consultation with their Level Crossing Manager and Asset Protection Engineer, Network Rail submits a holding objection to the above proposal. Network rail goes on to state that from their interpretation of the transport assessment it does not look as if the proposed development will have a big increase in vehicular movements across the Church Road crossing, however, the pedestrian movements will increase substantially. Network Rail also have concerns regarding the vehicular movements as the pedestrian movements will certainly be converted into car journeys during the winter months, therefore suggest a meeting is arranged to discuss the overall safety concerns and traffic management criteria.

This revised response from Network Rail does not raise concern with regards to Station Road Bridge crossing, and acknowledges that the proposed developments will not have a big increase in vehicular movements across Church Road. However it does raise concern over the substantial increase in pedestrian movements across Church Road, which as aforementioned will be associated with the new school development. In this respect, whilst Network Rail has a holding objection to all the pending applications, it does appear that their concern only relates to the potential impact associated with the proposed school development. In this respect the LPA will arrange a meeting with Network Rail and the applicant/agent to discuss their safety concerns and traffic management criteria in relation to the school development. Therefore Members of the Planning Committee are respectfully requested to resolve to approve the application pending the holding of such a meeting.

The B4311 Southern Distributor Road will be the principal means of access to all the Burry Port harbour development sites. This road was constructed at significant public expense to facilitate the regeneration of the Burry Port harbour area, an aspiration that has not been realised to date. Prior to the construction of the SDR there would have been more vehicular and pedestrian movements across the railway line, and therefore the SDR has relieved pressure in comparison to the historic situation. It is acknowledged that the character of a section of this road needs to change in order to successfully integrate the developments, for example by reducing the speed limit to 30mph and introducing additional footways and crossing points. The majority of the pending applications, with the exception of the enabling works application are currently in outline form with all matters reserved, and therefore the exact detail in terms of access points etc. will be agreed at reserved matters stage.

### **Ground Conditions**

The application was accompanied by a detailed Ground Investigation and Remediation Strategy produced by Environmental Scientifics Group dated August 2011. This report relates to all of the JV sites down the Burry Port harbour area (Sites 4, 5/6, 7, 8 and enabling works) which have an industrial history, and deals with ground investigation, risk assessments for human health and water quality, groundwater modelling and provision of an outline remedial strategy.

The scope of work for the report included:

- review of findings from reports of previous investigations (2004 to 2011);
- identification of sources of contamination on Sites 4, 5, 6, 7 and 8 by means of intrusive investigation, sampling, in-situ testing and laboratory testing;
- groundwater level and quality monitoring; tidal monitoring;
- assessment of the hydrogeology;
- assessment of the risks to human health;
- assessment of the risks to water quality using the Environment Agency Remedial Targets Methodology and related spreadsheet models for both upper and lower aquifer for each site and for the wider area;



- outline assessment of options for any remediation needed to protect human health and water quality.

The data on soils from Sites 4, 5 and 6, and previous land uses described for Sites 7 and 8 in previous reports were used to determine the substances likely to cause risks to human health, which were then included in the suite of determinants analysed on soil samples taken during the investigation. An outline appraisal of historic water quality data was carried out to identify substances of concern to be included in the suite of determinants for water samples. Tables of soils and water quality data, including the results of this and previous investigations, were compiled as a basis for the risk assessments.

Site-wide sources of contamination include former coal transport and railway use and made ground. In addition, there was a garage/petrol station in the south east of Site 7, adjacent to Site 8, a lead foundry on Site 7, zinc oxide works on the Grillo Site, copper works on Site 6, a boatyard on Site 5 and harbour dredging on Site 4. The main contaminants identified prior to this study, in either soils or water, were:

- Grillo site: metals, total petroleum hydrocarbons (TPH) and benzo(a)pyrene;
- Site 4: arsenic, TPH;
- Site 5: metals, TPH (including phenols);
- Site 6: metals, TPH including benzo(a)pyrene and other PAHs;
- Site 7: metals, phenols, naphthalene.

The published geological map covering the site and previous site investigations show the superficial deposits to comprise Blown Sands and estuarine alluvium over glacial deposits, including Boulder Clay and glacial sand and gravel. Made ground is present over those areas that have been investigated previously, and was expected to be found in those parts of the site included in this investigation.

The solid geology is shown to comprise predominantly Carboniferous sandstone, siltstone and mudstone with interbedded coal seams. Coal has been mined at depth beneath the site.

The site works were carried out in two phases. In Phase 1, between 31 January and 9 March 2011, intrusive investigations were carried out, comprising 26 trial pits and 20 rotary boreholes, sampling and analysis of soils and waters. The exploratory locations were chosen to provide information in areas that had not previously been investigated, and in some cases to substantiate previous investigations. Phase 2, in April 2011, comprised sampling and analysis of groundwater from all available boreholes in the Blown Sands, which had, by then, been identified as posing the main risk to the quality of surface water in the harbour and Loughor Estuary. Six groundwater level monitoring visits were undertaken during the period 7 March to 27 April 2011.

Preliminary risk assessments have been undertaken for the sites which identify the main potential sources, pathways and receptors. The sources of pollution are those soils that have been affected by industrial activity in the past. The potential pathways were identified as direct contact with contaminated soils and lateral and vertical migration through soils and aquifers. The receptors are of course the end users, site workers and aquifers/estuary.

The report goes on to provide a human health risk assessment and controlled waters risk assessment for each site before outlining remediation options.

Given the industrial history of the area, the number and concentrations of contaminants of concern to both human health and water quality were found to be relatively low. It appears that there has been significant attenuation of organic substances in both soils and water since previous investigations several years ago. Nevertheless, potential risks to human health from metals, PAHs (hydrocarbons) and asbestos were identified in some areas. PAHs of concern are limited to Sites 6 and 8. On Site 6 these are widespread, but on Site 8 they have only been found at high enough concentrations to pose a risk in the west of the site, possibly associated with the former garage in the east of Site 7. Where covered by hard standing they do not pose a risk to end users of the sites. Metals in soils at concentrations high enough to pose a risk to human health are widespread. Asbestos has been identified in a few locations.

It is concluded that the most appropriate method for soil treatment is to import the top 1m of clean cover in areas of gardens and soft landscaping on all of the sites to be developed. Due to the presence of asbestos, and its possible presence in locations that have not been subject to intrusive investigation, earth moving should be kept to a minimum during construction, and appropriate health and safety procedures used. Dust blow, in particular, should be prevented. Soils should only be removed for treatment to a waste facility if ground levels cannot be raised, and excavation is needed before placing the clean cover.

The import of clean soils for soft landscaping and gardens will also address the presence of boron, copper and zinc at concentrations high enough to cause phytotoxic effects.

Also given the long industrial history of the site, the concentrations of potential contaminants in both aquifers is lower than might be expected. The results of this investigation and assessment indicate that there is little risk of metals or PAHs causing pollution. The increase in areas of hard standing accompanying development will reduce infiltration over Sites 5, 6 and the Grillo Works, which comprise the main primary sources of the substances of concern. Their concentrations in the Blown Sands will, therefore, reduce over time. Improvements in water quality in the lower aquifer will take longer as there will be a significant time lag during migration through the alluvium. Moreover, the alluvium represents a long-term source as metals will, in effect be stored there. It is concluded that active remediation of groundwater in either aquifer does not present a cost-effective or necessary measure.

If possible, soils imported to protect human health should be of a similar pH to the soils on site, i.e. between 8 and 9. If the pH is below 7, there is a risk of metals being mobilised at higher concentrations by infiltrating rainwater, potentially leading to increased concentrations in groundwater.

In terms of controlled waters risk it is however recommended that continued monitoring of groundwater quality and levels is undertaken.

This report along with other previous assessments have been considered in detail by NRW, and the Authority's own Public Health Division. In their response to the current application NRW welcome the submission of the reports and advise that the controlled waters at this site are of high environmental sensitivity, due to its close proximity to the Carmarthen Bay and Estuaries SAC. NRW note the content of the reports and raise no objection towards the proposed development from this perspective subject to the imposition of conditions on any planning permission granted. The Authority's Public Health Division has also raised no objection subject to conditions.

On the issue of contamination and remediation generally, it is worth noting at this juncture that the Planning Inspector in his report on the previous Grillo call in inquiry at Paragraphs 51 and 119 notes the significant environmental benefits in terms of remediating contamination which is already leaching into the underlying aquifers and has the potential to impact on the CBEEMS. In this respect also, the Welsh Ministers in Paragraph 39 of their report agreed with the Inspector's conclusions on the effects of the remediation of the contamination of the Grillo site. Even though the JV sites are not as heavily contaminated as Grillo, these comments are in some respect relevant in this instance also as the proposed development will remediate an existing contaminated site and thus will result in an environmental improvement.

## **Flooding**

As aforementioned in the planning policy section of this report, at the time of the planning submission the application site was located within Zone C2 as defined by the Development Advice Maps (DAM's) referred to under TAN15, and therefore the application was accompanied by a detailed Flood Consequence Report produced Waterman Transport and Development LTD dated July 2014 and hydraulic modelling. However in January 2015 Welsh Government issued new DAM's which indicate that the site is now outside of the flood outlines zones, and this fact is acknowledged by NRW in their most recent response.

The accuracy of the DAM's for the Burry Port harbour area have been disputed for a number of years, and the revised DAM's now correspond with the revised flood maps issued by NRW in May 2014. The accuracy of the DAM's and the conflict with national planning policy on flooding was the key consideration in the call in inquiry relating to Grillo (2011/12). The Planning Inspector submitted that the most reliable evidence in respect on flooding should be given precedence, and whilst the NRW flood maps and DAM's had not been changed at that time, the Planning Inspector concluded that planning permission should be granted as material considerations were sufficient to outweigh conflict with planning policies restricting residential development within Zone C2. The Welsh Ministers (2013) disagreed with the Planning Inspector and refused planning permission on the basis that the proposal was contrary to planning policies which restrict residential development within Zone C2.

As already noted the application site is now within Zone A which TAN15 defines as being considered to be at little or no risk of fluvial or tidal/coastal flooding. Using the precautionary framework advocated by TAN 15, Zone A is used to indicate that the justification test outlined in Paragraph 6.2 of TAN 15 is not applicable and there is no need to consider flood risk further. Nevertheless due to the history of the area, and the fact that the application was originally accompanied by an FCA with associated hydraulic modelling, the matter is discussed further in this section of the report. In this respect reference is primarily drawn to the consultation response from NRW which provides their technical comments on the FCA and hydraulic modelling. NRW's response provides technical guidance on the site specific FCA and cumulatively with all the other development sites proposed down the Burry Port harbour area.

In terms of the site specific comments, in addition to the FCA a 1D2D Estry Tuflow model has been submitted, in support of the FCA that was created in a joint venture between NRW and Carmarthenshire County Council (CCC) in early 2014. The purpose of the model was to provide a detailed assessment of fluvial flood risk from the Nant Dyfatty, the primary watercourse within Burry Port. Upon receipt, the model underwent a review by NRW to ensure its suitability for assessing the fluvial flood risk from the Nant Dyfatty and enable flood map to be updated. The conclusion of the review was that the model was fit for purpose

to determine flood risk. As such, no technical review of the model has occurred as part of this FCA review.

The consultants have used the NRW/CCC Estry Tuflow model, under licence, to assess the fluvial flood risk to a number of development sites in Burry Port. However, in order to satisfy the requirements of TAN 15, the consultants have made minor amendments to the model in the form of:

- Assessment of blockage scenarios.
- Assessment of extreme tidal events.

The blockage scenarios include a 50% blockage to two culverts at Ashburnham Road and B4311. The proportion of blockage and location of the affected structures is considered appropriate.

Assessment of extreme tidal events was not conducted as part of the joint venture between NRW and CCC. Therefore, the consultants have included a tidal boundary, for which the application and location are considered appropriate. All tidal runs have included a constant QMED fluvial flow in the Nant Dyfatty, which is also considered appropriate.

All additional runs conducted to assess blockage and extreme tidal events are stable and have mass balance error well within the acceptable range, as stated within the TUFLOW manual.

The site remains dry in the fluvial 1%, 1% + climate change (CC), 0.1% and 0.1% + CC annual probability event (APE) modelled scenarios

The site remains dry for the 1% + CC but is inundated, on the Western boundary, to a maximum depth of ~0.130 metres during the 0.1% + CC fluvial events with a 50% blockage applied to the Ashburnham Road and B4311 culverts.

The site remains dry in the tidal 0.5%, 0.1% and 0.5% + CC APE modelled scenarios. However, the site is inundated to a maximum depth of ~0.130m in the 0.1% + CC APE tidal event. A flow path develops on the Western boundary of Site 7 before flowing in an Easterly direction. All floodwater is contained within the site and does not pass through the sites Eastern boundary.

The consultant has also run an extreme tidal event for the 0.5% APE event, plus climate change, with tidal levels at the upper extent of the confidence interval. This approach adds 0.3m and 0.5m to the 200yr + CC and 1000yr + CC tidal levels respectively. This results in a modelled tidal level of 7.05 mAOD for the 0.5% + CC event. This approach is considered conservative and is designed to assess uncertainty in the predicted tidal levels.

Results from the confidence interval model run show that there would be significant inundation of the site, with maximum depths of 0.3 to 0.4 metres in the Western area of Site 7 and ~0.2 metres in the eastern extent. The flood water passes through the site into neighbouring Site 8.

Due to inundation occurring during both the fluvial 0.1% + CC with 50% blockage and tidal 0.1% + CC APE events along the tidal 0.5% +CC confidence interval, the consultants have run proposed scenarios for the fluvial 0.1% + CC with 50% blockage and tidal 0.5% +CC confidence interval events The proposal has been modelled as a plateau of 7.1 m above

ordnance datum (AOD), covering a vast majority of the site, and a West to East conveyance channel along the Southern boundary of the site. The gully has an elevation of between 6.6 and 6.8 mAOD and is designed to allow the flow path to maintain its direction of travel.

The results from the proposed modelling demonstrate that the proposed development slab, set at 7.1 mAOD, would remain dry in both the fluvial 0.1% + CC plus blockage and tidal 0.5% + CC plus confidence interval. In both cases, the proposed conveyance channel to the South of the slab would act as designed and convey floodwater towards Site 8 on the Eastern boundary of Site 7. In the case of the fluvial 0.1% + CC plus blockage scenario, this results in floodwater depths of up to 0.1 metres within Site 8. These areas were dry in the existing scenario, and as such are considered detriment in the neighbouring proposed development Site 8. This is also the case for the tidal 0.5% + CC plus confidence interval scenario in which detriment of up to 25mm is observed in the Western extent of Site 8. It is stated within the FCA, that the affected area in Site 8 will be retained as a conservation and wetland area. Site 7 and 8 are under the same ownership as such the detriment would be accepted. If this is not the case, the owner of Site 8 would have to accept the detriment resulting from the Site 7 mitigation proposals. The detriment to the North West of Site 7, has a maximum water level elevation change of 3mm, and as such, is determined to be insignificant.

In summary, the FCA concludes that the site is at risk of flooding but proposes mitigation in the form of raising ground elevations to address flood risk; it also assesses the effect of the mitigation and there is a small increased flood risk to the east of Site 7 at Site 8. NRW are aware that Site 8 forms part of the wider redevelopment proposal and the increased flood risk is catered for.

Access and egress is discussed within the FCA, however NRW advise that this is a matter for the Local Authority's consideration. In this respect the FCA states that the primary access to the Site will be via a new road directly off the B4311 Road. The new Southern Distributor Road (B4311) to the south of the Site was constructed in 2004 with the intention of serving future development at Burry Port.

The maximum flood extent for the 0.1% probability fluvial event with 50% blockage does not encroach onto the B4311 along the Southern boundary of the Site. It is clear therefore, that even in this worst case scenario, occupants will be able to access/egress the Site via the new access road at the south-eastern corner onto the B4311 and beyond.

The Site remains elevated above the peak flood level. However, a flow path at or around existing ground levels is to be retained along the southern boundary, which conveys floodwaters around the raised plateau. The proposed access road will be constructed over this flow path so that the Site can be accessed safely even during this extreme event. Culverts will be constructed beneath the road to ensure that the flow path is retained.

The hydraulic modelling is robust and considers extreme events including climate change and the potential for flood risk from blockage at structures through which flood water passes. We accept that the proposed mitigation works effectively create a plateau that remains flood free for all scenarios considered within the FCA.

NRW's technical comments go on to state that although individual FCA's have been received for each development site, each development site is part of a larger, overall development for Burry Port, which has been termed the 'Master Plan'.

Each FCA has been reviewed from the viewpoint that each development is 'standalone', i.e. the developments are not part of the Master Plan. The response also assesses the impacts of the proposed sites as a collective.

The existing flood risk for each proposed development site has been assessed through use of a detailed 1D2D Estry TUFLOW model for both fluvial and tidal scenarios. The consultant has also met the requirements of TAN 15 through assessment of structure blockage and incorporation of predicted fluvial flow increases and sea level rise due to climate change. Where development sites are shown to be at risk during the modelled scenarios, mitigation proposals have been modelled to demonstrate how the flood risk can be managed.

Based upon the information provided to NRW, the Master Plan comprises of 6 sites. Each site has been assessed individually to determine the current flood risk and impacts of the proposals. As each development is part of the overall Master Plan, the consultant has modelled the Master Plan as a whole which assesses all development proposals in conjunction.

The modelled proposals are as follows:

- Site 4: Development Plateau set at 7.1 mAOD covering the entirety of the site.
- Site 5 and 6: Development Plateau set at 7.1 mAOD covering the entirety of the site.
- Site 7: Development Plateau set at 7.1 mAOD covering the entirety of the site, along with a conveyance channel along the Southern boundary with an elevation of 6.6 to 6.8 mAOD.
- Site 8: Development Plateau set at 6 mAOD which covers the proposed school building footprint.
- Former Grillo Site: Development Plateau set at 7.1 mAOD covering the entirety of the site.

The Master Plan scenario, encompassing all development proposals was only run for the tidal 0.5% plus climate change (CC) plus confidence interval, which throughout the individual site assessments, has represented the worst case scenario in terms of flood risk and inundation. The Master Plan scenario has not been run for any fluvial events. However, due to the limited flood outline arising from the extreme fluvial event, it is unlikely that the Master Plan would result in any changes to the results discussed in the FCA reviews for Site 7 and Site 4. The extreme fluvial flood outline does not extend to Sites 5, 6 and the former Grillo site.

All sites, during the Master Plan assessment remain dry. This is due to all development plateaus, except Site 8, being set at a level above the tidal 0.5% + CC plus confidence interval peak elevation.

An assessment of water surface elevation change was also conducted. It can be seen from the results that some areas of detriment do exist, primarily within the Western area of Site 8, the B4311 roundabout to the North of the former Grillo site and an area to the South of the former Grillo Site. However, all of these detriment areas were highlighted within the individual site assessments and the in combination assessment does not increase detriment

in these areas or create new areas of detriment. The Master Plan assessment does show that when all development plateaus are modelled in combination, the residential area of Burrows Terrace, Morlan Terrace and Silver Terrace all experience a reduction in flood level of up to ~30mm. In the individual site assessments, this residential area was not shown to experience a reduction in flood level. This is due to the development plateaus acting in combination to prevent the West to East flow path during the extreme tidal scenario.

In summary, NRW have reviewed the site specific FCAs and considered the combined development or Master Plan that relies on the results of hydraulic modelling. The FCAs conclude that flood risk at each site can be managed with mitigation, mainly in the form of raised ground elevations. It also assesses the effect of the mitigation and there is a small increased flood risk on the B4311 to the west of the site; there is also a very small increased flood risk on in an open public area adjacent to the marina all of which are detailed in the specific FCAs. It is also noteworthy that there is a reduction in flood risk to some existing residential property as a result of the Master Plan proposals.

Access and egress is discussed within each FCA, however NRW advise that is a matter for the Local Authority's consideration.

The hydraulic modelling is robust and considers extreme events including climate change and the potential for flood risk from blockage at structures through which flood water passes. NRW accept that the proposed Master Plan and site specific proposals acceptably manage flood risk associated with the proposals.

## **Water Quality**

There has been a long standing concern in relation to water quality in the CBEEMS, and therefore this section of the report is dedicated to this issue. However, this should not be read in isolation and needs to be considered in conjunction with following sections, especially that on foul and surface water drainage proposals.

In terms of water quality, a number of Environmental Statements have been produced in recent years with regards to other proposed developments within the Llanelli Waste Water Treatment catchment, which were tightly scoped to look at water quality. A number of key studies and reports have also been undertaken and referred to below which are relevant in this respect.

The quality of water discharged into the European protected CBEEMS is seen as a key issue in assessing the impact of this, and other proposed developments, on the Loughor Estuary. As early as 2001 the Loughor Estuary was designated as a "Sensitive" area (eutrophic) under the Urban Waste Water Treatment Directive. Such a designation and acknowledgement of the need to improve water quality has been the main driver in implementing improvements in water treatment at various waste water treatment works (WwTW) which discharge into the Burry Inlet and wider estuary. Successive Asset Management Plan programmes (AMPs) by Dwr Cymru/Welsh Water (DCWW) have seen improvements in nitrogen removal at Llanelli, Gowerton, and Llannant, in addition to which, ultra violet (UV) disinfection to kill bacteria has also been implemented to improve the quality of effluent discharged through combined sewer overflows (CSOs). The latter being a safety mechanism which discharges untreated sewerage into the estuary when excessive storm water volumes overload the system, in order to avoid surcharging of domestic properties, with raw sewerage discharged into the estuary.

The 'Loughor Estuary – Water Quality & Nutrient Assessment' (Final), Report No. RN2020, Revision 2 (1 May 2009), prepared by Metoc PLC, commonly known as the Metoc Report provides a qualitative assessment of water quality in the Loughor Estuary by analysing monitoring data from 1990 to 2008, thereby defining the past and current trends in terms of chemical determinants and water quality generally. A key consideration is that the sewage system in the majority of the Llanelli catchment carries both foul and surface water. During storm conditions the surface water runoff enters the system and combines with foul water. In order to prevent flooding to properties in severe storm conditions, excess storm sewage is discharged via combined sewer overflows (CSO's) to watercourses or the Estuary. The matter is therefore one of capacity within the conveying system to accommodate additional surface water flows.

The analysis undertaken as part of the Metoc study indicates that the load level of all chemical determinants from domestic sewerage to the Estuary have reduced significantly over the past ten years or so in response to sewerage improvements under successive AMP periods and the rationalisation of treatment facilities. Nitrate and phosphate loads have decreased to 54% and 64% of previous levels respectively and biological oxygen demand (BOD) to 60%.

Further breakdown of the contribution of loading from primary sources show that the nitrate load contributed by all the WwTW discharges more than halved over the monitoring period between 1990 and 2008 from 52% to 25%. The phosphate load contribution reduction was significantly less, a 9% reduction from 73% to 64%. This indicates that phosphate levels remain relatively high, compared to improvements in nitrates and BOD. Moreover, the study indicates that WwTW are the highest contributors of phosphates to the total load in the Estuary which suggests that in order to improve the quality of water in the Estuary, further phosphate removal would be required at the WwTWs.

The accurate baseline provided by the Metoc Report has provided the basis for required mitigation. Welsh Water's AMP 4 programme at Northumberland pumping station was substantially completed in March 2010 and involved the conversion of former primary settlement tanks to provide additional storage for combined overflows during storm conditions. The programme also included the provision of Ultra Violet treatment facilities at the plant to treat the bacterial load in the overflow waters. The Ultra Violet treatment effectively reduces the bacterial load in the discharges such that the impact on the controlled waters of the Estuary would be reduced to levels compliant with the Shellfish Waters Directive. Similarly, as part of the programme Ultra Violet disinfection is also being provided on the overflow at Llanelli WwTW.

In the context of the Llanelli WwTW catchment area, DCWW previously confirmed that the AMP 4 works were designed to accommodate a level of development that is broadly equivalent to that previously committed and designated in the Authority's UDP, based upon current discharge rates and with no additional surface water being allowed to enter the system. This should be further qualified in terms of the permitted level of CSOs, which although intermittent in nature, would remain within consented levels, even with the proposed and identified developments in the previous UDP. The effects of CSOs mean that additional nutrients are released into the estuary under storm conditions, which given the less than favourable condition of the CBEEMS, has meant the receiving waters are under review as a candidate Polluted Water (Eutrophic) under the Nitrates Directive. As a result, any increase in nutrient levels, however small, would not be acceptable without mitigation.



The application site was originally allocated for development within the previous UDP, and similarly in the LDP prior to its late omission from the LDP on flooding grounds. The Planning Inspector's report on the LDP noted that the current rolling 5 year Asset Management Plan (AMP) 5 runs from April 2010 to March 2015. There are planned improvements and upgrades to infrastructure in Carmarthenshire that would be delivered within this AMP 5 period. The Inspector noted that funding for the AMP 6 programme is not anticipated to be confirmed until December 2014. However, where necessary, a phased release of sites could be delivered post 2015 or appropriate developer contributions could be sought to facilitate bringing forward any necessary improvements to accommodate development<sup>84</sup>. DCWW confirmed during the examination that the existing and planned infrastructure would have sufficient capacity to service the level of growth anticipated to 2021.

One practical and direct means of mitigation is the segregation of foul and surface water at source, which would prove most beneficial on brownfield sites where there may be historic foul and surface water flows discharged into the combined system. This would see a reduction in surface water entering the combined system, and thereby reduce the premature discharge of storm sewage. The on-site separation of surface and foul flows and the progressive removal of surface water from the combined system would release capacity to accommodate more raw sewerage, while the AMP 4 programme has provided additional storage at Northumberland pumping station, reducing the volume of spillages thereby ensuring more sewerage is processed through the biological treatment process and anoxic zone treatment. This should result in an increase in the removal of nitrates through the anoxic zone process at the WwTW and consequently decrease the loading of nitrates discharged into the Estuary. The additional storage provided at Northumberland PS will not eliminate CSOs, but should mark a reduction in their frequency and duration. The aforementioned UV treatment of CSOs will also assist in treating the bacterial content of untreated effluent.

The data in the Metoc study suggests that the proposed levels of development indicated in the previous UDP would lead to an increase of approximately 2,840 domestic population equivalence or 4% of the design population equivalence of the receiving WwTW. This equates to an increase in sewer flow of 0.8% of present flow to the WwTW which the system presently has capacity to process. It should be stressed, however, that the Metoc study is based on the modelling of previously recorded data and does not therefore take account of the significant benefits provided by the recent AMP 4 works at Northumberland pumping station and Llanelli WwTW, which DCWW have estimated would accommodate the requirements of a population equivalence of 4000 people. The Metoc report also could not consider and envisage the improvements and upgrading works committed through AMP 5 (2010-2015), AMP6 (2015-2020) and other schemes undertaken by DCWW to reduce CSO spills e.g. Rainscape, Llanelli.

Further on the issue of surface water removal, the Memorandum of Understanding (MoU) entered into between Carmarthenshire County Council, City and County of Swansea, Dwr Cymru/Welsh Water and the former Environment Agency and Countryside Council for Wales (now Natural Resources Wales) 2011 is relevant. This document sets out the partnership approach to improve and safeguard the environmental quality of the CBEEMS when taking decisions on development and regeneration schemes. The MOU includes, inter alia, a commitment on the part of the Local Planning Authority to manage a Register which records the increased foul sewage discharges (emanating from new developments) and also the amount of surface water to be removed from the combined sewerage network as part of development proposals. The commitment by developers to remove surface water from the combined system as part of development proposals thereby achieving betterment in the

system is defined in the MOU and this in turn achieves benefits in terms of hydraulic loading and a reduction in the frequency of existing discharge events into the estuary.

In recognition of the need to mitigate any increase in nutrient loading, however small, the removal of nutrients, and principally phosphate removal has been seen as a priority. The installation of an additional phosphate removal process at the WwTW at Llannant treatment works (which discharges into the estuary) in 2010 was seen as one action to serve this process and the incremental dosing of the phosphate ensures that any developments subsequently permitted would not increase the phosphates discharged.

Since the most recent Memorandum of Understanding was signed in September 2011, two significant developments have taken place:-

**Burry Inlet Cockle Mortalities Investigation report 2009 - 2011: a technical report to Environment Agency Wales published in January 2012.** This three-year investigation into the cockle deaths that damaged the fishery in the Burry Inlet has concluded that pollution is not to blame. The study, led by experts from Hull University, ruled out the vast majority of possible causes of the mortalities. The report concluded that a combination of parasites, over-crowding and conditioning of the cockles after spawning is likely to have contributed to the mortalities. The report stated that 'the overall conclusion from the water quality analysis must be that it is most unlikely that the general water quality of the Burry Inlet is contributing in any meaningful way to the decline of the cockle fishery' (p.34).

**David Tyldesley and Associates have undertaken a Habitat Regulation Assessment** of the effects of wastewater associated with new development in the catchment of the Carmarthen Bay and Estuaries European Marine Site for the City and County of Swansea (*Habitats Regulation Assessment of the Effects of Wastewater associated with new Developments in the Catchment of the Carmarthen Bay and Estuaries European Marine Site*, April 2012).

The assessment concluded that developments which could be accommodated within the current licence arrangements/capacity of the WwTWs (as consented by the former EAW and reviewed under their RoC process) will not be likely to have a significant effect either alone or in combination on the CBEEMS. These cover the Gowerton, Llanelli and Llannant sewerage catchments.

It also concludes that within the context of the requirements of Regulation 61 of the Habitats Regulations, and based upon current understanding of the potential links between water quality and cockle mortality, there was no requirement for precautionary interim nutrient stripping at Llannant for developments that can be accommodated within current NRW discharge consents within the CBEEMS.

In addition, while the separation of surface water may be beneficial in terms of improving water quality within the system as a whole, the Assessment finds that it was not deemed to be necessary in terms of meeting the requirements of the Regulation 61 assessment.

Given that the impacts associated with the relevant WwTW have already been assessed by the former EAW as the relevant Competent Authority in respect of discharge consents within the catchment of the CBEEMS, it can be concluded that the same principles apply within Carmarthenshire for the current proposal as the EAW review of consents process covers catchments within Carmarthenshire, the WwTWs covering the Burry Inlet discharge area (Gower, Llanelli and Llannant sewerage catchment area) which serves this development.

NRW has confirmed that the most recent RoC was undertaken in early 2010 when all the Burry Port harbour sites were allocated for development in the former UDP.

However, despite the findings of the above assessment, the precautionary approach adopted by the Authority whereby development schemes are required to provide compensatory measures to the sewer system, combined with the ongoing nutrient stripping at the Llanant Plant, will serve to continue the trend of progressive improvements in the water quality of the Loughor Estuary. Nutrient removal measures are not within the control of developers and therefore must be provided by DCWW on the advice of NRW, both of which have raised no objection to this application. The issue of drainage betterment is addressed in further detail on the foul and surface water drainage section of this report.

Also in relation to water quality, it is worth noting the comments made by the Planning Inspector and subsequently Welsh Ministers who considered and determined the previous Grillo call-in. Having considered the matters of remediating contamination of the site and on sewerage and surface water discharges they concluded that they were satisfied that the proposal, alone and/or in combination with other developments, would not have a significant effect on the integrity of the CBEEMS or an adverse impact on the wider environment.

The Planning Inspector's report for the LDP draws reference to the successive AMP programmes, agreed Memorandum of Understanding and removal of surface water schemes before referring to the Habitat Risk Assessment (HRA). The HRA considered the potential effects of the Plan on the European site network and found there to be no likely significant effects on the CBEEMS alone or in-combination with other known plans or projects. The Inspector stated that the plan makes provision for appropriate considerations and measures to address water quality issues. In addition, there are a number of multi-agency commitments via the partners and signatories to the MOU to ensure that water quality issues are addressed. These include improvements in the Waste Water Treatment Works capacity, treatment levels and discharge quality through programmes in the River Basin Management Plan (under the requirements of the WFD) and through funding allocations and priorities secured through the AMP process.

The Inspector went on to note that development could be brought forward and through the provisions of the Plan, could contribute incrementally towards betterment in terms of reducing the amount of surface water entering the combined system. Improved infrastructure could also be delivered through the DCWW AMP and via appropriate developer contributions where necessary. Furthermore, multi-agency initiatives and infrastructure improvements within the area would enable the level of development planned to proceed.

In summary, it has been demonstrated that Dwr Cymru/Welsh Water's AMP programmes and the provision of additional phosphate removal have resulted in progressive improvements in water quality in the Estuary and mitigate the potential impacts associated with developments identified in the previous UDP, whilst subsequent AMP programmes will continue this trend to ensure deliverability of LDP. In addition, the progressive removal of surface water from the combined system will result in betterment in terms of the capacity of the sewerage system and discharges into the Estuary.

### **Foul and Surface Water Drainage**

The application was originally accompanied by a detailed foul and surface water drainage strategy which explains existing site drainage conditions and proposed means of foul and

surface water drainage methods. A subsequent Drainage Strategy Supplementary Report has also been received which provides information relating to the removal of surface water from the combined drainage system at a donor site in Burry Port, and this report should be read in conjunction with the original drainage report.

The supporting Drainage Reports submitted make reference to a Hydraulic Modelling Assessment (HMA) undertaken by DCWW, the outcome of which has informed the relevant drainage strategy. In order to investigate the hydraulic capacity of the existing sewerage system CCC commissioned DCWW (in early 2012) to undertake a HMA of the existing foul, surface water and combined sewers in the Burry Port Harbour area.

Extensive physical surveys and monitoring were undertaken to inform the Hydraulic Model. The model was verified and this was followed by an assessment of the development proposals in the Burry Port harbour area. The additional foul flows for all developments proposed in the Burry Port harbour area will either gravitate or be pumped to eventually outfall into the existing Burry Port Pumping Station. The HMA considered all sites in a holistic manner.

The HMA modelling of the existing sewerage infrastructure indicated that during high rainfall events high surcharge levels tend to prevail in the combined sewer under Ashburnham Road. This sewer, which extends along Glanmor Terrace, acts as an on-line storage facility. In this case, non-return valves are incorporated on connections to the sewer so as to avoid surcharging and flooding in the Glanmor Terrace, Silver Terrace and Morlan Terrace areas.

The HMA Conclusions are summarised as follows: -

- The existing network in the Burry Port catchment is generally in good condition but lacks the capacity to convey storm flows during wet conditions. This leads to surcharge and flooding during rainfall events.
- The effect of adding an additional development to the system which is already hydraulically overloaded will be to further increase the volume and occurrence of flooding. To enable the proposed development to proceed, it will be necessary to undertake additional works to reduce the flood volumes back to those which are currently predicted to occur and hence avoid detriment to the existing performance of the sewerage system.
- Any additional works will need to be in line with the Memorandum of Understanding for Burry Inlet. This Document includes details on development in both Llanelli and Gowerton catchments and under what circumstances new development will be allowed to connect. Appendix 1 of the Memorandum states that foul flows generated by a development will only be allowed to connect to the sewerage system once existing flows (surface water or foul) have been removed from the system to allow capacity or other works undertaken to improve the infrastructure.

The HMA Recommendations are summarised as follows: -

- The HMA considered that the sewers in Burry Port Harbour area were generally in good condition and that no rehabilitation measures were necessary as part of the development.

- The option involving upsizing of pipes and upgrading the existing SPS, CSO's and pumped overflows was discounted in terms of cost and impact of spills which would impact on the water quality in the Estuary. The option would have resulted in increased pumped flows to Pwll PS and beyond and further upgrades may have been identified during the detail design process.
- As an alternative to upgrading drainage apparatus the HMA considered the provision of on line storage facilities. In this case, the pumping rate to Pwll PS would remain the same but the daily pumped flows would increase. The HMA considered the implications of the introduction of on line storage on the duration of peak flows and spills. The HMA concluded that spill durations would increase and there could be an adverse impact on the protected waters of the Estuary. As such this option was not considered further.
- The preferred recommendation related to the removal of surface water from the combined system in Burry Port Harbour area. This option would be in line with the MoU. The removal of the surface water would create capacity to accommodate the increased foul flows from the proposed developments in the Harbour Area.
- As part of the site investigations for the HMA a sewer connectivity survey was undertaken on Glanmor Terrace, Silver Terrace, Morlan Terrace, Burrows Terrace and Woodbrook Terrace. The survey identified that the highway is either drained by a separate surface water system which connects into the combined sewer or that the highway gullies connect directly into the combined sewer. Also many of the houses have downpipes discharging to ground at the fronts of the houses. These downpipe discharges flow overland and are picked up by gullies. The HMA suggest a number of ways in which the surface water from highways and downpipes could be separated from the combined system. This would be subject to detailed design.
- The surface water removed from the combined system would need to be discharged via an existing or proposed surface water sewer, or stream source, which would ultimately discharge to the Estuary. The proposed surface water sewerage to be constructed as part of the proposed development works could be designed to convey the removed surface water.

In terms of the existing drainage conditions, the Drainage Strategy states that the Burry Port harbour area generally is served by both foul and combined systems gravitating in an easterly direction prior to out falling in a DCWW pumping station situated to the east of Burry Port industrial estate, south of the railway line. The foul is subsequently transferred from this point to Llanelli WwTW at Penclacwydd after passing through two lift stations (Pwll and Northumberland).

There report suggests that some existing surface water drainage networks may have once existed in the general area. Several surface water outfalls pass through the revetments and harbour/dock walls, although it was not possible at this stage to determine their origins or confirm the catchments that they drain. The B4311 SDR is positively drained whilst the MCP contains a large pond feature, although it was not possible at this stage to confirm how this is fed or balances.

Due to fluctuations in groundwater levels and risk of contaminants, disposal as surface water via infiltration as a general drainage solution across the whole sites is thought to be inappropriate, although this can be reviewed on a site by site basis.

Specifically in relation to Site 7 the nearest public sewer is a combined 750mm diameter sewer situated approximately 50m to the north of the site in Glanmor Terrace. As the site is brownfield there would have likely been a foul/combined water infrastructure serving the previous development.

There are no records of any dedicated surface water sewers in the area so it is assumed that surface water flows from the pre-developed site connected into the combined sewer.

In terms of the proposed means of foul water disposal two potential options exist. The first is to connect to the future infrastructure constructed as part of the 'Enabling Works' associated with Site 5 & 6, whilst the second option is to connect to the combined sewer to the north. The latter option is preferred due to its close proximity and the development of Site 7 not having to rely on the enabling works package being completed.

As the site is brownfield, there is a strong possibility that an existing foul connection from the site still exists. This should be investigated further at detailed design stage and can be achieved by undertaking a CCTV and drain tracing exercise to determine the route and condition of the pipework and confirm its suitability for re-use.

Level data for the existing sewer network in Glanmor Terrace is not currently available so if a gravity connection is not possible then a pumped solution, following the same line could be proposed.

In terms of surface water disposal, similar to the foul, two options have been prepared to deal with surface water discharge.

Option A shows a connection to the infrastructure being constructed as part of the enabling works contract. Again the phasing of works for the regeneration scheme may impact on the viability of this as a solution.

Option B seeks to outfall into common infrastructure being proposed as part of the Site 8 School development. This entails the construction of a pond/detention basin and series of ditches or reens before connecting to the Millennium Coastal Park lake. An outfall from the lake to the Burry Inlet may need to be constructed, if not already present and subject to approval by CCC. This option will also require the construction of a surface water culvert beneath the B4311 distributor road. Similar to Site 4, it is proposed to use high capacity drainage channels and/or 'Formpave' construction to keep the drainage at a high level and increase the gravitational/static head effects towards any proposed outfall.

A detailed topographical survey should be undertaken to confirm this as a viable solution. The expanse of open space in the western corner of Site 8 allows for the footprint of the detention basin to be increased substantially should surface water need to be attenuated as a result of a restricted discharge. Implementation of these SuDS techniques, not only encourage biodiversity in the area but can also provide a valuable educational asset for the adjacent school.

The proposed means of foul water disposal to the mains is the most preferable and sustainable method, whilst the strategy outlined above also ensures that no surface water from the development enters the combined sewer network.

Having established the general principles of the Drainage Strategy it has also been necessary to confirm compliance with the requirements of the Memorandum of Understanding in respect of water quality generally, and as a result a Supplementary Report has been submitted to address this issue.

The MoU requires an appropriate flow of surface water to be removed from the combined systems sufficient to generally accommodate two times the additional net foul flow discharging to the combined system from this proposed development and others currently proposed in the Burry Port harbour area. This will ensure that not only would there be no increase in hydraulic loading on the combined system but there would also be betterment in terms of surface water removal from the existing combined system. Given that the development sites are effectively Brownfield and there are generally no combined sewers serving the existing sites (except in the case of Site 8, school development), there is currently no surface water from the sites discharging to the existing combined systems in the area (except in the case of Site 8).

The only opportunity of removing any surface water currently entering the combined systems from the defined development sites would be in the case of Site 8. The removal of surface water discharging to the combined sewer from Site 8 would in isolation be insufficient to accommodate the requirements of the MoU for the wider development proposed in the harbour area. In this case, the surface water to be removed to offset the increase in foul sewage from the whole of the defined development sites would need to take place elsewhere in the wider Llanelli WwTW drainage catchment (as provided for in the MoU). Ideally the removal should be accommodated in the immediate catchment associated with the existing Burry Port Harbour Pumping Station. This would relieve the future pressure on the pumping system from Burry Port through to Pwll and Northumberland.

However, it should be made clear that in terms of Site 8, the ability to remove surface water currently discharging to the existing combined system, will be sufficient to accommodate the precise requirements of the MoU for Site 8 in isolation. As such the removal of surface water coupled with the precise surface water drainage strategy proposed renders the scheme not reliant on the progression of the Donor Site to achieve development in accordance with the MoU.

Since the drafting of the initial MoU, CCC and DCWW have set up an on-going programme to identify locations in the wider Llanelli drainage catchment where surface water can be removed from the combined systems and a number of opportunities have been converted to provide headroom to facilitate a degree of development. The location where surface water removal can take place is termed a Donor Site.

When the original Drainage Strategy was submitted two options were proposed to achieve the necessary betterment, the first was a localised solution in Burry Port, and the second an opportunity at Llanelli leisure centre. In light of the results of the Hydraulic Modelling Assessment undertaken by DCWW and the fact that the localised solution was sequentially preferable in accordance with the MOU, the LPA asked the applicant to pursue the localised solution.

The localised solution referred to is identified in the urban area between Glanmor Terrace and Burrows Terrace where highway drainage and some roof drainage discharges to the combined system.

As part of the site investigations for the HMA a sewer connectivity survey was undertaken in the area of Glanmor Terrace, Silver Terrace, Morlan Terrace, Burrows Terrace and Woodbrook Terrace. The survey identified that the highway is either drained by a separate surface water system which connects into the combined sewer or that the highway gullies connect directly into the combined sewer. Also many of the houses have downpipes discharging to ground at the fronts of the houses. These downpipe discharges flow overland and are picked up by gullies. The HMA suggested a number of ways in which the surface water from highways and downpipes could be separated from the combined system. This would be subject to detailed design.

The surface water removed from the combined system would need to be discharged via an existing or proposed surface water sewer, or watercourse, which would ultimately discharge to the Estuary. The proposed surface water sewer to be constructed as part of the proposed Enabling Infrastructure Works can be designed to convey the removed surface water.

Therefore recently an assessment was undertaken to maximise the potential of the Donor Site and if possible establish that the Site could accommodate all the harbour development sites (including the Grillo Site).

The Connectivity Survey undertaken by DCWW as part of the HMA provided a good indication of where surface water could be removed from the combined system. In essence the principal carrier sewers in the urban area in the general vicinity of Glanmor Terrace, Silver Terrace, Morlan Terrace, Burrows Terrace and Woodbrook Terrace are combined sewers. These principal sewers however collect flows from combined sub-systems and from separate foul and surface water sewers. The greatest potential for removing surface water from the combined sewers presents itself in the redirection of surface water flows in existing dedicated SW sewers to discharge along new dedicated SW sewers, which would eventually link with the proposed outfall surface water sewer which discharges to the Estuary.

Consideration of the topographical levels in the area of the Donor Site indicates that ground levels tend to crown at the mid east/west section of the site. In other words surface flows would flow to the west for the western half of the Donor Site. The eastern portion of the urban area falls to the east and generally away from the proposed route of the proposed outfall surface water sewer. Clearly the level profile of the ground will be reflected in the gradient of pipes under the ground surface.

Taking into account the ground level constraints it was established that the greatest potential for surface water removal was in the Silver Terrace area. Run-off from highways is currently collected by road gullies and gravity SW pipework. The SW flows gravitate to the south to discharge into the combined DCWW sewer near the junction of Silver Terrace and Burrows Terrace. Also run-off from the roofs of terraced houses on approximately 50% of the length of the western side of Silver Terrace also discharges into the SW sewers which outfall into the combined DCWW system.

Given that the Donor Site needs to connect into a downstream system there is clearly a significant advantage if the new replacement (or part replacement) conduits are set as high as possible. In this case, Combined Kerb/Drainage Systems have been incorporated in the assessment. These systems could be applied on each side of Silver Terrace as appropriate.



The outfalls from the Combined Kerb/Drainage Systems combined at the southern end of Silver Terrace before outfalling into a length of gravity pipework linking the Donor Site area with the proposed SW Outfall sewer.

As part of the assessment the Donor Site was maximised whilst maintaining a high level conduit. The catchment area of the Donor Site is indicated on a drawing attached to the Supplementary Report and it can be seen from this drawing that limited areas of Glanmor Terrace and Morlan Terrace with longitudinal gradients falling to the west have been included in the catchment area for the Donor Site. The combination of gradients, capacity of conduit and outfall levels limits the Donor Site to the area shown on the drawing.

The hydraulic capacity of the Donor Site has been established from the criteria defined in Appendix 1 of the MoU. In terms of capacity in relation to the overall development areas it has been established that the Donor Site has sufficient capacity to accommodate the Grillo Site and Sites 4, 5, 6 and 7. It is not possible to extract any more surface water from the Donor site because this would cause downstream flooding (along the disposal route). The inclusion of Site 4 is however beneficial in that the surface water removal for this site relieves the hydraulic load on the Ashburnham Road/Glanmor Terrace combined sewer. This would allow a new foul connection to be made from Site 4 to the Ashburnham Road/Glanmor Terrace combined sewer.

With regard to Sites 8, the levels of the ground and existing sewers are too low to abstract surface water from the combined system and to divert the abstracted flow by gravity to the outfall chamber at the southern end of Silver Terrace. A separate self-sufficient solution in respect of Sites 8 is discussed in this Report.

The total foul flows associated with sites 4, 5/6, 7 and Grillo is estimated at approximately **6.47 l/p/s**. The actual surface water removal from the donor site is anticipated to be some **14.17 l/p/s**. Given that no post development surface water runoff will enter the combined system as a result of development, the overall anticipated “betterment” is some **7.75 l/p/s** in volumetric terms which equates to a factor of **1.2** times.

The total foul flows associated with site 8 is estimated at approximately **2.05 l/p/s**. The actual surface water removal from the site is anticipated to be some **15.02 l/p/s**. Given that no post development surface water runoff will enter the combined system as a result of development, the overall anticipated “betterment” is some **12.97 l/p/s** in volumetric terms which equates to a factor of **6.3** times.

However, when a holistic approach is adopted in terms of both the donor site and Site 8 the actual surface water removal is anticipated to be some **29.19 l/p/s** and that no post development surface water run-off will enter the existing combined system. The approximate foul flows associated with Sites 4, 5/6, 7, 8 and the Grillo site as a result of development is **8.52 l/p/s**, the overall anticipated “Betterment” is some **20.67 l/p/s** in volumetric terms which equates to a factor of **2.45** times.

In order to derive a holistic solution for the drainage, the catchment of the Donor Site has been added to the hydraulic model of the proposed SW Outfall sewer, which runs via the Distributor Road to a new Outfall Structure into the Estuary. In effect, the hydraulic drainage model has been extended to include the Donor Site.

Prior to the addition of the Donor Site into the drainage model the gradient of the SW Outfall sewer had been set at a constant minimum practical gradient of 1 in 500. The invert level at

the Outfall Structure was set at 4.3mAOD. In order to facilitate a regular soffit to soffit connection the previously proposed outfall sewer has had to be lowered by 400mm. This makes the invert level of the SW Outfall pipe at the Outfall Structure 3.9mAOD, which, at the equivalent level of Mean High Water Springs, is the recommended normal minimum level for the Estuary Outfall. The report states that this has been agreed with DCWW.

The revised hydraulic calculations are included within the report and it is clear that with the changes in levels, the SW flow calculations will now be superseded on account of the inclusion of the Donor Site.

In summary, the supplementary report has provided a review of the previous Drainage Strategy Reports and has provided supplementary information regarding the selection of a Donor Site to remove surface water from the combined system in the Burry Port Harbour area. The principal Donor site will facilitate development in respect of the Grillo Site and Sites 4, 5, 6 and 7. An on-site solution (acting independently from the principal Donor site) has been established to serve Sites 8.

The report has explained the rationale in terms of the selection of the SW Removal Donor Site and has provided substantial detailed calculations/modelling to demonstrate that an extension of the Enabling Infrastructure Works drainage system is achievable. In order for the Donor Site to be drained it will be necessary to lower the level of the previously proposed Surface Water Outfall Sewer.

The proposed means of foul and surface water drainage associated with this development is considered acceptable, whilst the donor site proposal ensures compliance with the MOU and addresses the issues raised in the HMA undertaken by DCWW.

In this respect it is worth noting that DCWW, NRW and the Authority's Land Drainage Division have raised no objections in relation to drainage subject to the imposition of conditions on any planning permission granted.

DCWW has stated that it has assessed the submitted drainage strategy. It is considered to be rational and capable of delivering adequate foul and surface water drainage without detriment to the public sewerage system. The precise details of that system, its connection points, rates of attenuation and associated surface water removal schemes will need to be agreed as part of the reserved matters submission. DCWW consider it likely that further conditions will need to be imposed in respect of such details when the reserved matters are considered.

DCWW also confirm that no problems are envisaged with the Waste Water Treatment Works for the treatment of domestic discharges from this site.

## **Ecology**

The application was accompanied by a number of reports that relate to this issue including the original ecological report and protected species report, and subsequently an ecological mitigation strategy and habitat regulations screening report. These reports have been assessed in detail by both the Authority's own Planning Ecologist and Natural Resources Wales and therefore their consultation responses are key in this respect and are referred to in this section.

The Ecological Mitigation Strategy provides a useful summary of the survey results for all the Burry Port harbour sites under consideration before providing a general overview in

terms of the broad strategy required in order to mitigate the impacts of the proposed developments.

The Ecological Mitigation Strategy provides the following summary of the results of the initial and subsequent surveys undertaken by Waterman Energy, Environment and Design LTD for all of the Burry Port harbour sites

## **Bats**

It is noted that all British bat species are European Protected Species by virtue of their listing under Annex IV of EC Directive 92/43/EEC ('The Habitats Directive'). This Directive has been transposed into British Law under the Conservation of Habitats and Species Regulations 2010.

Regulation 9(5) of the 2010 Regulations requires all local planning authorities, in the exercise of all their functions, to have regard to the provisions of the Habitats Directive so far as they might be affected by those functions.

Under Regulation 41 of the 2010 Regulations it is an offence to:

- (1) deliberately capture, injure or kill any wild animal of a European protected species;
- (2) deliberately disturb animals of any such species. Disturbance of animals includes in particular any disturbance which is likely—
  - (a) to impair their ability—
    - (i) to survive, to breed or reproduce, or to rear or nurture their young; or
    - (ii) in the case of animals of a hibernating or migratory species, to hibernate or migrate; or
  - (b) to affect significantly the local distribution or abundance of the species to which they belong
- (3) deliberately take or destroy the eggs of such an animal; or (4) damage or destroy a breeding site or resting place of such an animal (including sites that are currently unoccupied).

It is acknowledged that all British bats are also protected under Schedule 5 of the Wildlife and Countryside Act (1981) (as amended). This legislation makes it an offence to intentionally to kill, injure, take from the wild, possess or trade in any species of British Bat, as well as intentionally or recklessly damage, destroy or obstruct access to any structure or place which bats use for shelter or protection. It is also an offence to disturb a bat/bats whilst they are using such a place. The possibility of encountering bats unexpectedly during works should be noted.

Whilst the planning applications for Grillo and Site 5/6 were accompanied by a Bat Survey, no bat survey was required to accompany this application due to the nature of the application site itself. The Authority's Planning Ecologist and NRW have therefore not raised any comments in relation to Bats on this site.

## **Reptiles**

During the reptile survey both common lizard and slow worm were recorded. The populations on the various sites ranged in terms size but was in general regarded as being low.

All common British reptiles, including common lizard and slow-worm are protected under Schedule 5 of the Wildlife and Countryside Act 1981 (as amended) making it an offence to kill or injure these species. Common lizard and slow-worm are SoPI under S42 of the NERC Act and are also listed on the LBAP. To avoid infringement of the legislation, contravention of the planning policies and harm to any reptiles found to be present on Site (in the former Grillo and Sites 5, 6, 7 and 8), prior to development it will be necessary to agree a mitigation strategy with the Local Planning Authority and NRW. This strategy will involve moving reptiles from the development area to a suitable receptor site, followed by monitoring and management of the receptor area to ensure the reptile population persists.

## **Breeding and Wintering Birds**

Habitats on Site such as trees, scrub and rough grassland offer potential to support common and notable nesting birds during the breeding season and wintering birds. As such it was recommended that surveys for breeding birds were conducted in all areas of the Site (Sites 4, 5, 6, 7 & 8) in order to assess the value of the Site for both breeding and wintering birds.

Breeding bird surveys were carried out between 3rd June 2014 and 4th July 2014, which is within the optimal period for such surveys. Six survey visits were undertaken which is considered to be suitable to give an overall picture of the use of the Site by breeding birds.

The surveys were carried out following standard Common Bird Census methodology with all birds observed recorded on a map with their age, sex and behaviour recorded where possible. Surveys were carried out between 4:30am and 09:00am in suitable weather conditions.

A total of 36 species were recorded on the sites during the six breeding bird survey visits in 2014. During surveys of the 'Grillo site' undertaken between June and July 2014 a pair of ringed plover were seen showing signs of breeding behaviour. Ringed plover *Charadrius hiaticula* are an amber listed Bird of Conservation Concern (BoCC) and are listed as a Species of Principal Importance in Wales under Section 42 of the NERC Act.

Under the Section 1 of the Wildlife and Countryside Act 1981 (as amended) it is an offence to kill or injure any wild bird, take, damage or destroy the nest of any wild bird while that nest is in use or being built.

## **Flora & Habitats**

No protected plant species were recorded on Site during the 'Extended' Phase 1 Habitat Survey of the Site in 2014, although a large amount of the locally significant kidney vetch, as well as other notable species such pale flax were recorded in the majority of areas of the Site (Sites 4, 6, 7 & 8).

Additionally, several records of plant species identified as notable were returned by the Botanical Society of the British Isles (BSBI) as part of the Ecological Assessment undertaken

by Waterman CPM in 2007. These included; hoary cress *Lepidium draba* and sea campion *Silene uniflora*.

The combined habitats on Site are considered to be classified as 'open mosaic habitats on previously developed land' which is a Habitat of Principal Importance (HoPI) for Conservation of Biological Diversity in Wales under section 42 of the Natural Environment and Rural Communities Act 2006 (NERC Act).

The Ecological Report goes on to outline the mitigation strategy required to ensure that the Burry Port harbour sites can move forward in terms of development without having a detrimental impact upon the above listed. The mitigation measures are as follows:-

### **Bats**

The demolition of the Coastguard Station building would need to be carried out under a Natural Resources Wales (NRW) European Protected Species (EPS) licence and appropriate mitigation measures will be required to compensate for the loss of the roost within this building.

It is recommended that based on best practice guidelines further evening emergence and dawn re-entry surveys are undertaken to fully determine the use of this building by roosting bats and hence the ecological value of this building. This will allow the roost status to be fully classified and to inform the requirement for mitigation to compensate for the loss of the roost within this building.

### **Reptiles & Amphibians**

The majority of sites were shown to accommodate reptile populations of varying degrees.

In terms of mitigation it has been concluded at this stage, an area within the adjacent Millennium Coastal Park (MCP) of approximately 3.3ha, located adjacent to the eastern boundary of Site 6, is considered to be a suitable receptor site for reptiles, with large areas of rough unmanaged grassland similar to habitat found on the Burry Port harbour sites. This area was surveyed for presence/likely absence of reptiles and the results indicate that a 'low' population of slow-worm and a 'good' population of common lizard exist within this area of the MCP.

Reptile populations within the MCP are able to disperse eastwards through suitable habitat within the wider MCP area, it is therefore considered that following suitable enhancement, this area will have an increased carrying capacity for reptiles and will be able to support translocated slow-worm and common lizard populations from the Site (former Grillo and Sites 5, 6, 7 & 8).

It is recommended that a detailed mitigation and enhancement strategy is produced as part of any planning condition. This should detail the proposed enhancements of the receptor site which will need to undertake prior to the translocation exercise and a suitable management and monitoring regime required post translocation. The land adjacent to the eastern boundary of site 6 is within CCC control as part of the MCP.

### **Breeding & Wintering Birds**

It is noted that all breeding birds receive legal protection under the Wildlife and Countryside Act 1981 (as amended). Therefore, it is recommended that any vegetation clearance /

building demolition works are undertaken outside the breeding bird season (March to August). However, if works cannot be undertaken outside the breeding bird season it is recommended that an ecologist inspects any trees to be felled, scrub and/or tall vegetation to be cleared and buildings to be demolished. An experienced ecologist should be deployed to carry out an inspection within 24 hours prior to the clearance. If an occupied nest is detected, then a buffer zone should be created around the nest, and clearance of this area delayed until the young have fledged.

Ringed plover *Charadrius hiaticula* are an amber listed Bird of Conservation Concern (BoCC) and are listed as a Species of Principal Importance in Wales under Section 42 of the NERC Act. During surveys of the Grillo site undertaken between June and July 2014 a pair of ringed plover were seen showing signs of breeding behaviour and it is considered that habitats on the site are suitable for this species to nest. Ringed plover are an uncommon breeding bird in the southwest of Wales and so appropriate mitigation is recommended to reduce impacts of the development to this species.

Nesting gravel areas or islands within nearby water bodies (ponds, SuDS) would provide suitable nesting areas for the ringed plover currently using the site. The proposed construction works should be carried out outside of the breeding bird season (March to August inclusive). If works cannot be undertaken outside the breeding bird season, it is recommended an experienced ecologist is deployed to carry out an inspection no more than 24 hours prior to the commencement of works. If an occupied nest is detected, an appropriate buffer zone would be created around the nest, and clearance of this area delayed until the young have fledged.

Generally the Burry Port harbour sites are considered to offer limited potential for birds that are supported by the nearby designated sites (Burry Inlet and Loughor Estuary SSSI, Burry Inlet SPA and Ramsar site) due to habitats within the Site being unsuitable to support these wintering bird species which feed out on the mudflats and sandflats.

## **Flora & Habitats**

Following a review of the submitted ecological reports and following detailed discussions with officers within the Authority it has been highlighted that the proposed mitigation as set out in the original ecological reports was not feasible due to the contaminated nature of the sites.

Several options for mitigation for the loss of the 'Open Mosaic Habitats on Previously Developed Land' which is a Section 42 (NERC) habitats have been discussed. Large scale habitat creation was also discussed, however this would require the identification of a suitable site, and problems were discussed regarding the public perception of mitigation brownfield habitats in the MCP and also how many other sites would be unsuitable for creation purposes due to high fertility and unsuitable ground conditions.

As such an option which is currently being pursued is that of securing a large area of land at Morfa Berwick in Llanelli as a brownfield nature reserve and provision of management at the site. This land is owned by CCC and the applicant on the JV applications has confirmed acceptance of this in principle.

The above will entail the creation of a new nature reserve at the former Morfa Berwick site totally approximately 6 hectares in total area which is commensurate to the area of existing brownfield habitat to be lost on Sites 4,6, 7 and partially 8 as a result of the developments. In relation to Site 8 the development, will allow the retention and enhancement of existing

habitat within the overall site with the exact area to be defined as part of any subsequent submission.

In relation to Invertebrates, it has been agreed that off site brownfield mitigation will allow some benefit to invertebrates, however as this is likely to be offsite and not in close proximity to existing invertebrate populations a suitable onsite landscaping scheme must also be devised.

The mitigation strategy concludes by recommending that the above mentioned mitigation measures are secured by the LPA wither via condition or legal agreements.

In relation to the survey results and mitigation measures outlined above, the Authority's Planning Ecologist and NRW have raised no objection towards the proposed developments subject to the imposition of conditions and/or legal agreements. The Planning Ecologist has stated that the ecological mitigation strategy and ecological reports submitted in respect to the site and other applications in the wider area adequately addresses the required mitigation for the application in relation to habitat, reptiles, amphibians, invertebrates and breeding birds. NRW also welcome the mitigation measures outlined above.

### **Conservation of Habitats and Species Regulations 2010**

The Habitat Regulations Screening Report for the Burry Port harbour sites under consideration has been prepared to provide information on the implications of the Burry Port harbour regeneration sites on the CBEEMS. There is a requirement to assess any potential impacts to these sites under the Conservation of Habitats and Species Regulations 2010. Regulation 61 requires Carmarthenshire County Council as the competent authority to undertake a test of likely significant effects of the proposal on the SAC.

The Authority's Planning Ecologist undertook a TLSE in respect of all the pending planning applications in Burry Port harbour and this was sent to NRW for consideration on the 30<sup>th</sup> March, 2015. The TLSE identifies and addresses the following potential hazards and impacts on the features of the CBEEMS and their conservation objectives:-

- Increased organic matter and nutrient input into the CBEEMS.
- Construction/operational phase impacts on water quality by pollution run-off and dust.
- Disturbance to adjacent water bodies that may be used by Otter (SAC Feature) or wading bird species (SPA Feature) by noise and vibration.
- Disturbance to nearby SAC Habitats and SPA bird features by increased recreational pressure generated by the development.

The TLSE makes reference to the mitigation measures outlined in such documents as the Habitat Regulations Screening Report, Noise and Ecological reports etc. submitted with the planning application before concluding that there will be no likely significant effects on the Carmarthen Bay & Estuaries SAC and Burry Inlet SPA & Ramsar features and their conservation objectives both alone or in combination.

In this respect it is worth noting that the Planning Inspector, and subsequently Welsh Ministers who determined the previous call in for Grillo concluded the same.

On the 7<sup>th</sup> April, 2015, NRW responded to consultation on the TLSE stating that they agree with the conclusion that the proposal is not likely to have a significant effect on Carmarthen

Bay and Estuaries Special Area of Conservation (SAC), Burry Inlet Special Protection Area (SPA) and Burry Inlet Ramsar either alone or in combination.

## **EIA Screening**

Members are advised that a screening exercise relating to the requirement of an Environmental Impact Assessment was undertaken within the first three weeks of receipt of the application. The proposed development falls within Schedule 2, Part 10b of the Town and Country Planning (Environment Impact Assessment) (England and Wales) Regulations 1999. The area of development exceeds 0.5 hectares which is the applicable threshold for urban development projects, and as such the indicative threshold and criteria as shown in Column 3, Part 10 (infrastructure Projects) of Schedule 2 is relevant. Following due consideration of the proposal, including the significant amount of supporting information submitted with the application, the development was not considered to have significant environmental effects in terms of its siting and size; it does not occupy a sensitive location and will not give rise to any complex adverse impact; and there are no important historical or environmental features associated with the site. On this basis it was not considered that the requirement of an EIA is applicable.

The Planning Inspector in his report on the previous Grillo call in inquiry stated in Paragraph 3 that “the possible need for EIA was considered afresh by Welsh Government after deciding to call the application in. It was concluded that the development would be unlikely to have significant environmental effects and that EIA was not required”.

As aforementioned in the preceding section of this report, the LPA as the competent authority has undertaken a TLSE in relation to this and other pending applications in the Burry Port harbour area and concluded that there will be no likely significant effects on the Carmarthen Bay & Estuaries SAC and Burry Inlet SPA & Ramsar features and their conservation objectives both alone or in combination. NRW has agreed with this conclusion.

## **CONCLUSION**

Section 38(6) of the Planning and Compensation Act 2004 says that determinations must have regard to the development plan unless material considerations indicate otherwise. Whilst the application site lies outside the defined settlement limits of Burry Port as defined in the Adopted LDP, it does lie immediately adjacent to the limits, and there a number of material considerations to consider.

The site comprises previously developed industrial land located within a sustainable location, and its redevelopment accords with the vision for the ‘Swansea Bay – Waterfront and Western Valleys’ area, which includes Llanelli as outlined in the Wales Spatial Plan. The redevelopment of this site will contribute to the wider regeneration of the Burry Port harbour area.

The redevelopment of this site will build on the considerable public investment already made in the harbour and the southern distributor road and deliver much needed regeneration and employment to this part of Burry Port.

A further benefit of the scheme would be the remediation of the contamination under the site which poses a risk to controlled waters in the CBEEMS, and thus there are environmental benefits in this respect.



The efficient re-use of this previously developed site, and when considered both in isolation and in conjunction with the other pending planning applications for the wider Burry Port harbour area, will result in significant economic, environmental and social benefits to the area.

It is the LPA's view, that when taken together, these material considerations are considered sufficient to outweigh any conflict with planning policies which seek to prevent development outside of defined settlement limits, and justify a degree of flexibility in recognition of the benefits of investing in this previously developed and contaminated site.

The development plan should be read as a whole rather than each and every word. In this respect it is acknowledged that the proposal accords with the majority of the LDP's policies, whilst its departure from the policies preventing development outside limits is considered acceptable in this instance as material considerations indicate otherwise, and warrant a departure from the Adopted LDP.

It is considered that the above appraisal has addressed the key material considerations associated with this application in detail.

On balance after careful examination of the site and its surrounding environs in the context of this application, together with the representations received to date it is considered that whilst the proposal does not fully accord with the LDP the other material considerations outlined justify a departure from the development plan in this instance. Allowing the development would not in the LPA's opinion undermine the adopted development plan and set a harmful precedent.

As such this application is put forward with a favourable recommendation subject to the imposition of the following conditions.

## **RECOMMENDATION – APPROVAL**

### **CONDITIONS**

- 1 Application for approval of reserved matters must be made to the Local Planning Authority before the expiration of six years from the 25<sup>th</sup> November, 2015, and the development must be commenced not later than whichever is the later of the following:-
  - a) the expiration of eight years from the 25<sup>th</sup> November, 2015;
  - b) the expiration of two years from the date of approval of the last of the reserved matters to be approved.
- 2 Development shall not commence until detailed plans of the access; appearance; landscaping; layout; and scale of each building stated in the application, have been submitted, and received the written approval of the Local Planning Authority.
- 3 Prior to the commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a reptile clearance, mitigation and translocation scheme shall be undertaken in accordance with details previously submitted to and approved in writing by the Local Planning Authority.

- 4 The development shall be undertaken in strict accordance with the recommendations made in the Updated Ecological Appraisal Report produced by Eco Vigour dated October 2018 and received on the 21<sup>st</sup> November, 2018 and the mitigation measures stated in the Ecological Mitigation Strategy – February 2019 produced by Asbri Planning and received on the 9<sup>th</sup> May 2019.
- 5 Prior to the commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a full detailed ecological mitigation, enhancement and monitoring strategy shall be submitted to and approved in writing by the Local Planning Authority.
- 6 Prior to the commencement of development approved by this planning permission (or such other date or stage in development as may be agreed in writing with the Local Planning Authority), the following components of a scheme to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the Local Planning Authority:
  - (i) A preliminary risk assessment which has identified:
    - all previous uses;
    - potential contaminants associated with those uses;
    - a conceptual model of the site indicating sources, pathways and receptors;
    - potentially unacceptable risks arising from contamination at the site.
  - (ii) A site investigation scheme, based on (i) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.
  - (iii) The site investigation results and the detailed risk assessment (ii) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.
- 7 Prior to the commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority), a verification plan providing details of the data that will be collected in order to demonstrate that the approved remediation strategy is complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved verification plan.
- 8 Prior to commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a verification report demonstrating completion of the works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved, in writing, by the Local Planning Authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan (a “long-term monitoring and maintenance plan”) for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as

identified in the verification plan, and for the reporting of this to the Local Planning Authority.

- 9 Reports on monitoring, maintenance and any contingency action carried out in accordance with a long-term monitoring and maintenance plan shall be submitted to the Local Planning Authority as set out in that plan. On completion of the monitoring programme a final report demonstrating that all long- term site remediation criteria have been met and documenting the decision to cease monitoring shall be submitted to and approved in writing by the Local Planning Authority.
- 10 If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, and obtained written approval from the Local Planning Authority for, an amendment to the remediation strategy detailing how this unsuspected contamination shall be dealt with.
- 11 Prior to commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) full details of the surface water drainage system and separate foul water drainage system shall be submitted to and approved in writing by the Local Planning Authority. The approved systems shall be completed before any building is occupied.
- 12 Prior to commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a scheme to install oil and petrol separators, trapped gullies and roof drainage, sealed at ground level, shall be submitted to, and approved in writing by, the Local Planning Authority. The scheme shall be implemented as approved.
- 13 Prior to commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a pollution prevention management plan detailing all necessary pollution prevention measures for the construction phase of the development including a scheme to treat and remove suspended solids from surface water run-off during construction works shall be submitted to and approved in writing by the Local Planning Authority. The details of the plan shall be implemented as approved and must be efficiently communicated to all contractors and sub-contractors (for example, via toolbox talks) and any deficiencies rectified immediately.
- 14 Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater.
- 15 Any facilities for the storage of oils, fuels or chemicals shall be sited on impervious bases and surrounded by impervious bund walls. The volume of the bunded compound should be at least equivalent to the capacity of the tank plus 10%. If there is multiple tankage, the compound should be at least equivalent to the capacity of the largest tank, or the combined capacity of interconnected tanks, plus 10%. All filling points, vents, gauges and site glasses must be located within the bund. The drainage system of the bund shall be sealed with no discharge to any watercourse, land or underground strata. Associated pipework should be located above ground and

protected from accidental damage. All filling points and tank overflow pipe outlets should be detailed to discharge downwards into the bund.

- 16 Prior to the commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) a Construction Management Plan should be submitted to and approved in writing by the Local Planning Authority.
- 17 Prior to the importation of any soil a copy of the certificate of analysis, details of the source of the topsoil and an interpretation of the analytical results by a suitably qualified individual shall be submitted to and approved in writing by the Local Planning Authority.
- 18 Prior to the commencement of the development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority), a scheme for the control of noise and vibration shall be submitted to and approved by the Local Planning Authority. The scheme shall comply with the guidance found in the BS5228: Noise Vibration and Control on Construction and Open Sites. Upon commencement of the development, work shall be carried out in accordance with the approved scheme.
- 19 Prior to the commencement of demolition/construction works a scheme for the mitigation of dust shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented during all stages of demolition and construction. Vehicles transporting materials which are likely to cause dust onto and off site shall be suitably covered.
- 20 Prior to the commencement of development (or such other date or stage of development as may be agreed in writing with the Local Planning Authority) details of an acoustic barrier, to be erected along the exposed northern boundary of the development site running parallel with the B4311, shall be submitted to and approved in writing by the Local Planning Authority prior to works commencing on site and once approved this shall be installed prior to occupation of the proposed dwellings and permanently retained thereafter.
- 21 The employment uses hereby approved shall be restricted to businesses within Use Class B1 and shall not be used for any other Use Class specified in the Schedule of Uses of the Town and Country Planning (Use Classes) Order 1987 (as amended), nor for any other purposes without prior permission of the Local Planning Authority.
- 22 Development shall not begin until an appropriate building and photographic survey of the existing building(s) has been carried out in accordance with guidelines provided by the Local Planning Authority's archaeological advisors – The Dyfed Archaeological Trust- Heritage Management. The resulting photographs should be approved by the planning authority prior to the commencement of development and deposited with the regional Historic Environment Record, held and maintained by the Dyfed Archaeological Trust, the Shire Hall, Carmarthen Street, Llandeilo, Carmarthenshire, SA19 6AF, (Tel 01558-823121).

- 23 The development shall be undertaken in strict accordance with the mitigation measures outlined in the Flood Consequence Assessment undertaken by WSP dated November 2018 and received by the Local Planning Authority on the 21<sup>st</sup> November, 2018.
- 24 Prior to the beneficial occupation of any of the development hereby approved, the offsite drainage betterment scheme identified in the Glanmor Terrace/Burrows Terrace area of Burry Port as outlined in the Drainage Strategy undertaken by WSP dated November 2018 and received on the 21<sup>st</sup> November, 2018, shall be undertaken in strict accordance with that report unless otherwise agreed in writing by the Local Planning Authority.
- 25 Prior to commencement of development full details of the proposed measures to facilitate traffic management, and the proposed crossing points on the B4311 Southern Distributor Road shall be submitted for the written approval of the Local Planning Authority and to the specification of the Local Highways Authority. Thereafter the approved scheme shall be implemented in full prior to the beneficial use of the development hereby approved.
- 26 Prior to the beneficial use of the development hereby approved a detailed Travel Plan for the site, setting out ways of reducing car usage and improvements to public transport, walking and cycling provision in the locality of the site and shall be submitted to and agreed in writing with the Local Planning Authority. The detailed Travel Plan shall be implemented in accordance with the approved details and at a timescale to be approved in writing by the Local Planning Authority.

## **REASONS**

- 1 Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.
- 2 In order to ensure a satisfactory layout of the site and in the interest of visual amenities.
- 3-5 In the interests of biodiversity.
- 6-10 To protect the environment and human health and comply with LDP Policy.
- 11 To reduce the risk of pollution to controlled waters (in particular the Carmarthen Bay and Estuaries SAC) and to prevent the increased risk of flooding, by ensuring the provision of a satisfactory means of foul and surface water disposal.
- 12 To protect controlled waters.
- 13 Prevent pollution of controlled waters and the wider environment.
- 14 There is an increased potential for pollution of controlled waters from inappropriate methods of piling.
- 15 To prevent pollution of the water environment.
- 16 Prevent pollution of controlled waters and the wider environment.

- 17 To protect human health.
- 18-19 To preserve residential amenity and to protect human health.
- 20-21 To protect residential living conditions.
- 22 To ensure that a full record of the existing structure is made and appropriately deposited prior to the commencement of development.
- 23 To ensure that the development remains flood free.
- 24 To protect the integrity of the public sewerage system and prevention of pollution to the environment.
- 25-26 In the interest of highway safety.

### **REASONS FOR GRANTING PLANNING PERMISSION**

The decision to grant planning permission has been taken in accordance with Section 38 of the Planning and Compulsory Purchase Act 2004, which requires that, in determining a planning application the determination must be in accordance with the Development Plan unless material considerations indicate otherwise.

- It is considered that the proposal complies with Policy SP1 of the LDP in that the proposed development is environmentally sustainable.
- It is considered that the proposal complies with Policy SP2 of the LDP in that the proposed development is resilient to the impact of climate change and accords with the provisions of TAN15.
- It is considered that the proposal complies with Policy SP3 of the LDP in that the proposed development accords with the LDP's settlement framework.
- It is considered that the proposal complies with Policy SP9 of the LDP in that the proposed development is located in a sustainable location, accessible by a variety of transport means.
- It is considered that the proposal complies with Policy SP13 of the LDP in that the proposed development respects, and will not adversely affect the built and historic environment or its setting.
- It is considered that the proposal complies with Policy SP14 of the LDP in that proposed development protects and does not adversely affect the natural environment.
- It is considered that the proposal complies with Policy SP17 of the LDP in that the proposed development will be served by appropriate infrastructure.
- It is considered that the proposal complies with Policy GP1 of the LDP in that the proposed development is sustainable and will enhance the character and appearance of the area.

- Whilst the proposed development does not strictly comply with Policy GP2 of the LDP, the site is located immediately adjacent to the limits and it is considered that other material considerations as referred to under Section 38(6) of the Planning and Compensation Act 2004 warrant a relaxation of the Policy requirements in this instance.
- It is considered that the proposal complies with Policy GP4 of the LDP in that adequate infrastructure is proposed to serve the proposed development.
- It is considered that the proposal complies with Policy EMP2 of the LDP in that the proposal is immediately adjacent to the Development Limits of Burry Port and is considered appropriate in terms of scale and land use.
- It is considered that the proposal complies with Policy TR2 of the LDP in that the proposed development is located in a highly accessible and sustainable location.
- It is considered that the proposal complies with Policy TR3 of the LDP in that the proposed development would not be detrimental to highway safety or cause significant harm to the amenity of residents.
- It is considered that the proposal complies with Policy EQ1 of the LDP in that the proposed development preserves the built and historic environment.
- It is considered that the proposal complies with Policy EQ4 of the LDP in that the proposed development will not have an adverse impact on priority species, habitats and features of principal importance.
- It is considered that the proposal complies with Policy EP1 of the LDP in that the proposed development will not lead to a deterioration of either the water environment and/or the quality of controlled waters.
- It is considered that the proposal complies with Policy EP2 of the LDP in that the proposed development will not result in any adverse pollution issues.
- It is considered that the proposal complies with Policy EP3 of the LDP in that the impact of surface water drainage and the effectiveness of incorporating SUDS has been fully investigated.
- It is considered that the proposal complies with Policy EP5 of the LDP in that the proposed development in this coastal location will not increase the risk of erosion, flooding or land instability.

#### **NOTE(S)**

- 1 The development hereby permitted shall be carried out strictly in accordance with the following schedule of plans received on the 21<sup>st</sup> November, 2018:-
  - Existing location plan (4135-002-CCC-DR-001) 1:1250 @ A0;
  - Proposed location plan 1:1250 @ A0 (002);

- Proposed site plan – Site 7 1:500 @ A0 (005);
  - Proposed Enterprise Village Site Plan (4135-002-CCC-DR-010) 1:500 @ A0.
- 2 Comments and guidance received from consultees relating to this application, including any other permissions or consents required, are available on the Authority's website.
- 3 Please note that this consent is specific to the plans and particulars approved as part of the application. Any departure from the approved plans will constitute unauthorised development and may be liable to enforcement action. You (or any subsequent developer) should advise the Council of any actual or proposed variations from the approved plans immediately so that you can be advised how to best resolve the matter.

In addition, any conditions which the Council has imposed on this consent will be listed above and should be read carefully. It is your (or any subsequent developers') responsibility to ensure that the terms of all conditions are met in full at the appropriate time (as outlined in the specific condition).

The commencement of development without firstly meeting in full the terms of any conditions which require the submission of details prior to the commencement of development will constitute unauthorised development. This will necessitate the submission of a further application to retain the unauthorised development and may render you liable to formal enforcement action.

Failure on the part of the developer to observe the requirements of any other conditions could result in the Council pursuing formal enforcement action in the form of a Breach of Condition Notice.



**ADDITIONAL ITEMS FOR DECISION**

<b>Application No</b>	<b>S/38295</b>
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<b>Application Type</b>	Full Planning
<b>Proposal &amp; Location</b>	CONSTRUCTION OF NEW HOUSE WITH INTEGRAL GARAGE AT PLOT 3, HEOL BRONALLT, FFOREST, LLANELLI, SA4 7TE

<b>Applicant(s)</b>	MR NEIL EBORN, 48 CLAYTON DRIVE, PONTARDULAIS, SWANSEA, SA4 8AD
<b>Agent</b>	ROBERT HIGGINS ARCHITECT - MR ROBERT HIGGINS, 105 PENYBANC ROAD, PENYBANC, AMMANFORD, SA18 3QP
<b>Case Officer</b>	Zoe James
<b>Ward</b>	Hendy
<b>Date of validation</b>	15/01/2019

The determination of this application was initially deferred at the Planning Committee on 7<sup>th</sup> March 2019 for a site visit that took place on 19<sup>th</sup> March 2019. At the subsequent Planning Committee meeting on 19<sup>th</sup> March, Members resolved to overturn the Officer's recommendation to refuse and decided to grant planning permission for the proposed development, subject to a list of appropriate conditions being drafted, together with a completed Unilateral Undertaking (UU) to pay the requisite affordable housing contribution, being reported back to the Committee for ratification.

The following conditions, which reflect the observations of both Dwr Cymru/Welsh Water and those of the SUDS Approval Body (SAB), along with confirmation as to the completion of the UU are hereby reported back to the Committee for consideration.

### **RECOMMENDATION – APPROVAL**

#### **CONDITIONS**

- 1 The development hereby approved shall be commenced before the expiration of five years from the date of this permission.
- 2 The development hereby permitted shall be carried out strictly in accordance with the following schedule of plans:-
  - Site Plan and Location Plan drawing no. 01 received 15 February 2019;
  - Site Layout Plan scale 1:200 drawing no. 02 Rev D received 7 March 2019;
  - Floor Plans drawing no. 03 received 28 November 2018;
  - Elevations drawing no. 04 received 28 November 2018;

- East West Site Sections drawing no. 05 received 9 January 2019.

- 3 There shall at no time be any growth or obstruction to visibility over 0.9 metres above the adjacent carriageway crown, over the site's whole Bronallt Road frontage within 2.4 metres of the near edge of the carriageway.
- 4 The access and visibility splays required, shall be wholly provided prior to any part of the development being brought into use, and thereafter shall be retained unobstructed in perpetuity. In particular, no part of the access, visibility splays, or turning area, is to be obstructed by non-motorised vehicles.
- 5 The parking spaces and layout shown on the plans herewith approved shall be provided prior to any use of the development herewith approved. Thereafter, they shall be retained, unobstructed, for the purpose of parking only. In particular, no part of the parking or turning facilities is to be obstructed by non-motorised vehicles.
- 6 Surface water flows from the development shall only communicate with the public surface water sewer as shown on drawing number 02D submitted with the planning application.
- 7 The proposed development site is crossed by a foul and surface water public sewers with the approximate position being marked on the attached Statutory Public Sewer Record. The position shall be accurately located, marked out on site before works commence and no operational development shall be carried out within 3 metres either side of the centreline of each of the public sewers.
- 8 Before the development hereby permitted is first brought into use the bathroom, wet room and en suite windows (as shown on Plans drawing no. 3) shall be fitted with obscure glazing and shall be permanently retained in that condition thereafter.
- 9 Prior to the commencement of development full details of both hard and soft landscape work shall be submitted to, and approved in writing by the local planning authority and these works shall then be carried out as approved. These works shall including boundary and forecourt treatment indicating species size and number of trees and/or shrubs to be planted and shall be implemented in the first planting season following commencement of the development.

## **REASONS**

- 1 Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.
- 2 For the avoidance of doubt as to the extent of this permission.
- 3-5 In the interest of highway safety.
- 6 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.

- 7 To protect the integrity of the public sewer and avoid damage thereto protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.
- 8 In the interest of privacy.
- 9 To ensure the preparation and implementation of an appropriate scheme of landscaping.

## **REASONS FOR GRANTING PLANNING PERMISSION**

The decision to grant planning permission has been taken in accordance with Section 38 of the Planning and Compulsory Purchase Act 2004, which requires that, in determining a planning application the determination must be in accordance with the Development Plan unless material considerations indicate otherwise.

- The proposal complies with Policy GP2 of the LDP in that it is situated within the development limits of Hendy.
- The proposal complies with Policies GP3 and AH1 of the LDP in that the applicant/developer has entered into a legal agreement securing the relevant contribution towards community benefits as part of the development.
- The proposed development complies with Policy TR3 of the LDP in that it provides appropriate parking and will not generate unacceptable levels of traffic on the surrounding road network or be detrimental to highway safety.

## **NOTES**

- 1 Please note that this consent is specific to the plans and particulars approved as part of the application. Any departure from the approved plans will constitute unauthorised development and may be liable to enforcement action. You (or any subsequent developer) should advise the Council of any actual or proposed variations from the approved plans immediately so that you can be advised how to best resolve the matter.

In addition, any conditions which the Council has imposed on this consent will be listed above and should be read carefully. It is your (or any subsequent developers') responsibility to ensure that the terms of all conditions are met in full at the appropriate time (as outlined in the specific condition).

The commencement of development without firstly meeting in full the terms of any conditions which require the submission of details prior to the commencement of development will constitute unauthorised development. This will necessitate the submission of a further application to retain the unauthorised development and may render you liable to formal enforcement action.

Failure on the part of the developer to observe the requirements of any other conditions could result in the Council pursuing formal enforcement action in the form of a Breach of Condition Notice.

- 2 The affordable housing contribution required in line with Policy AH1 of the Local Development Plan has been secured by the applicant entering into a S106 Agreement/Unilateral Undertaking.
- 3 Comments and guidance received from consultees relating to this application, including any other permissions or consents required, is available on the Authority's website ([www.carmarthenshire.gov.uk](http://www.carmarthenshire.gov.uk)).
  - Please see the relevant response from Dwr Cymru/Welsh Water and the Council's Sustainable Drainage Approval Body and refer to the recommendations and advice contained therein.

Mae'r dudalen hon yn wag yn fwriadol

*Ardal  
Gorllewin/  
Area West*

**ADRODDIAD PENNAETH  
CYNLLUNIO,  
CYFARWYDDIAETH YR AMGYLCHEDD**

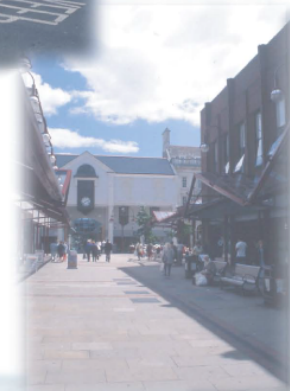
**REPORT OF THE  
HEAD OF PLANNING,  
DIRECTORATE OF ENVIRONMENT**

**AR GYFER PWYLLGOR CYNLLUNIO  
CYNGOR SIR CAERFYRDDIN**

**TO CARMARTHENSHIRE COUNTY  
COUNCIL'S PLANNING COMMITTEE**

**AR 30 MAI 2019  
ON 30 MAY 2019**

***I'W BENDERFYNU  
FOR DECISION***



**Mewn perthynas â cheisiadau y mae gan y Cyngor ddiddordeb ynddynt un ai fel ymgeisydd/asiant neu fel perchennog tir neu eiddo, atgoffir yr Aelodau fod yna rhaid iddynt anwybyddu'r agwedd hon, gan ystyried ceisiadau o'r fath a phenderfynu yn eu cylch ar sail rhinweddau'r ceisiadau cynllunio yn unig. Ni ddylid ystyried swyddogaeth y Cyngor fel perchennog tir, na materion cysylltiedig, wrth benderfynu ynghylch ceisiadau cynllunio o'r fath.**

**In relation to those applications which are identified as one in which the Council has an interest either as applicant/agent or in terms of land or property ownership, Members are reminded that they must set aside this aspect, and confine their consideration and determination of such applications exclusively to the merits of the planning issues arising. The Council's land owning function, or other interests in the matter, must not be taken into account when determining such planning applications.**



<b>COMMITTEE:</b>	<b>PLANNING COMMITTEE</b>
<b>DATE:</b>	<b>30 MAY 2019</b>
<b>REPORT OF:</b>	<b>HEAD OF PLANNING</b>

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<b>W/37401</b>	<b>Demolition of existing buildings and redundant telecommunications slabs and erection of Lidl Foodstore with associated parking, delivery arrangements and widening of current access road at former Carmarthen Police Station, Friars Park, Carmarthen, SA31 3AW</b>	<b>163-187</b>
<b>W/38447</b>	<b>Change of use of ground floor from dwelling (C3) to mixed use coffee shop (A1/A3) and addition of pitched roof to rear detached garage and addition of velux windows to the roof of the main dwelling (resubmission of W/37493) at Croft House, Llansteffan, Carmarthen, SA33 5LW</b>	<b>188-196</b>

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**APPLICATIONS RECOMMENDED FOR APPROVAL**

<b>Application No</b>	<b>W/37006</b>
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<b>Application Type</b>	Full Planning
<b>Proposal &amp; Location</b>	PROPOSED RETENTION AND COMPLETION OF LAND AS A TEMPORARY OVERSPILL CAR PARK FOR A PERIOD OF UP TO 5 YEARS AT UNIVERSITY OF WALES TRINITY SAINT DAVID, COLLEGE ROAD, CARMARTHEN, SA31 3EP

<b>Applicant(s)</b>	UNIVERSITY OF WALES TRINITY SAINT DAVID, UWTSD CARMARTHEN CAMPUS, CARMARTHEN, SA31 3EP
<b>Agent</b>	ASBRI PLANNING - MR HYWEL PURCHASE, SUITE 4 J SHED, KINGS ROAD, SA1 SWANSEA WATERFRONT, SWANSEA, SA1 8PL
<b>Case Officer</b>	Paul Roberts
<b>Ward</b>	Carmarthen West
<b>Date of validation</b>	29/03/2018

### Reason for Committee

This application is being reported to the Planning Committee following the receipt of more than one objection from third parties.

### Site

The application site consists of a partly constructed car park within the University of Wales Trinity Saint David campus located off the southern flank of College Road in Carmarthen. The site extends to an area of 0.64 hectares and includes wooded and grassland areas that bound the western, southern and eastern sides of the car park. The car park is located at the southern periphery of the campus and adjoins one of its main car parking areas which is accessed via the main entrance from College Road.

The car park has a coarse gravel surface finish and slopes gently downwards in a southerly direction. The wooded and grassed areas that bound its western and southern sides have steeper gradients that slope down to the respective boundaries of the site. To the east of the site is a single storey building that provides crèche facilities within the campus, while the Coleg Sir Gar Jobs Well Road campus is located immediately to the west.

The residential properties of the Waun Burgess housing estate are located to the south west of the site being set at a lower level than the car park. These properties are separated from the car park by the wooded area that follows the western boundary of the site. To the south

are the residential properties of the Ash Grove which are again set below the level of the car park and separated from it by the grassed and wooded areas in the southern part of the site.

## **Proposal**

The application seeks planning permission for the retention and completion of the car park as a temporary overspill car park for the University campus for a temporary period of up to 5 years. The car park is to provide a total of 73 car parking spaces with 9 of these being allocated as disabled bays in the northern part of the site either side of the access. For ease of access, these bays and the access leading into the site are to be tarmacked while the remainder will be retained in a coarse gravel finish.

The parking bays will be delineated by white markers drawn on a knee rail to the front of each space with the layout having been designed to provide a circulatory route around the car park to allow for the safe movement of vehicles accessing and egressing the parking bays. The wooded and grassed areas to the south and west of the site are to be retained as part of the development and will provide a buffer zone between the car park and the neighbouring properties of Waun Burgess and Ash Grove. The proposal will involve tree planting in the grassed area to the south of the car park as well as further landscaping between the car park and the neighbouring crèche facility.

The application has been supported by a transport appraisal which provides an assessment of car parking facilities available in the campus. It confirms that there are currently 340 car parking spaces available for staff and students within the campus with a further 56 spaces being leased from the County Council in the nearby car park adjacent to St David's Park. The appraisal suggests that this provision is insufficient to serve the staff and student numbers at the campus and the University is currently experiencing high levels of parking demand and has very little car parking capacity during peak times. The temporary overspill car park proposed is intended to assist in meeting this demand and thereby minimising the highway safety and amenity impacts of staff and students parking elsewhere off the campus and on the surrounding roadways.

The appraisal confirms that the University are implementing a Green Framework Travel Plan which includes the development of a set of measures, initiatives and targets to encourage the use of sustainable modes of travel. The Plan includes the introduction of a car share scheme, cycle lock facilities and car parking control measures across the campus in the form of pay and display car parks for both staff and students. It has recently been updated by the University for the period up to 2023 with the intention of promoting and actively encouraging alternative means of commuting to the University.

Finally, the applicant has also provided a drainage strategy in support of the application which shows the surface water from the tarmacked access road and parking bays being discharged to an existing ditch in the south western periphery of the site at an attenuated rate via a new infiltration trench that will be set below and run parallel with the south western side of the car park. Surface water within the remainder of the car park will infiltrate through the gravel surface.

## **Planning Site History**

W/01059	Construction of new multi-purpose leisure complex Outline planning refused	12 February 1998
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D4/21921	Residential development of 26no student accommodation units Full planning permission	25 February 1992
D4/20921	Construction of 36 student flats in 4no 3 storey blocks Full planning permission	11 June 1991

## Planning Policy

[Carmarthenshire Local Development Plan](#) (Adopted December 2014) ('the LDP')

SP1 Sustainable Places and Spaces  
 SP5 Housing  
 SP16 Community Facilities  
 GP1 Sustainability and High Quality Design  
 H1 Housing Allocations  
 TR2 Location of Development – Transport Considerations.  
 TR3 Highways in Developments – Design Considerations.  
 EP2 Pollution.  
 EP3 Sustainable drainage.

## Summary of Consultation Responses

**Head of Transportation & Highways** – Has questioned the need for the new parking facilities and recommended that the applicant further promote the measures contained in the Travel Plan in order to encourage sustainable travel choices and reduce car based travel. Recommends that the travel plan be implemented in full and regularly monitored and reviewed if planning permission is granted.

**Head of Public Protection** – No objection.

**Carmarthen Town Council** - No objection.

**Local Member(s)** - Councillors A Speake and E Schiavone have not commented on the application to date.

**Natural Resources Wales** – No objection.

**Head of Waste and Environmental Services (Land Drainage)** – No objection.

All representations can be viewed in full on our [website](#).

## Summary of Public Representations

The application was the subject of notification by way of the posting of site notices within the vicinity of the site.

Three representations have been received from neighbouring residents who object to the application. The matters raised are summarised as follows:-

- Loss of privacy to the residents of Waun Burgess by way of overlooking or rear gardens and windows.

- Surface water drainage concerns.
- The character of the area will be substantially changed.

All representations can be viewed in full on our [website](#).

## **Appraisal**

The main issues in the determination of the application are the principle of the proposed use of the site as a car park and the impact of the development upon the character and appearance of the local area and the living conditions of neighbouring residents.

Dealing firstly with the principle of the proposed use, the site is allocated for residential development in the LDP with the intention that it could provide additional student accommodation in association with the University campus. The use of the land as a car park would clearly be at odds with this designation, however, its provision on a temporary basis as an overflow facility would not preclude the development of the site for residential purposes in the future should the need arise for additional student accommodation.

The provision of the new car park will assist in alleviating current parking problems in the campus particularly during peak times. This will help reduce the need for staff and students to park their vehicles off the campus at on-street locations in the surrounding area which can result in unacceptable highway and amenity impacts to road users and neighbouring residents. The applicant also recognises the need to actively encourage and promote the use of sustainable modes of travel within the campus and, to this end, has reviewed and updated its Travel Plan. The implementation of the measures and initiatives set out in the Plan will assist in reducing the need for additional parking provision on the campus and the granting of a temporary permission for 5 years will provide an opportunity to assess and review the need for the overspill car park at the end of this period. In the event that it is no longer required, the land would be reverted back to its original condition as a grassed area and a suitable condition securing the same will be imposed on the permission granted.

The proposal therefore accords with the objectives of policies GP1 and TR3 of the LDP in that it will extend and improve the parking provision at the campus.

Turning to the impact of the development on the character and appearance of the area, the site is well contained within the University campus being separated from the residential areas to the south and west by well-established trees and hedgerows. Its development represents a logical and acceptable extension to the existing campus and the proposed use as a car park, with no built development, will mean that it will not be visually prominent or detract from the character and appearance of the surrounding area.

As to the impact upon local residents, the site is set at a higher level than the neighbouring properties of Waun Burgess and Ash Grove to the south and west. Nonetheless, a separating distance of some 25 metres to the closest dwelling combined with the retention of the existing trees and hedgerows along the boundaries of the site will safeguard against any unacceptable impact upon existing living conditions by way of loss of privacy. The provision of screen fencing along the southern and western boundaries of the car park will assist in maintaining current privacy levels during the winter months while also protecting properties against the disturbance caused by the direction of headlights into existing

windows. A suitable condition will be imposed securing the provision and retention of this fencing.

The proposal therefore accords with the objectives of policies GP1 and TR3 of the LDP in that it will not result in any unacceptable visual or amenity impacts upon the surrounding area.

Finally, with regard to the surface water drainage concerns raised by the respondents, colleagues in the Authority's Land Drainage team have raised no objection to the drainage strategy proposed in that it will provide a sustainable means of disposal ensuring that no detriment will be caused to neighbouring occupiers and landowners. NRW have also raised no objection to the development in this regard. The proposal is therefore in accord with the objectives of policies EP3 of the LDP in that it will dispose of surface water in an acceptable and sustainable manner.

### **Well-being of Future Generations (Wales) Act 2015**

The decision considers the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). The decision takes into account the ways of working set out at section 5 of the WBFG Act and it is considered that this decision is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

### **Conclusion**

After careful consideration of the scheme as submitted, together with the representations received, it is concluded on balance that the proposed development is acceptable and in compliance with the policy objectives of the Authority's adopted LDP. The proposal will help alleviate the current parking problems in the campus while not causing any harm to the character and appearance of the surrounding area or the living conditions of neighbouring occupiers.

Furthermore, there are no sustained highway, amenity or ecological objections to the development. The application is therefore put forward with a favourable recommendation.

## **RECOMMENDATION – APPROVAL**

### **Conditions**

- 1 Notwithstanding the time limit given to implement planning permissions as prescribed by Sections 91 and 92 of the Town and Country Planning Act 1990 (as amended) this permission, being a partly retrospective permission as prescribed by Section 73A of the Act, shall have been deemed to have been implemented on 29 March 2018.
- 2 The works hereby granted consent shall be carried out strictly in accordance with the details shown on the following schedule of plans and information:-
  - Site location and block plan (001A) received on 26 March 2018;
  - Proposed layout (002C) received on 26 March 2018;
  - Proposed landscaping scheme (RS-141-02-01) received on 26 March 2018;
  - Longitudinal Section 1 & 2 (1:200 scale) received on 26 March 2018;



- Framework Travel Plan 2018-2023 received on 26 March 2018;
- Drainage section plan (003A) received on 26 March 2018;
- Standard details plan (04A) received on 26 March 2018;
- Existing ground survey plan (1:200 scale) received on 17 April 2018;
- Proposed layout and existing contours (099) received on 19 April 2018;
- Proposed drainage layout (SK01) received on 15 May 2018.

- 3 Within 2 months of the date of this planning permission, a scheme for the erection of 1.8 metre high timber fencing along the western and southern boundaries of the car parking area hereby approved shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include a programme of implementation for the erection of the fencing and the fencing shall be erected in accordance with the approved details and retained thereafter for the duration of the development.
- 4 The permission hereby granted is for a temporary period of five years from the date of this planning permission following which the use shall cease and all materials and structures brought onto or erected on the land or works undertaken to it in connection with the use shall be restored to its condition before the development took place within six calendar months of that date.
- 5 The landscaping scheme shown on the proposed landscaping scheme drawing (RS-141-02-01) received on 26 March 2018 shall be fully implemented in the first planting season following the completion of the car park.

Any new landscape elements constructed, planted or seeded; or existing landscape elements retained; in accordance with the approved scheme which, within the lifetime of the approved development are removed; die; become diseased; damaged or otherwise defective, to such extent that, in the opinion of the local planning authority, the function of the landscape elements in relation to this planning approval is no longer delivered, shall be replaced in the next planting or seeding season with replacement elements of similar size and specification.

## Reasons

- 1 Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.
- 2 To ensure that only the approved works are carried out.
- 3 In the interests of safeguarding residential amenity. (Policies GP1 and TR3)
- 4-5 In the interests of visual amenity. (Policy GP1)

## Notes/Informatives

- 1 Please note that this consent is specific to the plans and particulars approved as part of the application. Any departure from the approved plans will constitute unauthorised development and may be liable to enforcement action. You (or any subsequent developer) should advise the Council of any actual or proposed variations from the approved plans immediately so that you can be advised how to best resolve the matter.

In addition, any conditions which the Council has imposed on this consent will be listed above and should be read carefully. It is your (or any subsequent developers') responsibility to ensure that the terms of all conditions are met in full at the appropriate time (as outlined in the specific condition).

The commencement of development without firstly meeting in full the terms of any conditions which require the submission of details prior to the commencement of development will constitute unauthorised development. This will necessitate the submission of a further application to retain the unauthorised development and may render you liable to formal enforcement action.

Failure on the part of the developer to observe the requirements of any other conditions could result in the Council pursuing formal enforcement action in the form of a Breach of Condition Notice.

- 2 Comments and guidance received from consultees relating to this application, including any other permissions or consents required, is available on the Authority's website ([www.carmarthenshire.gov.uk](http://www.carmarthenshire.gov.uk)).

<b>Application No</b>	<b>W/37401</b>
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<b>Application Type</b>	Full Planning
<b>Proposal &amp; Location</b>	DEMOLITION OF EXISTING BUILDINGS AND REDUNDANT TELECOMMUNICATIONS SLABS AND ERECTION OF LIDL FOODSTORE WITH ASSOCIATED PARKING, DELIVERY ARRANGEMENTS AND WIDENING OF CURRENT ACCESS ROAD AT FORMER CARMARTHEN POLICE STATION, FRIARS PARK, CARMARTHEN, SA31 3AW

<b>Applicant(s)</b>	LIDL UK GMBH - DR WENDY HURST, WATERTON INDUSTRIAL ESTATE, OFF COWBRIDGE ROAD, BRIDGEND, CF31 3PH
<b>Case Officer</b>	Paul Roberts
<b>Ward</b>	Carmarthen South
<b>Date of validation</b>	15/06/2018

## CONSULTATIONS

**Head of Highways and Transport** – Has raised no objection to the development subject to the imposition of suitable conditions securing, amongst others, a scheme for the widening of part of the pedestrian footway to the north of the site and the submission of a delivery management plan as part of the development.

**Head of Waste and Environmental Services (Land Drainage)** – Has confirmed his acceptance of the surface water drainage strategy proposed.

**Head of Public Protection and Housing** – Has raised no objection to the application subject to the imposition of suitable conditions.

**Carmarthen Town Council** – Has offered the following comments in respect of the application:-

- Request that concerns and requests raised by Cadw and the Dyfed Archaeological Trust be addressed as part of the application.
- Request that the perimeter of the building be relocated sufficiently to allow for proper landscaping and greening around its perimeter, particularly on the Morfa Lane and to the north side of the building to mitigate its visual impact upon the surrounding environment.

- Further clarification is required as to how the widening of the access road will impact upon the Scheduled Monument.

**Local Member** - County Councillor A Lenny is a member of the Planning Committee and has therefore made no prior comment on the application. County Councillor G John has also not commented on the application to date.

**Welsh Government (Transport Division)** – Has no objection in terms of the likely traffic impact upon the trunk road network.

**Dyfed Archaeological Trust** – Concerns raised regarding the impact of the development upon the setting of the nearby Civil War earthworks known as ‘The Bulwarks’ which is a Scheduled Monument (SM). In doing so, advises that the final decision as to the acceptability of the impact of the development upon the scheduled monument lies with Cadw. In the event that planning permission is granted, recommends the imposition of a condition securing the submission of a written scheme of investigation of archaeological works to be undertaken as part of the development in order to protect the historic environment.

**Cadw** – Advise that the demolition of the existing buildings on the site and their replacement with the new store will open up views to and from the scheduled monument and the modern buildings in the site will no longer dominate the scheduled monument (as is the current situation). Whilst they suggest that that the position of the car park with its associated movement and noise will have an adverse impact upon the setting of the scheduled monument, on balance they consider the development will have a slight positive impact on the setting of The Bulwarks scheduled monument.

Also advise that the slight expansion of the car park on the western side of the scheduled monument as part of the development and the widening of the access road will require scheduled monument consent. They confirm that an application for scheduled monument consent has been submitted to Cadw for these works and that they have authorised an archaeological evaluation of these areas of the site to inform their decision in respect of this application as well as the current planning application. The evaluation works have recently been completed and whilst Cadw have been consulted on the results of the evaluation, no further comments have been received to date.

**Dwr Cymru/Welsh Water** – Has examined the foul and surface water drainage strategy submitted with the application and raised no objection to the development subject to the imposition of suitable conditions.

**Natural Resources Wales (NRW)** – Has raised no objection to the application subject to the imposition of suitable conditions.

**Neighbours/Public** – The application has been publicised with the posting of a number of site notices within the vicinity of the site and the publication of a notice in the local newspaper. Subsequent amendments to the development as part of the application process and the submission of additional supporting information by the applicant also required further re-consultation exercises whereby further site notices were posted and an additional press notice published in the newspaper.

As a result of these publicity exercises, fifteen third party letters of representation have been received from interested parties, including the Carmarthen Civic Society, all of whom object to the application. It is noteworthy that eight of these letters were received in respect of the original development layout prior to it being amended in accordance with Cadw's advice. The objections are summarised below:-

- The Bulwarks scheduled monument is of national importance and nothing should be built in or near it to detract from the significance of the earthworks.
- Negative physical impact upon the scheduled monument through its access and parking arrangements.
- The proposal will threaten the visual connection between The Bulwarks and the castle which was central to the strategic planning of The Bulwarks.
- The Bulwarks are one of the best preserved 17th century Civil War defences/earthworks within the UK and possibly Europe and should be preserved.
- The site should be developed as a historical tourist attraction or heritage centre.
- The application area is likely to contain buried archaeological remains as well as a large section of The Bulwarks.
- The designation of The Bulwarks as a scheduled monument is intended to protect it from developments such as that currently proposed.
- The widening of the road must be undertaken under qualified archaeological supervision.
- Increased traffic generation on the surrounding road network.
- The development will prevent further investigation and analysis of the scheduled monument while also affecting visitor understanding of its importance as well as the soil chemistry of any buried features.
- The development will be unsightly dominating the skyline of Carmarthen on the western approach with the signage and fencing being unattractive.
- Detract from the rural market town.
- The size of the building will create shadow and an unpleasant commercial feel to the residential houses in Morfa Lane.
- Increased noise and pollution from the car park will impact upon neighbours.
- The site is partly within and forms part of the setting of a conservation area and occupies a prominent location on one of the principal approaches into the town.
- Impact upon the setting of the Towy Valley Registered Landscape of Historic Interest.
- The proposal would have a harmful effect upon the fabric of the scheduled monument and its setting and as such be contrary to policies SP13, EQ1, GP1 and EQ5 of the LDP.

- The position of the building close to the scheduled monument will adversely impact upon its physical setting and block public views of its function as a defensive earthwork to a greater extent than the existing buildings on the site.
- A method statement for the demolition and clearance stage detailing how potential buried archaeological remains will be safeguarded is required.
- Loss of parts of the scheduled monument with the widening of the road and visual impact of signage.
- The introduction of a more intensive commercial use with more traffic and external illumination will have a detrimental effect upon the SAM.
- A well thought out landscaping scheme is essential to soften the visual impact of the development.
- Lack of boundary treatment and signage details.
- No separate access for delivery vehicles.
- Proximity of the access road and parking spaces to the steep slope and the safety impact of the same.
- Lack of parking spaces.
- Question the stability of the western slope to safely accommodate the development.
- The change in layout will result in a more visually intrusive development than that originally proposed and have a clear demonstrable harm upon The Bulwarks scheduled monument and its setting as well as well as that of the adjoining conservation area.
- The Bulwarks scheduled monument would be left as an 'island' of preserved archaeology.
- The perimeter of the development will be enclosed by fencing that will visually separate it from its setting with no buffer between it and the car park.
- Failure of the applicant to assess the setting of The Bulwarks in accordance with Cadw's guidance and inadequacies in the heritage assessment submitted.
- The need to promote the Bulwarks as an attraction from the Coastal Path and its link with the castle.
- Unacceptable layout and scale and design of the new store having a much larger footprint than the existing buildings on the site.
- Loss of amenity to neighbours as a result of deliveries and light pollution.
- Visual impact of the new store and adjacent plant area upon Morfa Lane.

## RELEVANT PLANNING HISTORY

The following previous applications have been received in respect of the application site:-

W/20901	Construction of new glazed canopy to front entrance Full planning permission	21 May 2009
W/20759	Installation of new fence and gate and replacement fence and new gate Full planning permission	30 June 2009
W/18211	Removal of existing modular office building with proposed larger office as replacement Full planning permission	10 March 2008
TM/00880	Placement of 2 no. portacabins for office use Full planning permission	09 May 2002
W/03597	Construction of volumetric modular building for office use Full planning permission	08 August 2000
W/02450	Formation of additional car park Full planning permission	29 April 1999
D4/4399	Temporary buildings renewal Full planning permission	22 March 1978
D4/4398	Temporary office Full planning permission	23 March 1978
D4/1176	Temporary office accommodation Full planning permission	30 October 1974

## APPRAISAL

### THE SITE

The application site consists of the former Carmarthen Police Station at Friars Park in Carmarthen. It is located immediately to the south west of the town centre in an area that is characterised by a mix of commercial and residential properties. The site measures approximately 1.3 hectares in area with the former police station being centrally located on an elevated plateau above Morfa Lane and the A4242 which bound its western and southern boundaries respectively. The western and southern parts of the site consist of steeply sloping grassed banks which slope down from the police station towards the roadways.

The former police station consists of a mix of building types which range from one to three storeys in height with facing brickwork and pitched and flat roofs. There are also a number of portacabin structures on the site principally above the grassed bank that flanks Morfa Lane. The buildings are surrounding by a hardstanding parking area and vehicular access is achieved via an access road that egresses onto the A4242 to the south.

The site includes part of a scheduled monument known as The Bulwarks which comprises the remains of an earthwork defensive line dating back to the Civil War in 1642-51 that was built to protect west Carmarthen. The surviving section of the defences consist of a central section of bank some 0.7 metres high fronted to the west by a 5.6 metre wide ditch and can be seen as a grassed area located within and adjacent to the north eastern boundary of the site. North and south of this are two polygonal projecting bastions with the best preserved being in the grassed area located immediately to the north of, and outside, the application site with the depth of the ditch being circa 2 metres below the exterior and 4 metres below the crest of the bank. The southern bastion consists of the sloping grassed bank that forms the southern part of the application site and flanks the access to the police station.

The central section of The Bulwarks scheduled monument located along the north eastern boundary of the site is located within the Lammas Street Conservation Area while the remainder of the application site falls outside this designated area.

The site is located immediately adjacent to and to the west of the Wilko store in the town centre with the bus station and retail areas of Merlin's Walk and Lammas Street located beyond this approximately 200 metres from the site. To the west, and on the opposite side of Morfa Lane is the Toyota car garage and neighbouring commercial buildings as well as the Tesco Extra store. Carmarthen Park is located to the north of the Tesco store. There are a number of residential properties to the north of the site that front on to Morfa Lane and these are separated from the site by a public footpath that runs contiguous with the northern boundary of the site and provides a direct pedestrian link to Friars Park and the town centre. The River Towy is located to the south of the site on the opposite side of the A4242.

## **THE PROPOSAL**

The application seeks full planning permission for the demolition of the existing buildings and structures on the site and the development of a new Lidl foodstore with associated parking, road widening, landscaping and infrastructure works.

By way of background to the proposal, Lidl currently has a store in Carmarthen town centre which is located in Priory Street approximately 700 metres to the east of the application site. The store opened in 2000 and has now become dated in terms of its floor area and operational arrangements and is too small to serve its customer base. There is therefore a need for a larger store to meet the local consumer need it currently serves while also providing a better equipped store to improve their overall shopping experience. The applicant has considered the feasibility of redeveloping the existing site, however, the site is not large enough to accommodate an extended store and adequate parking and servicing arrangements. As a result, they have decided to relocate the store to the application site. The applicant indicates that 5 additional employment opportunities will be created in addition to the 35 existing jobs as a result of the relocation proposal.

### **Site Layout and Design**

The new store is to have a gross internal floor area of 2,127 square metres of which 1,326 square metres will consist of retail floor space. It will provide an additional 328 square metres of retail floor space to that currently provided at the Priory Street store which represents a 33% increase. 80% of the overall floor space will be dedicated to convenience goods with comparison goods taking up the remaining 20%.



In the original development layout submitted with the application the store was located in the north eastern part of the site adjacent to The Bulwarks scheduled monument. However, following concerns raised by Cadw regarding its proximity to the monument and its impact upon the immediate setting and views of the same, the applicant has followed Cadw's subsequent advice in relocating the store to the south western part of the site above the grassed bank flanking Morfa Lane. The car parking area and internal access road are to be located between the store and the scheduled monument.

The building is to be of a single storey construction with a mono-pitch roof that will have a maximum ridge height of 7 metres. The principal south east elevation facing the A4242 will have a glazed frontage that will extend around to the customer entrance on the north east elevation. This will provide a contemporary appearance and an active frontage to the store when viewed from the A4212 while also providing an outlook into the store and providing a light environment for customers. The remaining elevations are to consist of two coloured insulated metal cladding wall systems. The lower levels of the walls will comprise white cladding panels laid horizontally whilst at higher levels below the eaves of the building the cladding will be grey in colour. A wrap around canopy is incorporated on the front and side elevations facing the car park to provide cover to the customer entrance while also accommodating the trolley park and customer cycle stands. The roof of the building is to have a number of solar PV panels which will follow the roof slope and be orientated in a south westerly direction.

The scheme incorporates 122 car parking spaces which are arranged around the front and side elevations of the proposed store. The layout has been arranged to allow customers to easily manoeuvre around the car park while incorporating safe pedestrian routes to and from the store and existing public footpaths around the site. The spaces include 6 disabled spaces and 8 parent and child spaces which are located close to the store for ease of access. Lighting columns will be provided in the car park and pedestrian routes.

The service area is located to the north west of the store to facilitate the manoeuvring of delivery vehicles in and out of the warehousing area which is located at the rear of the store. Provision is made for a dedicated loading bay and turning area for delivery vehicles whereby they will not encroach on any parking bays. The development also includes a hardstanding area for plant adjacent to the rear of the south west elevation. The floor levels of the store and parking areas will reflect the prevailing ground levels of the site.

Vehicular access to and from the new store will be via the existing road system leading from the A4242 on the south eastern boundary. Access is provided via a 'Left in Left Out' arrangement from the A4242 and the road also provides access to the rear service yard of the adjacent Wilkos store as well as Mill Street which provides access to a small number of residential garages. The existing roadway leading into the site is to be widened from 5 to 9 metres in width with provision being made for a new footway that will provide pedestrian access from the A4242 to the south. The scheme also includes the provision of a new pedestrian access from the store car park to the existing footpath that runs contiguous with the northern boundary of the site thereby providing direct pedestrian access to Friar's Park and the town centre.

The application has been accompanied by a detailed landscaping scheme which provides for the implementation of new planting frameworks within the development. These will include new hedgerows, tree planting and planting beds around the development particularly along the southern western and south eastern boundaries of the store and car park facing

Morfa Lane and the A4242. The development also incorporates low safety fencing between the car parking area and grassed slope to the south of the store.

The application has been accompanied by the following supporting information certain of which are appraised below:-

- Design and Access Statement
- Retail Impact Assessment
- Geo-Environmental Investigation Report
- Transport Statement and Travel Plan.
- Flood Consequence Assessment & Drainage Strategy
- Heritage Assessment.
- Archaeological Evaluation
- Pre-application Consultation Report
- Air Quality Assessment
- Preliminary Ecological Appraisal and Bat Survey.
- Noise Assessment

### **Flood Consequence Assessment & Drainage Strategy**

The Flood Consequence Assessment (FCA) confirms that the majority of the site falls within Flood Zone A of the development advice maps contained in TAN15 which is considered to be at little or no risk from fluvial or tidal flooding. A small area of the site along the southern boundary is located in Flood zone B – an area known to have flooded in the past, and Flood Zone C2 – an area considered at risk from flooding without significant defence infrastructure. The A4242 to the south of the site which provides vehicle access to the site also falls within Zone C2.

The FCA confirms that the proposed use falls within the category of ‘less vulnerable’ development as defined in the TAN which is considered acceptable within Zone A. Moreover, it highlights that the TAN states that such uses can also be considered acceptable in Zone C2 subject to the satisfying certain acceptability criteria.

Turning to surface water drainage, infiltration tests undertaken across the site confirm that the use of soakaways is a suitable drainage option for the development. Surface water from the store and car parking areas will therefore be discharged to geo-cellular style soakaways located beneath the car park.

With regard to foul drainage, foul flows from the development will be discharged to the existing combined public sewer located in Morfa Lane similar to the existing situation.

### **Transport Assessment**

The transport assessment considers the highway impacts of the development upon the surrounding road network and junctions while also comparing the vehicle movements with the site’s previous and extant use as a police station. It also provides an assessment of the parking provision within the site.

The assessment utilises observed traffic data from Lidl in order to determine the additional trip generation associated with the relocation of the existing store while an allowance has also been made for the increased floor space of the new store.

The likely vehicular movements associated with the new store during peak periods is estimated to be closely aligned with the site's extant use a police station while resulting in a net decrease in trips during certain peak periods. Upon completion of the relocated store the existing store will close and the assessment suggests that the majority of customers will transfer to shopping at the new store. Moreover, as the customers will have already been travelling on the highway network the change in traffic volumes will be negligible. Whilst it recognises that there will be some redistribution of vehicle movements throughout the highway network due to the transfer in trips between the existing and new store, this is deemed to have a negligible effect on the local highway network and any change will be offset by the reduction in vehicle trips, particularly during the weekday am and pm peak periods, that would have been generated by the former use of the site.

The proximity of the store to a number of residential catchments is highlighted in the assessment which, coupled with the provision of cycle, pedestrian and public transport links, make the store highly accessible by all modes of sustainable transport thereby reducing the overall traffic impact upon the local highway.

On the basis of the foregoing, it is concludes that the relocation of the store will have a negligible effect upon the performance of the local highway network.

In addition, from a parking perspective, it demonstrates that the proposed level of car parking accords with the Authority's parking standards and will be sufficient to accommodate the likely number of customers and will operate within capacity during peak periods.

### **Retail Impact Assessment**

The assessment provides an analysis of the impact of the development upon the town centre within the policy context of the Authority's Local Development Plan (LDP) and national planning policy as set out in Planning Policy Wales and Technical Advice Note (TAN) 4 which relates to retail and commercial developments.

It provides an analysis of the vitality and viability of Carmarthen town centre and, in doing so, draws upon the findings of the Authority's own Retail Study undertaken in 2010 and subsequently updated in 2015. The town centre is deemed to have a healthy mix of retail and service uses and whilst the level of vacancies is in line with national averages, the assessment suggests that the town centre's particular strength is its prominent comparison sector.

On the matter of the need for the development, the assessment again draws upon the findings of the Authority's Retail Study in confirming that the existing Lidl store in Priory Street is trading well above the level a store of its size can reasonably be expected to meet which has resulted in operational challenges in meeting the current demand. It highlights the important role that the existing store plays in convenience goods provision in the town and surrounding rural area comprising of around 10% of the total turnover. In quantitative terms, the retail study identifies a requirement of approximately 6,086 sqm metres of retail floor space in Carmarthen by 2021 which includes 981 square metres of A1 convenience goods and 4,866 sqm of comparison goods provision. This exceeds the additional floor space of 328 sqm provided by the proposed new store whereby the assessment concludes that there is sufficient capacity to support the new store.

Turning to qualitative need, the retail study found that smaller format stores typically associated with Limited Assortments Discounters such as Aldi and Lidl have become increasingly popular over recent year and that improving the existing provision in Carmarthen will therefore be of direct benefit to local shoppers. The proximity of the new store to the primary retail area of the town is also seen as a benefit to the town and shoppers by way of encouraging linked trips and reinforcing and enhancing the town's commercial strengths and position as a principal centre. Furthermore, the 'freeing up' of the existing town centre store is seen as a catalyst for a further retail opportunity and investment in the town centre.

As to the sequential approach to the selection of the site, emphasis is placed upon the site's location within 300 metres of the town's primary shopping area while also confirming that there are no other sites that can be reasonably considered available, suitable and viable to accommodate the proposed new store.

The assessment concludes that the development will not have an adverse impact upon the vitality and viability of the town centre and is therefore considered to be in accord with planning policy objectives.

### **Heritage Assessment**

This provides an analysis of the impact of the development upon the historic environment and designated historic assets within a 1km area of the site based upon Cadw's advice contained in the publication entitled 'Conservation Principles, Policies and Guidance for the Sustainable Management of Historic Environment in Wales (2011).

It confirms that the site includes The Bulwarks Civil War defences referred to above which due to its high state of preservation has been granted scheduled monument status and protection. They form the sole remnant of Carmarthen's Civil War defences and are deemed to be the best preserved urban fortifications of this type in Wales. The scheduled monument forms part of the grassed areas in the north eastern and southern parts of the site and the assessment emphasises its important evidential and historical value through its potential to enhance our knowledge of Post-Medieval military defences. It suggests that this potential largely rests in the buried archaeological remains that it is likely to contain.

The assessment highlights that the elevated location of the scheduled monument defences on the site would have offered views of the valley below and its setting encompassed the wider agricultural landscape as well as the medieval burgage plots of Lamas Street to the north. Notwithstanding this, emphasis is placed upon the change in character that has already taken place in the vicinity of the scheduled monument with the development of the police station on the site and the neighbouring retail development at Greyfriars Park.

The development will physically impact upon the scheduled monument with the widening of the access road from 5 metres to 9 metre in width and slightly extending the existing hardstanding area of the police station in the north eastern part of the site to accommodate the car park of the new store. Whilst both elements will need separate Scheduled Monument Consent from Cadw, the assessment opines that the boundary of the scheduled monument has already been encroached by the existing access and the proposal will not result in any further intrusive effects. Further to this, and in accordance with Cadw's advice, the applicant has recently undertaken an archaeological evaluation of these areas of the site. Whilst the evaluation found that these areas of the site have been the subject of disturbance, modification and landscaping as part of the construction of the police station, it does identify

a number of archaeological features which potentially relate to the original construction of the SM.

As to the impact upon the setting of the SM, whilst there is intervisibility between the development and the scheduled monument given their proximity, the proposal will introduce a mitigating element with the replacement of the large police station buildings with the single storey store that will restore some long distance views from the north and to the south. The increased traffic of the new store is recognised, however, overall it is concluded that the development will have a neutral impact upon the scheduled monument.

The site's location within the Registered Historic Landscape of the Towy Valley and Lammas Street Conservation Area is also recognised and assessed in the document as is the site's proximity to the Picton Terrace/Penilwyn (Carmarthen) Park Conservation Area to the west of the site. Consideration is also given to the impact upon Listed Buildings in these conservation areas as well as those located to the east of the site at Spring Gardens off the A4242.

In connection with the above, it is suggested that the development will not physically impact upon the significance and appearance of the Lammas Street Conservation Area and its associated Listed Buildings whereby it will develop an already developed area and provide a mitigating element with a reduction in building heights. This will assist in partially restoring some historic views to and from the site and wider area. Similarly, there is deemed to be no direct impact upon the Conservation Area of Carmarthen Park while the lack of intervisibility with its Listed Buildings as well as those located in Spring Gardens to the east of the site will ensure there will be no unacceptable harm to the character and setting of these assets.

Finally, in terms of the Towy Valley Registered Historic Landscape, the assessment concludes that its character won't be locally altered to a degree that will cause any harm to its character and appearance.

### **Other Supporting Documents**

As to the other supporting documents, the Ecological Appraisal confirms the site to be of moderate ecological value with the presence of tree and hedge species which provide habitat for breeding birds, and a diversity of grassland. No evidence of bats or other protected species was found in any of the buildings within the site. The proximity of the site to the Afon Tywi Special Area of Conservation (SAC) is highlighted in the appraisal and it makes a number of recommendations so as to ensure the development will result in no harm to the SAC by way of ground disturbance and run-off.

The location of the site within the Carmarthen Air Quality Management Area (AQMA) has resulted in the submission of an Air Quality Assessment of the potential impact of the development upon the same both during its construction and operation phases. The assessment concludes that the redevelopment of the site will result in no unacceptable impacts upon air quality in the AQMA.

The noise assessment considers the impact of potential noise arising from the development upon the nearest noise sensitive properties in terms of vehicle movements of both of customers and delivery vehicles and plant noise associated with the new store. It finds that the development will have no unacceptable noise impacts upon neighbouring residential properties.

Finally, the Geo-Environmental Investigation Report confirms that the site is considered stable to develop with regard to past mining activity with no known contamination that would preclude its redevelopment.

## **PLANNING POLICY**

### **Local Development Plan (LDP)**

In the context of the Authority's current Development Plan the application site is located within the development limits of Carmarthen as defined in the adopted LDP. It is contiguous with and outside the town centre designation of the town as identified in the Plan and has no specific designation whereby it appears as 'white land'. Parts of the site are designated as a scheduled monument and shown to be within the Lammas Street Conservation Area, as referred to earlier in this report.

The following policies of the Plan which are of relevance to the proposal:-

In terms of the Plan's strategic policy context, **Policy SP1 – Sustainable Places and Spaces** promotes environmentally sustainable proposals and encourages the efficient use of vacant, underused or previously developed land. Furthermore, the policy promotes the distribution of development to sustainable locations in accordance with the Plan's settlement framework.

**Policy SP2 - Climate Change** supports proposals which respond to, are resilient to and adapt to minimise for the causes and impacts of climate change. Proposals for development which are located within areas at risk from flooding will be resisted unless they accord with the provisions of TAN15.

**Policy SP3 – Sustainable Distribution Settlement Framework** identifies Carmarthen as being one of three Growth Areas within the Plan's Settlement Framework for the County which reflects their high population levels and the availability of an extensive range of services and facilities in the strategic context. The settlements are well served by facilities that are vital to support sustainability being on sustainable transport routes and are therefore capable of accommodating a proportionally higher level of growth and development.

**Policy SP8 – Retail** permits retail proposals where they maintain and enhance the existing retail provision within the County and protect and promote the viability a vitality of the defined retail centres.

**Policy SP9 – Transportation** promotes the provision of an efficient, effective, safe and sustainable integrated transport system through, amongst others, reducing the need to travel and supporting alternative sustainable modes of transport to the private motor car.

**Policy SP13 – Protection and Enhancement of the Built and Historic Environment** requires that development proposals should preserve or enhance the built and historic environment, its cultural, townscape and landscape assets, and where appropriate, their setting. It goes on to state that proposals relating to Listed Buildings, Conservation Areas and Scheduled Ancient Monuments will be considered in accordance with national guidance and legislation.

**Policy SP14 – Protection and Enhancement of the Natural Environment** requires that development should reflect the need to protect, and wherever possible enhance the County's natural environment in accordance with national guidance and legislation.

**Policy SP17 – Infrastructure** states that development will be directed to locations where adequate and appropriate infrastructure is available or can be readily available.

Turning to the specific policies of the Plan:-

**Policy GP1 – Sustainability and High Quality Design** is a general policy which, amongst others, promotes sustainability and high quality design, and seeks to ensure that development conforms with and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing, elevation treatment and detailing. Developments should also not have a significant impact upon the amenity of adjacent land uses and properties, be served by appropriate access provision and have regard to the safe and efficient use of the transport network. Proposals are also required to protect and enhance the setting and integrity of the historic environment.

**Policy GP2 – Development Limits** permits proposals within defined development limits subject to the policies and proposals of the plan, national policies and other material planning considerations.

**Policy GP4 – Infrastructure and New Development** states that proposals will be permitted where the infrastructure is adequate to meet the needs of the development.

**Policy RT1 – Retail Hierarchy** states that retail proposals will be considered in accordance with the Plan's retail hierarchy wherein Carmarthen is designated as one of three Principal Centres.

**Policy TR2 – Location of Development: Transport Considerations** requires that developments which have the potential for significant trip generation should be located in a manner consistent with the Plan's objectives and in locations which are well served by public transport and are accessible by cycling and walking.

**Policy TR3 – Highways in Developments: Design Considerations** states that proposals which do not generate unacceptable levels of traffic on the surrounding road network, and would not be detrimental to highway safety or cause significant harm to the amenity of residents will be permitted. Reference is also made to the need to meet required access and parking standards as well as promoting the interests of pedestrians, cyclists and public transport as part of proposals.

**Policy EQ1 – Protection of Buildings, Landscapes and Features of Historic Importance** states that proposals for development affecting landscapes, townscapes, buildings and sites or features of historic or archaeological interest which by virtue of their historic importance, character or significance within a group of features make an important contribution to the local character and the interests of the area will only be permitted where they preserve or enhance the built and historic environment.

**Policy EQ4 - Biodiversity** precludes proposals for development which have an adverse impact on priority species, habitats and features of recognised principal importance to the conservation of biodiversity and nature conservation (i.e. NERC & Local BAP, and other sites protected under European or UK legislation), unless satisfactory mitigation is proposed,

and in exceptional circumstances where the reasons for development outweigh the need to safeguard biodiversity and where alternative habitat provision can be made.

**Policy EP1 – Water Quality and Resources** permits proposals where they do not lead to a deterioration of either the water environment and/or the quality of controlled waters.

**Policy EP2 – Pollution** requires that proposals seek to minimise the impacts of pollution. New developments will be required to demonstrate that they satisfactorily address any issues in terms of air quality, water quality, light and noise pollution, and contaminated land.

**Policy EP3 – Sustainable Drainage** requires proposals to demonstrate that the impact of surface water drainage, including the effectiveness of incorporating Sustainable Urban Drainage Systems (SUDS), has been fully investigated.

### **National Planning Policy**

Planning Policy Wales (PPW) (Edition 10, November 2018) provides a national overview of planning policy on a wide range of issues relevant to the proposed development.

It highlights a number of overarching objectives for retail and commercial centres which planning authorities should aim to deliver through their development plan and development management decisions ensuring the maximum contribution to the well-being goals. The planning system must promote viable urban and rural retail and commercial centres as the most sustainable places to live, work, shop, socialise and conduct business as well as sustain and enhance retail and commercial centres' vibrancy, viability and attractiveness.

Paragraphs 4.3.13 – 4.3.17 place emphasis on the need to ensure that communities have access to adequate levels of retail provision and the requirement to consider the need for additional retail provision in determining planning applications other than in those areas designated for such uses such as defined retail centres. This approach reinforces the role of centres as the best locations for retail, leisure and commercial activities. The quantitative and qualitative need for a development must be considered and local planning authorities should determine and justify the weight given to the latter.

Paragraphs 4.3.18 – 4.3.24 advocate a sequential approach to site selection in determining planning applications for retail developments whereby the first preference should be to locate new development within a retail and commercial centre defined in the development plan hierarchy of centres. Where a suitable site is not available to meet the identified need within a retail or commercial centre, then consideration should be given to edge of centre sites which are accessible by a choice of public and private modes of travel.

Paragraph 4.3.25 refers to the potential impact new retail developments located outside designated retail centres can have on the viability and vibrancy of a centre and the need for developments to consider such issues with the submission of a retail impact assessment. It suggests that impacts resulting from such developments, whether individual or cumulative, may include changes in turnover and trading ability, traffic and travel patterns as well as affecting centre regeneration strategies and existing and proposed retail sites allocated in development plans.

The retail advice contained in PPW is reinforced in Technical Advice Note (TAN) 4: Retail and Commercial Development 2016.



Planning Policy Wales also provides the national planning policy framework for the consideration of the historic environment and is supplemented by guidance contained in Technical Advice Note (TAN) 24: The Historic Environment as well as Cadw associated best practice guidance.

Paragraph 6.1.5 of PPW states that 'the planning system must take into account the Welsh Government's objectives to protect, conserve, promote and enhance the historic environment as a resource for the general well-being of present and future generations'. The historic environment is made up of individual historic features which are collectively known as historic assets and include, amongst others, Listed Buildings, Conservation Areas, Historic Parks and Gardens and Archaeological remains which include scheduled monuments. Para 6.1.2 of PPW refers.

Paragraph 6.1.6 sets out the Welsh Government's objective for the historic environment which includes conserving archaeological remains, safeguarding the character of historic buildings and managing change, preserving or enhancing the character or appearance of conservation areas and protecting areas on the register of historic landscapes in Wales.

In connection with archaeological remains, paragraph 6.1.23 confirms that the conservation of remains and their setting is a material consideration in determining planning applications. Moreover, paragraph 6.1.26 advises that where archaeological remains are known to exist, an application should be accompanied by sufficient information through desk based assessment and/or field evaluation, to allow a full understanding of the impact of the proposal on the significance of the remains.

Paragraph 4.2 of TAN 24 advises that when considering development proposals that affect Scheduled monuments or other nationally important remains, 'there should be a presumption in favour of their physical preservation in situ, i.e. a presumption against proposals which would involve significant alteration or cause damage, or would have a significant adverse impact causing harm within the setting of the remains'. Furthermore, paragraph 4.7 highlights the need for applicants to undertake and provide a desk based archaeological assessment and, where appropriate, an archaeological evaluation and demonstrate how they have modified a development to minimise any negative impact upon the identified remains and how they intend to mitigate any remaining impacts.

Paragraph 4.9 of the TAN advises that when considering planning applications that affect known or potential archaeological remains, local planning authorities should consult their archaeological advisor and where they directly affect a scheduled monument and its setting, Cadw must be consulted.

Finally, paragraph 4.11 provides advice on the measures for the preservation of remains in situ while paragraphs 4.12 - 4.14 relate to the recording of archaeological evidence as part of development proposals and the use of planning conditions to secure a brief setting out the scope of archaeological work that is required as part of a development.

### **THIRD PARTY REPRESENTATIONS**

As noted in the summary above, the application has attracted considerable objection in respect of both the original and revised development layouts. The concerns raised are wide ranging and can be broadly categorised and appraised as follows:-

## **Impact upon the Bulwarks Scheduled Monument**

This is a common concern amongst respondents whereby they highlight the historical and national importance of the scheduled monument and the need to ensure it is preserved and protected. The concerns relate the impact of the development upon the setting of the scheduled monument as well as the direct physical impacts by widening the access improvements and extension of the car park.

The impact of the development upon The Bulwarks scheduled monument is one of the main issues in the determination of the application and has been the subject of a thorough analysis by officers and Cadw. As mentioned earlier in the report, the proposed store was located in the north eastern part of the site adjacent to the scheduled monument in the original development layout submitted with the application. However, following concerns raised by Cadw regarding its proximity to and impact upon the immediate setting and views of the scheduled monument, the applicant followed Cadw's advice in relocating the store to the south western part of the site.

In responding to the revised layout, Cadw advise that the existing police station complex has had a significant adverse impact upon the setting of the scheduled monument whereby it has blocked the significant long views westward from the central part of the defences within the site and also substantially impinged into the short views between the bastions to the north and south. Moreover, the scheduled monument is also dominated by tall buildings particularly the main office block which is three storeys high.

They advise that removal of all the existing buildings on the site as part of the development and the relocation of the store to the western part of the site will serve to open up the significant short views between the bastions as well as the view from the northern bastion to the river Tywi along the central line of the defence. Whilst the significant long view to the west will still be blocked, Cadw suggest that the lower height of the new store relative to the existing buildings will reduce the feeling that the scheduled monument is dominated by modern buildings. Furthermore, they advise that the use of the site as a supermarket instead of a police station will allow the public to view the scheduled monument from the west and potentially allow interpretation to be introduced which will draw public attention to its importance in Carmarthen's heritage.

Whilst Cadw accept that the use of the site as a supermarket will introduce more traffic movement and noise to the site, based upon the foregoing they advise that the development will have less impact on the way the scheduled monument is currently experienced, appreciated and understood and will have a slight positive impact upon its setting. The impact of the development upon the setting of the scheduled monument is therefore considered to be acceptable and in accord with the objectives of policies SP13 and EQ1 of the LDP as well as those of national planning policy as set out in PPW and TAN 24.

In addition, Cadw have advised that the slight expansion of the car park on the western side of the scheduled monument and the widening of the access road requires scheduled monument consent. They confirm that they have received an application for the same for these works from the applicant and authorised an archaeological evaluation of these parts of the site in order to assess the acceptability of the development and its impact upon the monument. As mentioned above, the evaluation works have recently been undertaken and found a number of archaeological features which potentially relate to the original construction of the SM. Officers are currently awaiting Cadw's comments on the results of the evaluation and are therefore seeking a resolution to approve the application subject to

Cadw's formal acceptance of these and the impact of the development upon the scheduled monument. Members will have noted from the consultations received that the Dyfed Archaeological Trust have recommended the imposition of a condition securing the submission of a written scheme of investigation of archaeological works to be undertaken as part of the development in order to protect the historic environment and any permission granted will be conditioned in accordance with this advice.

### **Visual impact upon the surrounding area including the setting of the Conservation Area and Towy Valley Historic Landscape**

A number of respondents have raised concerns regarding the visual impact of the development upon the surrounding area including the setting of the Lammas Street Conservation Area and Towy Valley Historic Landscape wherein the site is located. Many refer to the scale and perceived visual dominance of the building on the western approach to the town as well the impact along Morfa Lane.

The Lammas Street Conservation Area primarily relates to the existing developments that flank the northern and southern sides of Lammas Street to the north of the site while also extending southwards to include the northern bastion of The Bulwarks to the north of the application site. It also incorporates the central section of the defensive bank which falls within the north eastern part of the site. The development will not physically impact upon the appearance of the Conservation Area in that it will relate to the already developed area of the police station and the scheduled monument in the site which falls in the Conservation Area will remain undeveloped.

The Listed Buildings within the Conservation Area are distant of and screened from the site by modern developments with the exception of the Grade II Listed Christ Church whose intervisibility with the scheduled monument will not be altered as part of the proposal. Furthermore, and as highlighted above, the removal of the existing buildings and their replacement with a building of a lower height in the western part of the site will restore historic views of the scheduled monument and Conservation Area and reduce the dominance of modern buildings. The proposal will not therefore cause any material harm to the setting of the Conservation Area.

In a similar manner, the replacement of the existing complex of buildings with a single building of a lower height within the context of neighbouring commercial and retail developments either side of the site will not result in an unacceptable change to the character and appearance of the wider Towy Valley Historic Landscape.

Turning to the perceived visual impact of the development upon the western approach into Carmarthen and the appearance of Morfa Lane. Although the building will be located in the western part of the site and be set close to and above the grassed bank that flanks Morfa Lane, the relatively low height of the building at some 7 metres will ensure that it will not appear as an overly dominant feature when viewed from both the A4242 and Morfa Lane. The building will not project any higher than the ridge levels of the residential properties of Morfa Lane to the north of the site while the generous separating distance and intervening footway and existing landscape features will safeguard against any unacceptable impacts in terms of residential amenity.

The current outlook towards the site from Morfa Lane and the A4242 is characterised by a row of portacabin structures and the dated three storey office block building within the site. Their replacement with the new contemporary style store with its mix of glazed and clad

elevations will complement the appearance of neighbouring commercial developments particularly the new car garage that flanks the western side of Morfa Lane. The provision of robust planting proposals within the development and in particular the planting of native hedgerow hedgerows and additional tree planting along the top of the grassed slopes facing both Morfa Lane and the A4242 will serve to enhance the appearance of the development in the surrounding area while at the same time providing some screening to the new building. The small plant area to the south western side of the store is to have appropriate screening from Morfa Lane in addition to the planting proposals referred to above. The former will be secured by an appropriately worded condition.

Whilst the new store will inevitably result in the erection of advertisement signage within the site, details of these have not been submitted for consideration as part of the current application. The acceptability of any new signage will therefore be considered as part of a separate application for advertisement consent. Moreover, a suitable condition will be imposed on any permission securing the provision of a suitable lighting scheme as part of the development.

Concerns regarding the erection of new fencing around the perimeter of the site are misjudged in that the only new fencing proposed within the development is low euroguard fencing to the front of the store which will provide a safety barrier between the parking spaces and the neighbouring slope. This fencing will be screened from the A4242 and Morfa Lane by a new hedgerow planting.

The proposal is therefore considered to be in accord with the requirements of policies GP1, SP13 and EQ4 in terms of its impact upon the character and amenity of the surrounding area and the setting of the conservation area and historic landscape wherein it is located.

### **Highway Impacts**

Concerns regarding the highway safety implications of the development are raised in the objections with respondents' expressing views on the increased traffic generation and the lack of parking facilities and a separate access for delivery vehicles.

The application and accompanying Transport Assessment has been the subject of a thorough analysis by the Head of Transport who has offered no objection to the application subject to the imposition of appropriate conditions. He is satisfied that the development will result in no unacceptable impacts upon the wider road network and that the level of parking provision accords with the Authority's adopted parking standards. Moreover, he's recommended the imposition of conditions securing the implementation of a suitable delivery management plan as part of the development as well as improvements to the neighbouring footpath to the north of the site to improve pedestrian access to and from the development.

The proximity of the store to the primary retail area of the town combined with its high level of accessibility by a range of sustainable modes of transport will encourage linked trips to the town as well as assisting in reducing the level of traffic generated by the development and the impact upon the local highway network.

The Welsh Government have also raised no objection in terms of the likely traffic impact upon the wider trunk road network.

The proposal is therefore considered to be in compliance with Policies SP1, SP9, GP1, TR2 and TR3 of the LDP in terms of its sustainability and highway impacts upon the surrounding area.

### **Other Matters**

Turning to concerns regarding the noise impact upon nearby residents, the noise assessment submitted in support of the application considered this matter in detail and concludes that the proposal will not result in any unacceptable impacts upon the living conditions of neighbouring residents. The Head of Public Protection has accepted the findings of the assessment and recommended the imposition of suitable conditions on any permission granted.

As mentioned above, matters relating to external lighting within the development and its impact upon residents has been addressed with the imposition of a suitable condition.

Issues relating to the stability of the site and proximity of the store to the grassed slope are outside the scope of the application and will be addressed as part of any subsequent application for building regulation approval.

Finally, suggestions as to alternative more suitable use site are not relevant to the application.

### **CONCLUSION**

After careful examination of the site, together with the representations received to date, the proposed development is considered to be acceptable and in compliance with the key policy and sustainability objectives of the Authority's adopted LDP as well as those of National Planning Policy. The proposal will provide a beneficial commercial use for a vacant and underused brownfield site within the town and its design, scale and layout will be in keeping with and complement the character and appearance of the surrounding area.

The retail impact assessment supporting the application provides a robust assessment of the development within the context of the requirements of the policy objectives of the LDP and national planning policy and concludes that there will be no adverse impact upon the vitality and viability of Carmarthen town centre. It draws upon the findings of the Authority's own retail study which, in quantitative terms, identifies a need for additional convenience goods floor space in Carmarthen by 2021. The development will contribute towards meeting this need and enhance the retail provision within the town while at the same time allowing the applicant to address existing capacity and operational difficulties by relocating to a larger store that will meet the demands of its local customer base.

The applicant has demonstrated that there are no sequentially preferred sites that could realistically accommodate the proposed development and whilst the site is located outside the town centre as defined in the LDP, it is nevertheless contiguous with the same and closer to the primary retail area of the town than the existing store. Its location will encourage linked trips to the town while also being accessible by a range of sustainable transport modes including walking, cycling and public transport. In addition, the proposal will result in the creation of additional employment opportunities in the town while also providing a new retail opportunity in the town centre in the existing store.

From an historic environment perspective, the development will not cause any unacceptable harm to the character or setting of historic assets located within and surrounding the site. Cadw have confirmed that there will be no unacceptable impact upon the setting of The Bulwarks scheduled monument whilst their observations are awaited on the recent archaeological evaluation undertaken by the applicant.

In addition, the development satisfies the sustainability requirements of the LDP from an environmental quality and utility provision perspective by implementing a drainage strategy that will dispose of foul and surface water in a sustainable and controlled manner. Welsh Water and the Authority's drainage engineers have confirmed their acceptance of the drainage strategy proposed whereby it is considered to be in accord with the objectives of policies EP2 and EP3 of the LDP. Furthermore, from a flooding perspective, the development is located within an area that is at little or no risk from flooding and although part of the access road falls within Zone C2 and is at risk of flooding, the development will benefit from safe pedestrian access and egress to areas the north of the site in the event of a flood. The proposal is therefore in accord with the objectives of policy SP2 and TAN15 and NRW have raised no objection to the application in this regard.

There are no ecological objections to the development with the Authority's Ecologist recommending the imposition of a condition securing the submission of a Construction Management Plan to safeguard against any unacceptable pollution impacts during the construction phase of the development. Furthermore, in accordance with the requirements of the Conservation of Habitats and Species Regulations 2017, the Authority has undertaken an Appropriate Assessment of the impact of the development upon the Afon Tywi SAC which concludes that, with the implementation of the pollution prevention measures, the development will not have a detrimental effect upon water quality within the SAC either alone or in combination with other development. NRW have confirmed their acceptance of the conclusions of the Appropriate Assessment.

Furthermore, and as outlined in the appraisal above, there are no sustained highway, amenity or pollution objections to the development. The application is therefore put forward with a favourable recommendation subject to Cadw confirming that the results of the archaeological evaluation and the impact of the development upon the scheduled monument are acceptable.

## **RECOMMENDATION – APPROVAL**

### **CONDITIONS**

- 1 The development shall begin no later than five years from the date of this permission.
- 2 The works hereby granted consent shall be carried out strictly in accordance with the details shown on the following schedule of plans and information:-
  - Site location plan (010001) received on 25<sup>th</sup> May 2018;
  - 1:200 scale topographic and services survey received on 25<sup>th</sup> May 2018;
  - Landscape proposals plan (173-2018./83 Rev H) received on 15<sup>th</sup> March 2019;
  - Proposed elevations (5872 – 020001 Rev 7) received on 14<sup>th</sup> March 2019;
  - Proposed store roof plan (5872 – 010003 Rev 4) received on 14<sup>th</sup> March 2019;
  - 180kwP Photovoltaic (PV) Layout (EE-08 – Rev 1) received on 14<sup>th</sup> March 2019.
  - Proposed site layout and external area extent (5872 – 900102 – Rev 14) received on 6<sup>th</sup> March 2019;

- Existing features and overlay plan (173-2018./82 Rev B) received on 12<sup>th</sup> February 2019;
  - Existing features plan (173-2018./82) received on 12<sup>th</sup> February 2019;
  - Flood consequence assessment and drainage strategy (January 2019) received on 12<sup>th</sup> February 2019;
  - Landscape methodology and 5 year aftercare scheme (February 2019) received on 12<sup>th</sup> February 2019;
  - Travel Plan (January 2019) received on 12<sup>th</sup> February 2019;
  - Proposed store layout (5872-01002 Rev 5) received on 7<sup>th</sup> February 2019;
  - Preliminary Ecological Appraisal and Bat Survey (October 2018) received on 9<sup>th</sup> November 2018.
- 3 The access and parking layout shown on the proposed site layout and external area extent drawing (5872 – 900102 – Rev 14) received on 6<sup>th</sup> March 2019 shall be wholly provided prior to any part of the development being brought into use, and thereafter shall be retained unobstructed in perpetuity. In particular, no part of the access and parking facilities is to be obstructed by non-motorised vehicles.
  - 4 Prior to any part of the development being brought into use, a detailed Delivery Management Plan for the new store shall be submitted to and approved in writing by the local planning authority. The plan is to be implemented in full in accordance with the approved details.
  - 5 Prior to the commencement of development a scheme of cycle parking within the curtilage of the site which shall be dedicated to serve the proposal shall be submitted to and approved in writing by the local planning authority. The approved scheme is to be fully implemented prior to any part of the development being brought into use, and thereafter shall be retained, unobstructed, in perpetuity.
  - 6 Prior to the commencement of development a scheme for the widening of the existing public footpath (61/8) running contiguous with the north western boundary of the site, at the location of the proposed pedestrian access to the development shown on the proposed site layout and external area extent drawing (5872 – 900102 – Rev 14) received on 6<sup>th</sup> March 2019, shall be submitted to and approved in writing by the local planning authority. The approved scheme is to be fully implemented in accordance with the approved details prior to any part of the development being brought into use.
  - 7 No more than 266 square metres of the net sales area of the store hereby approved shall be used for the sale of comparison goods.
  - 8 Prior to the commencement of the development hereby approved a scheme of lighting of the external areas of the development shall be submitted to and approved in writing by the local planning authority. The scheme shall be implemented in accordance with the approved details prior to the occupation of the development.
  - 9 The rating level of the noise emitted from plant associated with the proposed development shall not exceed the existing background noise level. The background noise levels have been established as 45dB LA90 between the hours of 07:00 and 23:00, and 31dB LA90 between the hours of 23:00 and 07:00.

The noise levels shall be determined at the nearest noise sensitive premises or at another location that is deemed suitable by the authority. Measurements and assessments shall be made in accordance with BS 4142: 2014 Methods for rating and assessing industrial and commercial sound. Where the background noise levels shall be expressed as LA90 1hr and the ambient noise levels shall be expressed at Laeq 1hr.

- 10 At the written request of the local planning authority, the operator within a period of 1 month shall undertake and submit to the authority a noise assessment conforming to BS 4142: 2014 Methods for rating and assessing industrial and commercial sound to determine whether noise arising from development exceeds the level specified in condition 9 above. The assessment shall be undertaken under the supervision of the Local Authority. In the event that Condition 9 is exceeded then the submitted survey shall also include mitigation measures to ensure compliance with the noise level specified in the condition. The development shall then be undertaken in accordance with the approved details.
- 11 There shall be no deliveries to the store between the hours of 23:00 and 05:00.
- 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.
- 13 No development shall commence until details of a scheme for the disposal of foul and surface water has been submitted to and agreed in writing by the local planning authority. The scheme shall be implemented in accordance with the approved details prior to the use of the development and thereafter retained in perpetuity.
- 14 Prior to the commencement of the development a Construction Exclusion Zone (CEZ) shall be established to protect all existing vegetation identified for retention. The CEZ shall be defined by a barrier of a specification appropriate to exclude the degree and proximity of all construction phase operations. The barrier shall form a continuous length, aligned as follows:-
  - i) To the perimeter of root protection areas, defined in accordance with BS5837 of all trees, groups of trees or woodland located within, on, or with a canopy spread which overhangs the site boundary.
  - ii) To 1.5m from the edge extent of above ground growth of all shrub masses, hedges and hedgerows located within or on the site boundary.

Any construction operations and access within the CEZ shall be limited to those undertaken in compliance with the recommendations of BS5837. The CEZ shall be enforced throughout the duration of all development works and until all equipment, machinery and surplus materials have been removed from the site.



- 15 The Landscape Design Scheme (LDS) shown on the Landscape proposals plan (173 - 2018./83 Rev H) received on 15 March 2019 and Landscape methodology and 5 year aftercare scheme (February 2019) received on 12 February 2019 shall be fully implemented in the first planting season following the occupation of the development.

Any new landscape elements constructed, planted or seeded; or existing landscape elements retained; in accordance with the approved LDS which, within the lifetime of the approved development are removed; die; become diseased; damaged or otherwise defective, to such extent that, in the opinion of the local planning authority, the function of the landscape elements in relation to this planning approval is no longer delivered, shall be replaced in the next planting or seeding season with replacement elements of similar size and specification.

- 16 No development approved by this permission shall be commenced until a Construction Environmental Management Plan detailing all necessary pollution prevention measures for the construction phase of the development is submitted to and approved in writing by the local planning authority. The details of the CEMP shall be implemented as approved.

As a minimum the CEMP must include the following points:-

- Storage facilities for all fuels, oils and chemicals.
- Details on any water features/sensitive habitats on the site and how they will be protected.
- Full details of how any watercourses will be crossed or confirmation that this is not applicable.
- Any sources of pollution (including silt), potential pathways for that pollution to enter any watercourses within the vicinity of the site and appropriate pollution control measures to be implemented on site.
- Details of the nature, type and quantity of materials to be imported on to the site.
- Measures for dealing with any contaminated material (demolition waste or excavated waste).
- Details on waste types that will be produced and how they will be managed.
- Full details of the proposed earthwork bunds.
- Identification of any buried services, such as foul sewers, so that they are protected.
- Details of emergency contacts, for example Natural Resources Wales' Pollution hotline 0300 065 3000.

- 17 No development shall commence until detailed specifications of the plant and associated screening measures to be erected/sited in the 'plant area' to the side of the south western elevation of the store, as shown on the proposed site layout and external area extent drawing (5872 – 900102 – Rev 14) received on 6 March 2019, have been submitted to and approved in writing by the local planning authority. The scheme shall be implemented in accordance with the approved details.

## **REASONS**

- 1 Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.
- 2 To ensure that only the approved works are carried out.

- 3-4 In the interests of highway safety. (Policies GP1 & TR3)
- 5-6 In the interests of sustainability and improving pedestrian and cycling facilities. (Policies SP1, SP9, GP1, TR2 & TR3)
- 7 In the interests of preserving the retail vitality and viability of the town centre. (Policy RT1)
- 8 In the interests of safeguarding visual and residential amenity. (Policy GP1)
- 9-11 In the interests of safeguarding residential amenity. (Policy GP1)
- 12 To protect historic environment interests whilst enabling development. (Policies EQ1 and SP13)
- 13 To ensure the installation of an appropriate drainage scheme and to prevent the pollution of the environment. (Policies GP1, EP2 & EP3)
- 14-15 To protect existing landscape features and ensure the provision, establishment and maintenance of an appropriate landscaping scheme. (Policy GP1)
- 16 To prevent the pollution of the environment. (Policies GP1 and EP3)
- 17 In the interests of safeguarding visual amenity. (Policy GP1).

**NOTE(S)**

- 1 Please note that this consent is specific to the plans and particulars approved as part of the application. Any departure from the approved plans will constitute unauthorised development and may be liable to enforcement action. You (or any subsequent developer) should advise the Council of any actual or proposed variations from the approved plans immediately so that you can be advised how to best resolve the matter.

In addition, any conditions which the Council has imposed on this consent will be listed above and should be read carefully. It is your (or any subsequent developers') responsibility to ensure that the terms of all conditions are met in full at the appropriate time (as outlined in the specific condition).

The commencement of development without firstly meeting in full the terms of any conditions which require the submission of details prior to the commencement of development will constitute unauthorised development. This will necessitate the submission of a further application to retain the unauthorised development and may render you liable to formal enforcement action.

Failure on the part of the developer to observe the requirements of any other conditions could result in the Council pursuing formal enforcement action in the form of a Breach of Condition Notice.

- 2 Comments and guidance received from consultees relating to this application, including any other permissions or consents required, is available on the Authority's website ([www.carmarthenshire.gov.uk](http://www.carmarthenshire.gov.uk)).

<b>Application No</b>	<b>W/38447</b>
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<b>Application Type</b>	Full Planning
<b>Proposal &amp; Location</b>	CHANGE OF USE OF GROUND FLOOR FROM DWELLING (C3) TO MIXED USE COFFEE SHOP (A1/A3) AND ADDITION OF PITCHED ROOF TO REAR DETACHED GARAGE AND ADDITION OF VELUX WINDOWS TO THE ROOF OF THE MAIN DWELLING (RESUBMISSION OF W/37493) AT CROFT HOUSE, LLANSTEFFAN, CARMARTHEN, SA33 5LW

<b>Applicant(s)</b>	MR S REES, CROFT HOUSE, THE GREEN, LLANSTEFFAN, CARMARTHEN, SA33 5LW
<b>Agent</b>	SGW PLANNING - MR MARK SHREVES, 58 WALTER ROAD, SWANSEA, SA1 5PZ
<b>Case Officer</b>	Paul Roberts
<b>Ward</b>	Llansteffan
<b>Date of validation</b>	18/02/2019

## CONSULTATIONS

**Head of Public Protection and Housing** – Has raised no objection to the application.

**Llansteffan and Llanybri Community Council** – Has not commented on the application to date.

**Local Member** - County Councillor C Jones is a member of the Planning Committee and has made no prior comment.

**Neighbours/Public** – The application has been publicised with the posting of a site notice within the vicinity of the site and the publication of a notice in the local newspaper. In response, some 50 letters of objection and 9 letters of support have been received from neighbouring residents and interested parties. The objections are summarised below:-

- The external cladding is the subject of an enforcement notice.
- There are already two well established food places situated on the green and there isn't enough trade for a third.
- Another coffee shop would be detrimental to the existing beach shop and tea room while also affecting the local shop and licensed premises in Llansteffan.

- The proposed new roof of the garage would be an eyesore, look out of place and result in a loss of light and overshadowing of the adjoining property and its rear ground floor window which is set at a lower level.
- Loss of privacy to neighbours.
- The garage roof would be harmful to the appearance of the conservation area being prominent from the Croft path leading down from Llansteffan Castle which forms part of the Wales Coastal Path.
- The garage would be imposing and overly dominant compared to other existing garages.
- The garage height would be doubled from 2.5 to 5 metres high.
- The footprint of the garage has already been doubled.
- The garage roof would be prominent from the footpath.
- The presence of rubbish/clutter at the side and rear of the building.
- The pitched roof will allow the garage to be turned into a dwelling.
- The property was recently on the market and the applicant may intend to sell the property with planning permission for a café.
- Question whether the ownership of the property stated in the application is correct.
- Llansteffan would become over commercialised.
- The Planning Authority's original decision to refuse the garage was the correct one and the respondents' disagree with the Planning Inspector's subsequent decision that the new garage roof would be acceptable and not overly dominant.
- The proposal will be in conflict with LDP and national planning policies in that the business will not be sustainable all year round and affect the viability of similar existing food and drink businesses and potentially result in job losses.

The 9 letters of support raise the following issues:-

- The proposal will provide greater consumer choice.
- The proposal will provide investment in the area and boost the economy.
- The cladding is in keeping with the area.
- There will be no loss of a dwelling.
- There are ample parking spaces.
- The proposal will complement existing businesses.

- The development will promote and encourage tourism.
- Neighbouring properties have large rear extensions that will be visible above the new garage roof.
- Concerns regarding the change of use of the garage to a dwelling are not relevant to the application.
- There are larger garages in Llansteffan.

## RELEVANT PLANNING HISTORY

The following previous applications are of relevance to the proposal:-

W/ENF/07126	Enforcement Notice requiring the removal of unauthorised cladding installed to the front and side elevation of the house without planning permission Issued Appeal dismissed	20 November 2018 3 April 2019
W/37493	Change of use of ground floor from dwelling (C3) to mixed use coffee shop (A1/A3) including front external alterations Full planning refused Appeal dismissed	23 August 2018 14 December 2018
W/27608	Ground floor extension to rear of existing dwelling plus addition of dormer window to first floor rear bathroom Full planning permission	06 March 2013

## APPRAISAL

### THE SITE

The application site consists of a semi-detached two storey dwelling house located on the south western end of a row of existing properties that front onto the River Towy and its estuary in Llansteffan. The wider row of properties consists of a mix of detached, semi-detached and terraced properties of varying styles being of a two and three storey design. The properties front onto the green riverside area adjacent to the beach which is known as 'The Green'. There is a large car park to the front of the dwelling and neighbouring properties which includes a number of timber clad hot and cold food structures.

The application property has a traditional balanced front façade with vertically proportioned windows and doorway. Its elevations consist of a blue painted rough rendered finish with the upper half of the front and side elevations having previously been clad with white timber boarding. A small lean-to extension has also been added to the side of the original dwelling whose front elevation is set back behind that of the main house. The rear of the dwelling is characterised by a lean-to projection that extends into the rear garden space and has a 'cat-slide' style roof.

The property has a modest size curtilage that includes a landscaped front garden and a detached garage to the rear that has a low monopitch roof. Part of the elevations of the garage have been clad in timber to match those of the dwelling. The garage is served by an access lane that extends from the roadway fronting the dwelling. The lane also provides rear access to the garages and parking facilities located at the rear of neighbouring houses as well as a number of separate adjacent properties. It also serves an area of public open space and recreational facilities along with the nearby Sunrise Bay Caravan Park which is located to the north of the site. Llansteffan Castle occupies an elevated position to the south west of 'The Green' and there is a public footpath leading to the same close to the site.

The site forms the end dwelling of a row of some 40 properties that front onto 'The Green' and neighbouring car park. They are located within the wider Llansteffan conservation area which includes the majority of the built form of the settlement as well as the castle and its wider setting. The character of the immediate area derives from the generally uniform appearance of the dwellings facing the estuary with their traditional design and appearance consisting of balanced front facades with symmetrically positioned windows as well as bay window features. The traditional painted render finish of the dwellings and slate clad roofs contribute positively to the character of the street scene and wider conservation area. Whilst most of the properties have retained their original traditional façade, a small number of properties within the vicinity of the site have been the subject of alteration. These include the adjoining property which has been changed to a shop and tea room.

## **THE PROPOSAL**

The application seeks full planning permission for the change of use of the ground floor of the dwelling to a mixed use coffee shop (A1/A3), the addition of a pitched roof to the rear detached garage and the addition of velux windows to the roof of the main dwelling.

The details submitted show the ground floor of the property consisting of a seating and serving area with a kitchen facility to the rear. The front and rear curtilages of the property are also shown to have external seating areas. The first floor of the property is to be retained as residential use with a further lounge area being created in the attic space which will involve the insertion of two velux windows to the front and rear roof spaces. Other than these widows, the proposal will involve no external alterations to the house.

The existing monopitch roof of the garage is to be replaced by a pitched roof bringing its overall height to approximately 4.3 metres above the adjacent access lane. The rear curtilage of the property is set at a lower level than the lane whereby the ridge of the garage will extend to 5.3 metres in height from this lower level. The garage is to be retained for domestic purposes and the existing external cladding on its walling is to be replaced by a panted roughcast finish.

The proposal is a resubmission of a previous application for the same development albeit the previous application included external alterations to the front of the dwelling in changing its use. These included alterations to its front windows and the addition of a first floor balcony feature while the new roof of the garage was to also to have a higher pitch and ridge height of 5 metres above the access lane. Planning application W/37493 refers.

The previous application was refused by officers in August of last year on the basis that the external changes to the front of the dwelling would be harmful to the original character and appearance of the dwelling and wider conservation area. The reasons for refusal also

related to the scale and massing of the new pitched roof of the garage in that it would result in an incongruous and overly dominant structure that would detract from the character and appearance of the property and the conservation area.

The applicant's subsequent appeal was dismissed by the Planning Inspector who concurred with officers' decision that the changes to the front of the dwelling would be harmful to its appearance in the conservation area. However, in dismissing the appeal the Inspector opined that the new roof to the garage would not be seen as overly dominant in visual terms nor materially harm the character and appearance of the property or conservation area. This element of the proposal was therefore deemed to be acceptable.

The application has been accompanied by a bat survey report which confirms that there are no signs of bats within the application property.

Finally, members will have noted from the planning history above that the application property has recently been the subject of enforcement action whereby officers issued an Enforcement Notice requiring the removal of the existing timer cladding that has been installed on the upper parts of the front and side elevations of the dwelling without planning permission. The notice was issued on the basis of the visual harm of the cladding upon the character and appearance of the dwelling and uniform quality and finishes of existing properties in the conservation area. The applicant's subsequent appeal against the issuing of the notice was dismissed by the Planning Inspector and the cladding must therefore be removed from the property.

## **PLANNING POLICY**

### Local Development Plan (LDP)

The application site is located within the development limits of Llansteffan as defined in the LDP. Llansteffan is designated as a sustainable community (SC16) in the Plan under Policy SP3 while the site also falls within the Llansteffan Conservation Area as designated in Plan.

Policy SP15 relates to tourism and the visitor economy and permits proposals for tourism related developments where they are located within the development limits of local service centres and sustainable communities and of a small scale that reflect the character of the area and are appropriate in terms of size, scale and impact.

Policy GP1 is a general policy which, amongst others, promotes sustainability and high quality design, and seeks to ensure that development conforms with and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing, elevation treatment and detailing. Developments should also not have a significant impact upon the amenity of adjacent land uses and properties, be served by appropriate access provision and have regard to the safe and efficient use of the transport network. Proposals are also required to have regard to the generation, treatment and disposal of waste.

Policy EQ1 relates to the protection of buildings, landscapes and features of historic importance. The policy will only permit proposals for development affecting landscapes, townscapes, buildings and sites or features of historic interest, which by virtue of their historic importance, character or significance within a group of features make an important contribution to the local character and the interests of the area, where they preserve or enhance the built and historic environment. In a similar vein, Policy SP13 of the Plan requires



that development proposals should preserve or enhance the built and historic environment of the County, its cultural, townscape and landscape assets and, where appropriate, their setting.

### National Planning Policy

The above policies are reinforced by the policy objectives contained in in Planning Policy Wales (Edition 10), December 2018.

In connection with tourism proposals, paragraph 5.5.1 highlights their importance to economic prosperity and job creation in many parts of Wales. Paragraph 5.5.2 states that the planning system encourages tourism where it contributes to, amongst others, economic development, conservation and regeneration while recognising the needs of visitors and local communities.

With regard to the historic environment, paragraph 6.1.5 states that 'the planning system must take into account the Welsh Government's objectives to protect, conserve, promote and enhance the historic environment as a resource for the well-being of present and future generations'. Paragraph 6.1.6 goes on to set out the Welsh Government's specific objectives for the historic environment which, amongst others, seek to 'preserve or enhance the character or appearance of conservation areas, whilst at the same time helping them remain vibrant and prosperous'. This objective reflects that of The Planning (Listed Buildings and Conservation Areas) Act 1990 which requires that special attention shall be paid to the desirability of preserving and enhancing the character or appearance of conservation areas.

In addition, paragraph 6.1.14 requires that 'there should be a general presumption in favour of the preservation or enhancement of the character or appearance of a conservation area or its setting'. Moreover, paragraph 6.1.15 advises that that 'there is a strong presumption against the granting of planning permission for developments, including advertisements, which damage the character or appearance of a conservation area or its setting to an unacceptable level'.

Paragraphs 6.1 and 6.2 of Planning Policy Wales Technical Advice Note 24: The Historic Environment (May 2017) also draw reference to the policy objective of preserving and enhancing the character and appearance of conservation areas.

### **THIRD PARTY REPRESENTATIONS**

As noted above, the application has attracted considerable objection from local residents and interested parties. The grounds of objection are appraised below.

A common ground for concern amongst respondents is the scale and massing of the proposed new pitched roof to the existing detached garage and its harmful impact upon the character and appearance of the conservation area. Many are of the perception that it would be visually prominent while resulting in the loss of light and overshadowing of the adjoining property.

As noted in the appraisal above, the previous application was refused on the basis of the harmful impact of the proposed changes to the main dwelling as well as the scale and massing of the proposed new roof of the garage. The size of the new garage roof was considered to excessive within the context of its surroundings and would result in

incongruous and overly dominant structure that would be harmful to the character and appearance of the property and the conservation area.

Notwithstanding officers' decision, the Planning Inspector presiding over the appeal opined that the new roof would not be overly dominant in visual terms but instead reflect adjacent developments to the rear of nearby properties where there are a range of garages and outbuildings some of which are considered to be of the same broad scale and massing to that proposed. The Inspector concluded that the garage roof would not therefore detract from the existing property while its location behind the dwelling would also mean it would not alter or harm the existing character or appearance of the conservation area.

Notwithstanding the Inspector's acceptance of the proposed alterations to the garage, the applicant has reduced the pitch of the garage roof as part of this subsequent application which has resulted in a reduction in its ridge height from 5 metres to 4.3 metres. This has significantly reduced the scale and massing of the roof to the extent that it will not be discordant with the character and appearance of the application property, neighbouring garages and outbuildings, and the wider conservation area. It will be significantly lower in height than the existing dwelling and its modest scale and separating distance to the rear elevation and windows of the adjoining property will safeguard against any unacceptable amenity impacts by way of loss of light and overshadowing. The proposed alterations to the garage therefore comply with policies GP1, EQ1 and SP3 in terms of its likely visual and residential amenity impacts.

A further common ground of objection is the perceived impact of the proposal upon existing established businesses in Llansteffan with many suggesting that a further coffee shop would be detrimental to existing food and drink premises as well as the local shop. Competition and the impact of the development upon existing businesses and commercial interests is not a planning consideration and cannot therefore be given weight in the determination of the application. As to the suggestion that Llansteffan would become over commercialised as a result of the proposal, the creation of a small coffee shop will not cause any material harm to the character of the settlement.

Matters relating to the current presence of rubbish and clutter to the side of the property are not relevant to the application as are concerns regarding the ownership of the property. In connection with the latter, the applicant has confirmed his ownership of the application property.

The respondents' concerns that the garage will eventually be turned into a separate dwelling are also not relevant to the application. Any such proposal would, in itself, require planning permission.

## **CONCLUSION**

After careful examination of the site and its surrounding environs, together with the representations received to date, the proposed development is considered to be acceptable and in compliance with the policy objectives of the Authority's LDP as well as those of national planning policy.

The design of the scheme has been amended to address the reasons for refusal of the previous application whereby there will be no physical alterations to the external appearance of the dwelling with the exception of the insertion of the velux windows to the front and rear roof planes. The proposal will not therefore detract from the general uniformity of

appearance of dwellings fronting onto 'The Green' or cause any visual harm to the wider conservation area. Similarly, the reduced height and massing of the garage roof will mean that it will not appear as an overly dominant structure nor detract from the character and appearance of the host property or conservation area.

The site is located within the development limits of Llansteffan and the modest scale of the coffee shop will be in keeping with the character of the area and that of the neighbouring tea room and shop. Moreover, it will not unacceptably harm the living conditions of adjacent occupiers and will be served by adequate car parking facilities in the public car park fronting 'The Green'. The proposal will provide a new tourist facility that will be well related to and within walking distance of nearby attractions such as the beach and castle while also being located on the route of the Wales Coastal Path which passes the front of the property. It will also provide economic benefits to the area with the creation of additional employment opportunities while also assisting in attracting visitors and tourists.

Furthermore, there are no sustained highway or ecological objections to the development and the Head of Public Protection has raised no objection from an amenity perspective. The proposal is therefore in compliance with the objectives of Policies GP1, SP15, EQ1 and SP13 of the LDP in terms of its scale and impact upon the surrounding area including the conservation area. It is also in accord with the requirements of national planning policy in that it will not cause unacceptable harm to the character and appearance of the conservation area or its setting while also contributing to economic prosperity in the area by way of job creation.

The application is therefore put forward with a favourable recommendation.

## **RECOMMENDATION – APPROVAL**

### **CONDITIONS**

- 1 The development shall begin no later than five years from the date of this permission.
- 2 The works hereby granted consent shall be carried out strictly in accordance with the details shown on the following schedule of plans and information:-
  - Location and site plans (GA/01 A) received on 12 February 2019;
  - Existing and proposed first floor and attic plans (GA/03) received on 20 December 2018;
  - Existing and proposed section A-A (GA/07) received on 20 December 2018;
  - Garage – proposed plans and elevations (Garage 02B) received on 10 May 2019;
  - Proposed floor plan (GA/05B) received on 23 April 2019;
  - Proposed elevations (GA/06E) received on 23 April 2019;
  - Velux Conservation Rooflight specification received on 20 February 2019.
- 3 The use hereby approved shall not be carried out outside the hours of 08:00 and 18:00 Monday to Saturday and 09:00 and 17:00 on Sundays.

### **REASONS**

- 1 Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

- 2 To ensure that only the approved works are carried out.
- 3 In the interests of safeguarding residential amenity. (Policies GP1 and SP15)

**NOTE(S)**

- 1 Please note that this consent is specific to the plans and particulars approved as part of the application. Any departure from the approved plans will constitute unauthorised development and may be liable to enforcement action. You (or any subsequent developer) should advise the Council of any actual or proposed variations from the approved plans immediately so that you can be advised how to best resolve the matter.

In addition, any conditions which the Council has imposed on this consent will be listed above and should be read carefully. It is your (or any subsequent developers') responsibility to ensure that the terms of all conditions are met in full at the appropriate time (as outlined in the specific condition).

The commencement of development without firstly meeting in full the terms of any conditions which require the submission of details prior to the commencement of development will constitute unauthorised development. This will necessitate the submission of a further application to retain the unauthorised development and may render you liable to formal enforcement action.

Failure on the part of the developer to observe the requirements of any other conditions could result in the Council pursuing formal enforcement action in the form of a Breach of Condition Notice.

- 2 Comments and guidance received from consultees relating to this application, including any other permissions or consents required, is available on the Authority's website ([www.carmarthenshire.gov.uk](http://www.carmarthenshire.gov.uk)).

**APPLICATIONS RECOMMENDED FOR REFUSAL**

<b>Application No</b>	<b>W/38718</b>
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<b>Application Type</b>	Full Planning
<b>Proposal &amp; Location</b>	ONE RESIDENTIAL DWELLING (LOCAL NEEDS) AT LAND ADJOINING SPARROWS NEST, WHITLAND, SA34 0LG

<b>Applicant(s)</b>	C DAVIES AND MR A SEELEY, C/O AGENT,
<b>Agent</b>	JCR PLANNING LTD - JASON EVANS, UNITS 1-3 BUSINESS WORKSHOPS, HEOL PARC MAWR, CROSS HANDS, SA14 6RE
<b>Case Officer</b>	Charlotte Greves
<b>Ward</b>	Whitland
<b>Date of validation</b>	12/04/2019

### Reason for Committee

This application is being reported to the Planning Committee following a call-in request by Cllr Sue Allen, Local Member for the Whitland Ward and member of the planning committee.

### Site

The application site comprises part of an agricultural field situated along the C3203 (Whitland to Pantgwyn Farm) approximately 1.4km to the north east of the centre of Whitland. The application site is located some 300m due north of the development limits of Whitland where they end to the south of Whitland rugby and cricket grounds and is severed from the settlement by the A40(T).

The site itself comprises the north eastern corner of an agricultural field with a frontage onto the C class road and is immediately north-west of two existing residential properties, also accessed off the C class road, in addition to the Ivydene Garden Centre and Roadhouse Restaurant which occupy land further south and towards the trunk road and associated roundabout. The area further north and surrounding the application site is characterised by scattered farmsteads and dwellings with no defined settlement.

The remainder of the agricultural field, within which the application site is located, is currently delineated by hedgerow on all sides sloping gently from north east to south west to the southern boundary which lies adjacent to the A40 (T).

## Proposal

Full planning permission is sought for the erection of a two storey, detached dwelling within the north eastern corner of the agricultural field together with the creation of a new vehicular access. The creation of the access will require removal of a section of existing hedgerow in northern corner of the application to create a tarmac access leading to a gravel driveway, parking and turning area with the proposed dwelling set back within the site with surrounding patio and garden area. The plans detail that the hedgerow either side of the new access is to be retained (need Highways comments in respect of visibility splays). The north-west and south-west boundaries would comprise a timber post and rail fence whilst the eastern boundary to the south east would comprise a 1.8m high timber privacy fence in front of the existing hedge and trees currently forming the boundary with the neighbouring property.

The submitted floor plans for the proposed dwelling detail the provision of a living room, home office, kitchen/dining area and utility at ground floor together with 4 bedrooms, one with a dressing room and en-suite, and separate bathroom at first floor. The dwelling would have a render finish, with stone or brick plinth detailing, concrete roof tiles and coloured UPVC or powder coated aluminium doors and windows.

The application is for a local needs dwelling for the applicants who both currently reside at a family farm where they have done for the last 4 years. The application site land forms part of the farm they reside on. Both the applicants have lived in the community of Whitland from a young age and are in employment in the local area. Supporting information submitted with the application states that they have been unable to secure a 4 bed dwelling within Whitland given their budget and prevailing house prices.

## Planning Site History

There is no relevant planning history for the application site.

## Planning Policy

[Carmarthenshire Local Development Plan](#) (Adopted December 2014) ('the LDP')

SP1 Sustainable Places and Spaces

SP3 Sustainable Distribution- Settlement Framework

GP1 Sustainability and High Quality Design

AH3 Affordable Housing – Minor Settlement in the Open Countryside

TR3 Highways in Developments – Design Considerations

[Carmarthenshire Supplementary Planning Guidance](#)

National Planning Policy and Guidance is provided in [Planning Policy Wales](#) (PPW) Edition 10, December 2018 and associated [Technical Advice Notes](#) (TANs) published by Welsh Government.

## Summary of Consultation Responses

**Head of Transportation & Highways** - No observations received to date.

**Valuations Manager** – Provided advice in respect of scale of dwelling and build cost of dwelling.

**Whitland Town Council** - No observations received to date.

**Local Member(s)** - Councillor Allen, a member of the Planning Committee, requests that the application be considered by the committee with reference to the following policy areas:

- Economic impact;
- Welsh language;
- Visual amenity; and
- TAN15.

**Natural Resources Wales** – No observations.

All representations can be viewed in full on our [website](#).

### **Summary of Public Representations**

The application was the subject of notification by way of a site notice. No representations were received as a result.

### **Appraisal**

#### ***Principle of the development***

Whilst there is a general presumption against the erection of new dwellings outside of defined settlements within the countryside, the LDP, having regard to guidance set out in PPW recognises that there are opportunities and that sensitive infilling or small gaps and/or minor extension to such groups could be considered acceptable provided that they provide for affordable housing to meet genuine identified local need.

Policy AH3 provides the criterion against which such applications must be considered and specifies:

*Proposals in the open countryside for affordable housing for a single dwelling will be permitted within settlements, hamlets and groups of dwellings without Development Limits where it is to meet a genuine identified local need (as defined within the Glossary of Terms) and provided that:*

- a) It represents sensitive infill development of a small gap within an otherwise continuous built up frontage; or, a minor extension which does not result in ribbon development or perpetuate existing ribbon development;*
- b) It is of a scale and size appropriate to, and in keeping with (and not detrimental to) the character (including landscape and townscape) of the area;*
- c) The benefits of the initial affordability will be retained for all subsequent occupants;*
- d) It is of a size, scale and design compatible with an affordable dwelling and is available to those on low or moderate incomes.*



In terms of the need to demonstrate genuine local need, it is considered on balance that the applicants have provided sufficient information to demonstrate that they meet the definition, in that they have both lived in the local area from a young age and are seeking to leave one of their parental homes, where they both currently reside. The supporting information also indicates that one of the applicants provides assistance in providing care for his grandmother who lives in the local area. Furthermore, both applicants are in full time employment in the area and contribute to the local community in a social and cultural sense through involvement in the organisation of town events. Following a desktop exercise the local planning authority is aware that there are 3 bedroomed and 4 bedroomed properties currently being marketed in and around Whitland with asking prices of £160,000. Limited information has been provided to state why such properties fail to meet the applicant's local need. As such, whilst the application is considered to largely comply with this element of the policy, it is considered that further information as to why existing properties on the market do not meet the applicants' needs should be provided.

Turning to the site's location, it is not within the development limits of Whitland but is rather a site located in the corner of an agricultural field immediately adjacent to and north west of a group of buildings to the north of the A40(T) and the settlement of Whitland. The group of buildings comprise the Roadhouse Restaurant, Ivydene Garden Centre and a cluster of three dwellings. Whilst the application site comprises a countryside location that is severed from the settlement of Whitland by the A40(T), the site is adjacent to a group of existing buildings that are close to the existing settlement. Therefore, it is considered that the site can be considered a minor extension to a group of buildings that would not result in ribbon development or perpetuate existing ribbon development as required by criterion (a) of Policy AH3 of the LDP.

Having further regard to the site's location, Paragraph 3.56 of PPW Edition 10 states that "development in the countryside should be located within and adjoining those settlements where it can best be accommodated in terms of infrastructure, access, habitat and landscape conservation." The application site is in close proximity to the existing settlement of Whitland albeit separated from the settlement by the intervening A40(T). In terms of accessing the site to and from Whitland, footways do exist, in addition to crossing points at the roundabout on the A40(T), reaching as far as the Roadhouse Restaurant where it fronts the C3203. The application site is located approximately 100m beyond where the footpath ends. To this end, the site is in a relatively sustainable location given its relationship to the existing settlement and services within it, that can be reached by walking, reducing reliance on private modes of transport.

In terms of the remaining criteria of Policy AH3, namely (b), (c) and (d), as stated above the application is for a 4 bedroomed property intended to meet a local need for affordable housing. The proposed dwelling would comprise a substantial two storey, four bedroom property sited within a large plot. Whilst the proposed dwelling would be located adjacent to existing dwellings, it would be taller and sited relatively close to the highway on higher ground where it would be prominent in its location in comparison to the nearest dwelling. As such it is considered that the proposed dwelling, by reason of its scale would be harmful to the existing character of the area contrary to criterion (b) of Policy AH3.

Again, with regard to the scale of the proposed dwelling and related to the need of the applicants, the approximate floorspace of the dwelling would be 210m<sup>2</sup>.

Turning to the proposed dwelling, advice has been sought from the Council's Valuations Manager, who has commented that the proposed floorspace is substantial when compared to the Development Quality Requirement (DQR) for a 7 person, 4 bedroomed affordable home, which is 111m<sup>2</sup> (as set out within Welsh Government guidance). The supporting statement submitted with the application states that the estimated build budget for the proposed dwelling as being £150,000. This equates to a build cost of £714 per m<sup>2</sup>. Whilst it is acknowledged that there would be an element of self-build, this figure is nevertheless at the very lowest end in terms of expected cost for a standard build. In addition, the stated build costs detailed within the applicants supporting information do not appear to take account of land value or professional fees. It is therefore considered that the proposal fails to comply with Criterion d) of Policy AH3 given that the size and scale of the proposed dwelling would not be compatible with an affordable dwelling that would be available to those on low or moderate incomes.

Whilst the initial affordability of the property could be retained for all subsequent occupants through the completion of a Section 106 agreement to control the future sale of the property and ensuring the property would remain affordable in the longer term, this has not been pursued given the fundamental objections to the development as outlined above. Such restrictions in respect of the long term affordability of the property are suggested to refer to the Affordable Housing Pricing Schedule, which is reviewed and published annually. The current Affordable Price within the Taf Myrddin Community Network Area for a 4 bedroomed 7 person dwelling is £101 256. It is expected that that future sales should be at the affordable price at the time of sale, with sales being restricted to persons eligible for affordable housing in accordance with the Council's criteria at that time, or to a social housing provider. Given the scale of the proposed dwelling such restrictions would not appear realistic.

Concerns regarding the proposed scale of the dwelling have been communicated to the applicants' agent however it has been requested that the application is determined on the basis of the plans as submitted.

The proposed dwelling therefore fails to meet Criteria (b), (c) and (d) of Policy AH3 and therefore represents a prominent, unjustified development in the open countryside contrary to Policy AH3 and the advice set out in PPW.

### ***Impact upon highway safety***

The development would require the introduction of a new access into the site which as states In terms of highway safety, the Highway Authority has commented that visibility splays measuring 2.4m x 59m are required both sides of the access and shown on the amended plans. Given the applicants' land ownership details as provided it is unclear whether the required visibility splays can be provided as their provision would be dependent on what appears to be third party land. The agent has been contacted for assurances as to whether the required visibility splays can be provided. It has also been requested that the 3no proposed parking spaces are shown on any amended plans.

### **Planning Obligations**

The initial affordability of the property could be retained for all subsequent occupants through the completion of a Section 106 agreement to effectively control the future sale of the property. This has not been pursued with the applicants given the fundamental objection to the development as outlined above.

## **Well-being of Future Generations (Wales) Act 2015**

The decision considers the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). The decision takes into account the ways of working set out at section 5 of the WBFG Act and it is considered that this decision is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

### **Conclusion**

After careful consideration of the scheme as submitted it is concluded on balance that planning permission should be refused for the proposed development.

### **RECOMMENDATION – REFUSAL**

#### **Reasons for Refusal**

- 1 The proposal is contrary to Policy AH3 (Affordable Housing - Minor Settlement in the Open Countryside) of the Adopted Carmarthenshire Local Development Plan (2014) on the basis that the scale of the dwelling proposed is not considered to be compatible with that of an affordable dwelling that could, in the future, be available to those on low or moderate incomes. The proposal represents a prominent, unjustified development in a location outside of any development limits that is considered to be detrimental to the character and appearance of the area.
- 2 The proposal is contrary to Policy GP1 (Sustainability and High Quality Design) of the Adopted Carmarthenshire Local Development Plan (2014) on the basis that the scale of the dwelling proposed is not considered to be compatible with that of an affordable dwelling that could, in the future, be available to those on low or moderate incomes. The proposal represents a prominent, unjustified development in a location outside of any development limits that is considered to be detrimental to the character and appearance of the area.
- 3 The proposal is contrary to paragraphs 3.5.6 of Planning Policy Wales (PPW) Edition 10 (December 2018) on the basis that the scale of the dwelling proposed is not considered to be compatible with that of an affordable dwelling that could, in the future, be available to those on low or moderate incomes. The proposal represents a prominent, unjustified development in a location outside of any development limits that is considered to be detrimental to the character and appearance of the area.

#### **Notes/Informatives**

- 1 Comments and guidance received from consultees relating to this application, including any other permissions or consents required, is available on the Authority's website ([www.carmarthenshire.gov.uk](http://www.carmarthenshire.gov.uk)).



**PWYLLGOR CYNLLUNIO**

Dydd Iau, 2 Mai 2019

**YN BRESENNOL:** Y Cynghorydd A. Lenny (Cadeirydd)**Y Cynghorwyr:**

J.E. Williams, J.M. Charles, I.W. Davies, J.A. Davies, A. Lenny, M.J.A. Lewis, K. Madge, P.M. Edwards, W.T. Evans, J.K. Howell, J.D. James, H.I. Jones, G.B. Thomas, S.M. Allen, C. Jones, D. Jones, S.J.G. Gilasbey and B.D.J. Phillips

**Yr oedd y swyddogion canlynol yn gwasanaethu yn y cyfarfod:**

G. Noakes, Uwch Swyddog Rheoli Datblygu (y Dwyrain)  
 S. Murphy, Uwch-gyfreithiwr  
 Z.A. Evans, Uwch-dechnegydd (Cyswllt Cynllunio)  
 K. Thomas, Swyddog Gwasanaethau Democraidd

**Hefyd yn Bresennol:**

G. Morgan, Ymgynhorwr Fframwaith i'r Cyngor (Atkins)

**Siambur- Neuadd Y Sir, Caerfyrddin. SA31 1JP. - 10.00 - 10.30 yb****1. YMDDIHEURIADAU AM ABSENOLDEB**

Ni chafwyd dim ymddiheuriadau am absenoldeb

**2. DATGAN BUDDIANNAU PERSONOL**

Y Cyngorydd	Rhif y Cofnod	Y Math o Fuddiant
S.M. Allen	3.1 – Cais Cynllunio W/37160 – Adeilad amaethyddol i storio peiriannau fferm, biniau bwyd ar gyfer da byw a storio cynnyrch, Pwll Llallau, Cwmfelin-boeth, Hendy-gwyn ar Daf, SA34 0RU	Mae un o'r gwrthwynebwyr yn ffrind iddi

**3. RHANBARTH Y GORLLEWIN - PENDERFYNU AR GEISIADAU CYNLLUNIO**

**3.1 PENDERFYNWYD caniatáu'r cais cynllunio canlynol yn unol â'r amodau a nodwyd yn Adroddiad y Pennaeth Cynllunio a/neu y rhoddwyd gwybod amdanynt yn y cyfarfod:-**

W/37160	<p>Adeilad amaethyddol i storio peiriannau fferm, biniau bwyd ar gyfer da byw a storio cynnyrch, Pwll Llallau, Cwmfelin-boeth, Hendy-gwyn ar Daf, SA34 0RU</p> <p>(NODER: Gadawodd y Cyngorydd S. M. Allen, a oedd wedi datgan buddiant yn gynharach yn yr eitem hon, Siambur y Cyngor tra oedd y Pwyllgor yn ystyried y cais)</p>
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**3.2 PENDERFYNWYD YN UNFRYDOL ohirio ystyried y cais cynllunio canlynol er mwyn i ymchwiliadau pellach gael eu cynnal yn ymwneud â pherchenogaeth tir ac er mwyn i'r Pwyllgor ymweld â'r safle:**

W/38125	Cynllun i ddatblygu 36 o breswylfeydd a gwaith cysylltiedig ar dir i'r de o ystad Dôl y Dderwen, Llangain, Sir Gaerfyrddin SA33 5BE  <b>Y RHESWM:</b> Er mwyn galluogi'r Pwyllgor i weld y trefniadau o ran mynd i mewn ac allan o'r safle yn sgil pryderon am ddiogelwch priffyrdd.
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**4. LLOFNODI YN COFNOD CYWIR COFNODION Y CYFARFOD A GYNHALIWYD AR**

**4.1. 19EG MAWRTH, 2019**

**PENDERFYNWYD YN UNFRYDOL** lofnodi cofnodion cyfarfod y Pwyllgor Cynllunio a gynhaliwyd ar 19 Mawrth 2019 gan eu bod yn gywir.

**4.2. 4YDD EBRILL 2019**

Tynnwyd sylw'r Pwyllgor at y bleidlais ynghylch ceisiadau cynllunio E/37577 a S/34180 a dywedwyd bod 'penderfynwyd yn unfrydol' wedi cael ei gofnodi'n anghywir ac y dylai 'penderfynwyd' fod wedi cael ei gofnodi.

**PENDERFYNWYD YN UNFRYDOL** lofnodi cofnodion cyfarfod y Pwyllgor Cynllunio a gynhaliwyd ar 4 Ebrill, 2019 yn gofnod cywir yn amodol ar newid y penderfyniadau ynghylch ceisiadau cynllunio E/37577 a S/34180 i ddarllen 'PENDERFYNWYD'.

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**CADEIRYDD**

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**DYDDIAD**

[SYLWER: Mae'r cofnodion hyn yn dilyn trefn y materion oedd ar agenda'r cyfarfod, a allai fod yn wahanol i drefn y materion mewn unrhyw weddarllediad gan y byddid wedi ymdrin gyntaf ag unrhyw geisiadau yr oedd aelodau o'r cyhoedd yn bresennol i siarad amdanynt.]