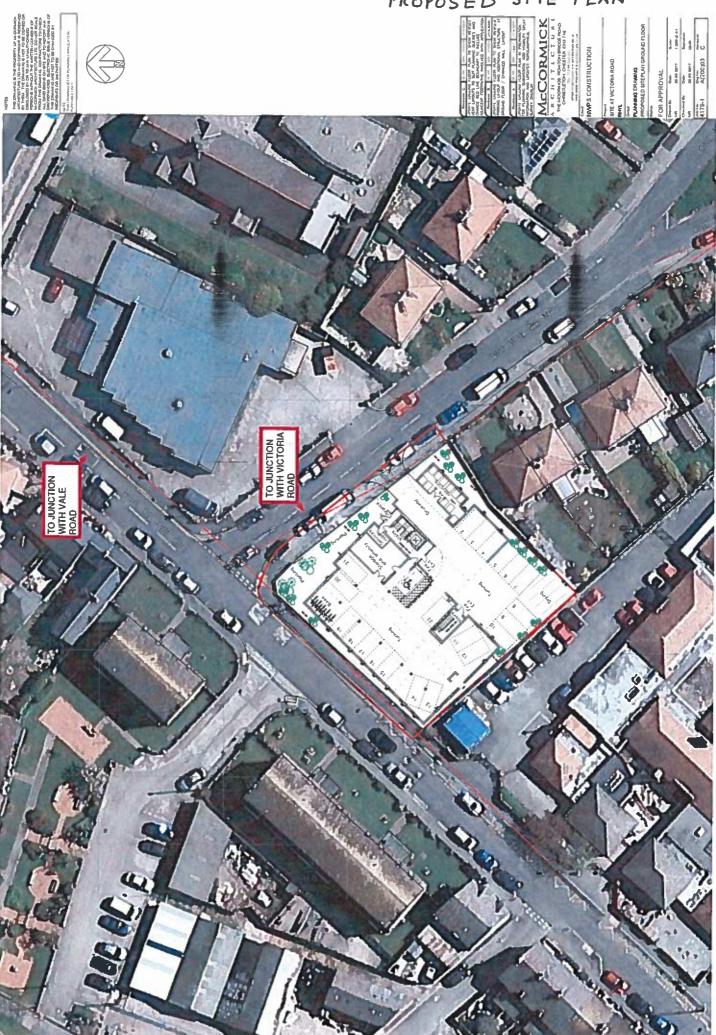


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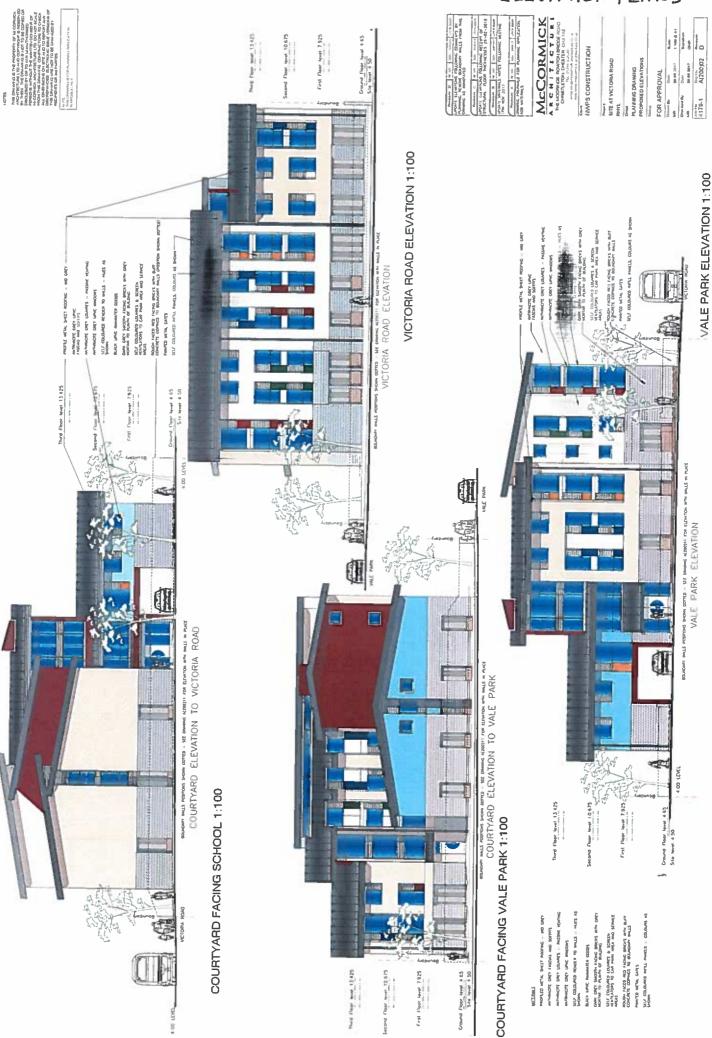
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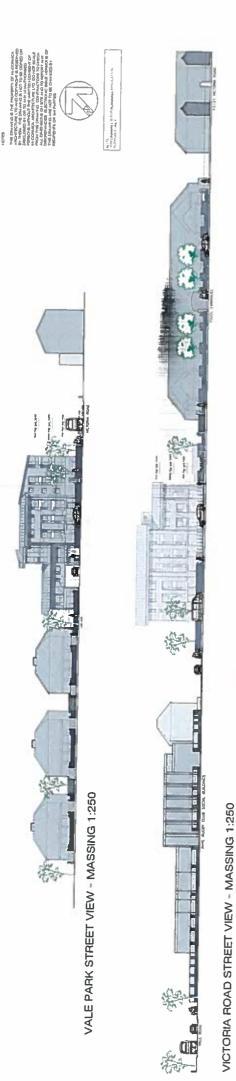


# SITE PROPOSED



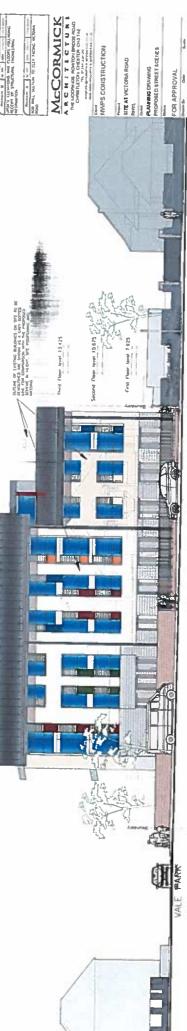
# ELEVATION PLANS



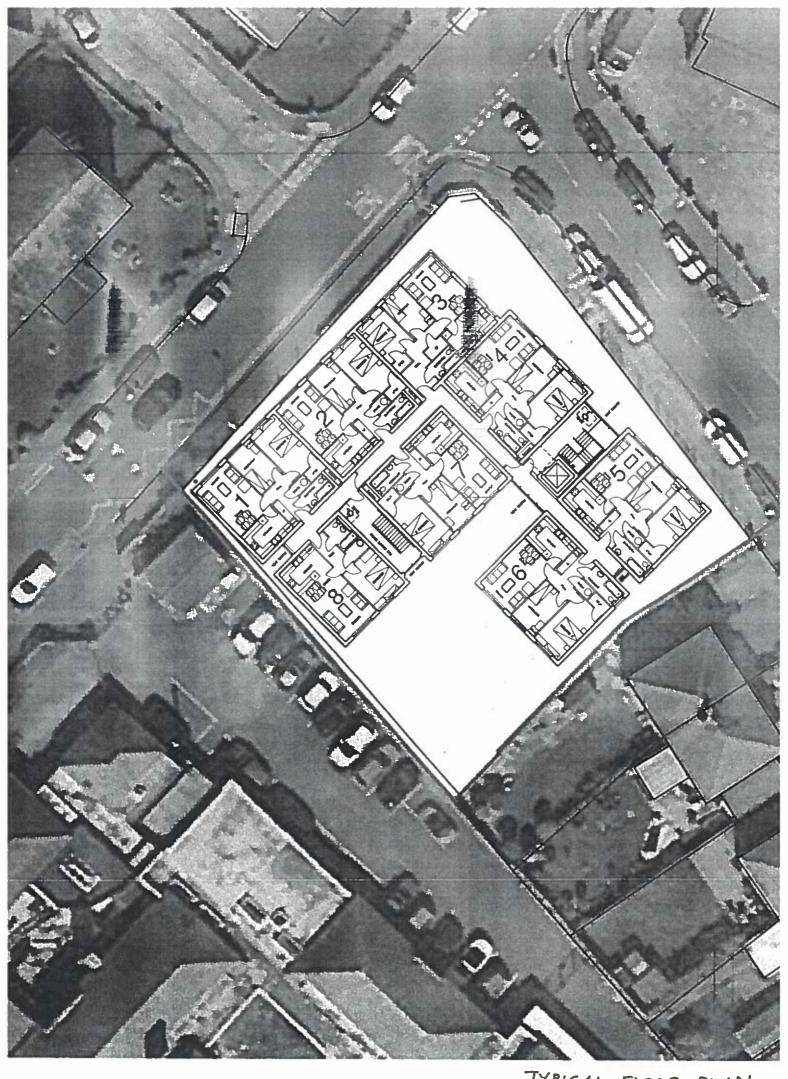


VALE PARK ELEVATION WITH BOUNDARY WALL hed flow tend 13.425

VALE PARK CLOSE-UP SHOWING EXISTING BUILDING COMPARED WITH PROPOSED 1:100



VICTORIA ROAD ELEVATION WITH BOUNDARY WALL VICTORIA ROAD CLOSE-UP SHOWING EXISTING BUILDING COMPARED WITH PROPOSED 1:100



TYPICAL FLOOR PLAN
- 154 FLOOR LEVEL

Sarah Stubbs

WARD: Rhyl South West

**WARD MEMBER(S):** Cllr Peter Prendergast

Cllr Pat Jones

**APPLICATION NO:** 45/2018/0263

**PROPOSAL:** Demolition of existing building and redevelopment of land by the

erection of 18 apartments and associated works

LOCATION: Victoria Business Park Victoria Road Rhyl

APPLICANT: NWPS Construction Ltd

CONSTRAINTS: C1 Flood ZoneCouncillorNameArticle 4 Direction

PUBLICITY
UNDERTAKEN:
Site Notice - Yes
Press Notice - Yes
Neighbour letters - Yes

# REASON(S) APPLICATION REPORTED TO COMMITTEE: Scheme of Delegation Part 2

• Recommendation to grant / approve – 4 or more objections received

# **CONSULTATION RESPONSES:**

RHYL TOWN COUNCIL

"No objection subject to a condition requiring that Rhyl residents are given priority for affordable accommodation."

#### NATURAL RESOURCES WALES

Objects to the proposed development as submitted and considers that the Flood Consequence Assessment (FCA) submitted has failed to demonstrate that the consequences of flooding can be acceptably managed over the development lifetime. Further detail of NRW's assessment and conclusion is contained in section 4.2.6 of the report.

NRW advise that if the Council is minded to grant planning permission, NRW should be informed of all matters that influence this decision prior to granting permission, so they can determine whether the application should be referred to Welsh Government for them to consider calling the application in for determination.

# DWR CYMRU / WELSH WATER

No objection subject to the inclusion of standard conditions and notes to applicant

# WALES AND WEST UTILITIES

No objection

# REGIONAL EMERGENCY PLANNING SERVICE

Officers are in communication with the Service's Regional Manager and will provide additional information in the late sheets

# DENBIGHSHIRE COUNTY COUNCIL CONSULTEES -

- Highways Officer

Would not object to the proposed development, subject to appropriate conditional controls.

Having regard to the scale of the proposed development and the former use as a Dairy and processing building and later 8 No Class B1 business units and the submitted highways

details, it is considered that the proposals would not have an unacceptable impact on the local highways network in terms of capacity.

Having regard to the location of the existing site and existing arrangements close to the town where direct pedestrian/cycle links and public transport facilities are in proximity it is considered that the proposals are acceptable in terms of accessibility and the policy requirements identified above.

The visibility the Junction of Vale Road at 30 metres is acceptable given the approaching low traffic speeds and is deemed acceptable.

This is an existing access which served the former uses at the site and with the improvements proposed, with suitable conditions to address the above, the proposals are acceptable.

The former use of the site which comprised of 8 no. Class B1 units must be considered. The off-street parking facilities within the site, and its sustainable location would provide sufficient space to meet the parking requirements of the development without affecting the current situation on Victoria Road. It is considered that the on-site highways arrangements are acceptable, given its location and direct pedestrian and transport links.

# - Flood Risk Manager

Notes the overarching concerns raised by NRW. Would request a fully detailed drainage strategy prior to commencement of the development

- Ecologist No objection

### **RESPONSE TO PUBLICITY:**

# In objection

Representations received from
R. Richards, 18, Vale Park, Rhyl Mr & Mrs M Richards, 2, Vale Park, Rhyl
Mr P Davies, 17, Vale Park, Rhyl
Mrs. E. Richards, 11, Vale Park, Rhyl
Mrs M Booker, 3 Vale Park, Rhyl
Jennifer Billingsley, 1, Vale Park Rhyl
Ellen Soydemir, 43, Grange Road, Rhyl Sandra Twist, 51 Pendyffryn Road, Rhyl
Joy Platts, 76 Victoria Road, Rhyl
Cllr James Ball, 12 Ernest Street, Rhyl Gwen Drabble, 13 Vale Park, Rhyl
Jacob Thomas-Richards, 7, Council Terrace, Vicotira Road, Rhyl
Sian Brownley, 4 Vale Park, Rhyl

:

Summary of planning based representations in objection:

# Visual Amenity

The building would be higher than other buildings in the area and therefore out of character; the visual bulk & architecture of the proposed four storey building is not in keeping with the existing buildings; the design, in terms of detailing and materials, is also not in keeping with the existing; the proposed development does not integrate well with any of the existing buildings and adding a further 18 dwellings to a cul-de-sac of 30 will cause an excessive density of population.

#### Residential Amenity

The height and number of proposed apartments will seriously impact neighbouring dwellings in terms of privacy and overshadowing; would directly overlook local residents properties and amenity space;

# Highways

There are already congestion problems in the area with traffic and cars parking on the local roads causing difficulties, so additional traffic will make matters worse

### Security Issues

The proposal will overlook the school and play areas; the proposed car parking facilities are off road, under the apartments and are hey are secluded from view of either Vale Park or Victoria Road. There is no mention in the plans of this area being secured or 'access only' so creates an 'out of sight' area where for unsociable activity and therefore raises concerns for the safety of children while playing outside in the public areas of the cul-de-sac.

### Capacity of local schools

Questions capacity of local schools to handle the development;

# Drainage/Flood Risk

Flooding of this area in recent years has been due to excessive rainfall and subsequent failing of the local pumps and existing rainwater and sewerage system, an extra 18 residences would mean increasing pressure on a system which is already prone to overload.

### **EXPIRY DATE OF APPLICATION: 31/05/2018**

#### PLANNING ASSESSMENT:

# 1. THE PROPOSAL:

- 1.1 Summary of proposals
  - 1.1.1 The application seeks full planning permission for the demolition of the existing Victoria Business Centre building and redevelopment of the site by the erection of 18 apartments. The site is located on the corner of Victoria Road with Vale Park in Rhyl.
  - 1.1.2 In terms of detail, the proposal involves the following:-
    - \* The demolition of the existing business centre building.
    - \* The erection of a modern 4 storey building with pitched and monopitched sections. The highest part of the building would be 14.5m with a 3 storey element fronting Victoria Road.(11.5m maximum height) with a 2 storey element fronting Vale Park (8.5m maximum height).
    - \* The main materials proposed are different colours of render and grey metal sheet roofing.
    - \* The proposed accommodation would consist of 18 self contained apartments. The applicant 'Cartrefi Conwy' is a Registered Social Landlord (RSL) and all apartments would be retained by the applicant to provide affordable homes.

# At Ground floor level

Parking spaces, bicycle parking, storage and services room with stairs and lift leading to upper floors/apartments

# At first floor level

8 no apartments, 7 no 2 bed units (65sqm) and 1 no. 1 bed unit (46sqm)

#### At second floor level

6 no apartments, 5 no 2 bed units (65sgm) and 1 no 1 bed unit (46sgm)

#### At third floor level

4 no apartments, all 2 bed units (65sqm)

\* A single vehicular access point off Vale Park, along with a gated pedestrian access.

- \* External bin stores and a recycling area, with a drying area and more car parking spaces, 22 spaces to be provided in total.
- \* New brick boundary walls, with railings on the elevations fronting Victoria Road and Vale Park.
- \* Soft landscaping around the perimeter of the building.
- 1.1.3 The supporting documents submitted with the application include the following:-
  - Planning Statement
  - Design & Access Statement
  - Pre Application Consultation Report
  - Flood Consequences Assessment
  - Ecological Survey
  - Construction Method Statement
  - Demolition Survey
- 1.1.4 There are a range of plans showing details of the proposed apartments. The site layout plan and details of the proposed apartments are shown at the front of the report and included below are details of the 2 main elevations:-





# 1.2 Description of site and surroundings

- 1.2.1 The application site consists of approximately 0.11ha of land occupied by a derelict building which formerly contained 8 no. Class B1 business units.
- 1.2.2 The site is located on the corner of Victoria Road with Vale Park. Vale Park is a cul de sac consisting of semi detached 2 storey residential properties. To the north of the site, directly opposite on Victoria Road are 3 storey blocks of flats, to the west is Ysgol Emmanuel and to the east is a Social Club which fronts Vale Road..
- 1.2.3 The existing building on the site is mainly a 2 storey rendered building with a tiled roof. It has been extended with single storey elements with large areas of metal cladded walls and roofs. To the side of the original building adjacent to the boundary

with Ysgol Emmanuel is a tall brick chimney.

- 1.2.4 The application site is located within an area of mixed uses and styles of buildings. There are a range of 2 and 3 storey residential properties, a social club with a flat roof, a school and some small commercial units.
- 1.2.5 The site has an existing vehicular access off Vale Park.
- 1.2.6 The site has been vacant/derelict for a number of year and is currently surrounded by high mesh fencing.

### 1.3 Relevant planning constraints/considerations

- 1.3.1 The site is located within the development boundary of Rhyl and is allocated for housing within the adopted Local Development Plan.
- 1.3.2 The site is located within a C1 flood zone as defined within the development advice maps as contained within TAN 15: Development and Flood Risk.

# 1.4 Relevant planning history

- 1.4.1 Outline planning permission was granted in 2005 for the erection of 13 apartments with reserved matters approval given in 2007. The permissions were not implemented.
- 1.5 Developments/changes since the original submission
  - 1.5.1 None
- 1.6 Other relevant background information
  - 1.6.1 None

# 2. DETAILS OF PLANNING HISTORY:

2.1 45/2005/0984/PO Demolition of existing buildings, development of 0.11ha of land by the erection of 13 no. apartments and construction of new vehicular access (outline application) GRANTED at Planning Committee.14<sup>th</sup> December, 2005.

45/2007/0773/PR Details of design, external appearance and landscaping of 13 no. apartments including affordable housing, open space arrangements, access and turning details submitted in accordance with condition no's 1,4,5,10 and 11 of outline planning permission code no. 45/2005/0984/PO GRANTED at Planning Committee.10<sup>th</sup> October, 2007.

# 3. RELEVANT POLICIES AND GUIDANCE:

The main planning policies and guidance are considered to be:

3.1 Denbighshire Local Development Plan (adopted 4<sup>th</sup> June 2013)

Policy RD1 – Sustainable development and good standard design

Policy BSC1 – Growth Strategy for Denbighshire

Policy BSC2 – Brownfield development priority

Policy BSC 3 -Securing Infrastructure Contributions from Development

Policy BSC4 – Affordable Housing

Policy BSC11 - Recreation and open space

Policy ASA3 - Parking standards

# 3.2 Supplementary Planning Guidance

Residential Development Residential Space Standards Parking Requirements in New Developments

Trees and Landscaping

# 3.3 Government Policy / Guidance

Planning Policy Wales (Edition 9) November 2016 Development Control Manual November 2016 **Technical Advice Notes** 

TAN 1 Joint Housing Land Availability Studies

TAN 2 Planning and Affordable Housing

TAN 5 Nature Conservation and Planning

TAN 12 Design

TAN 15 Development and Flood Risk

**TAN 18 Transport** 

# 4. MAIN PLANNING CONSIDERATIONS:

In terms of general guidance on matters relevant to the consideration of a planning application, Planning Policy Wales Edition 9, 2016 (PPW) confirms the requirement that planning applications 'should be determined in accordance with the approved or adopted development plan for the area, unless material considerations indicate otherwise' (PPW section 3.1.3). PPW advises that material considerations must be relevant to the regulation of the development and use of land in the public interest, and fairly and reasonably relate to the development concerned (PPW section 3.1.4).

Development Management Manual 2016 states that material considerations can include the number, size, layout, design and appearance of buildings, the means of access, landscaping, service availability and the impact on the neighbourhood and on the environment (DMM section 9.4).

The following paragraphs in Section 4 of the report therefore refer to the policies of the Denbighshire Local Development Plan, and to the material planning considerations which are considered to be of relevance to the proposal.

- 4.1 The main land use planning issues in relation to the application are considered to be:
  - 4.1.1 Principle
  - 4.1.2 Affordable Housing
  - 4.1.3 Visual Amenity
  - 4.1.4 Residential amenity
  - 4.1.5 Highways (including access and parking)
  - 4.1.6 Flood Risk including drainage
  - 4.1.7 Open Space
  - 4.1.8 Education
  - 4.1.9 Ecology
- 4.2 In relation to the main planning considerations:

#### 4.2.1 Principle

The main Local Development Plan Policy relevant to the principle of the development is Policy BSC 1. This policy seeks to make provision for new housing in a range of locations, concentrating development within development boundaries of cities, towns and villages, and it states developers will be expected to provide a range of house sizes, types and tenure.

Policy BSC 2 promotes the re-use of brownfield land within settlements in preference to green field sites wherever possible.

Policy RD1 states that development proposals within development boundaries will be supported subject to compliance with detailed criteria.

The site is located within the development boundary of Rhyl as defined in the Local Development Plan (LDP) and is allocated as a housing site on the proposals map accompanying the Plan. The site is listed in the table of sites contributing to the approved level of growth for the county in the LDP. Rhyl is identified as a lower growth town within the growth strategy of the plan, being a town expected to make a significant contribution to meeting the identified housing need of the area.

The site is previously developed land, which Policy BSC 2 promotes for re-use within

settlements in preference to green field sites wherever possible. The re-use of this land for appropriate development is therefore encouraged by the policy.

The principle of residential development on this site is clearly acceptable in terms of the aforementioned policies. The determination of the application should therefore rest on assessment of the local impacts of the proposal, which are reviewed in the following sections of the report.

# 4.2.2 Affordable Housing

Policy BSC 1 of the Local Development Plan states that developers will be expected to provide a range of house sizes, types and tenures to reflect local need and demand.

Policy BSC3 of the local development plan sets the basic requirement for development to contribute where relevant to the provision of infrastructure including affordable housing, in line with Policy BSC4.

Policy BSC 4 seeks to ensure, where relevant, 10% affordable housing either on site on developments of 10 or more residential units or by way of a financial contribution on development of less than 10 residential units.

There is detailed guidance in the Affordable Housing Supplementary Planning Guidance on the approach to provision and demand.

Planning Policy Wales 3.1.4 confirms that factors to be taken into account in making planning decisions (material considerations) must be planning matters; that is, they must be relevant to the regulation of the development and use of land in the public interest, towards the goal of sustainability. The provision of affordable housing in connection with a development proposal are a material consideration.

The proposal is for 100% affordable housing units which exceeds the recommended threshold of 10% of the number of dwellings on a development in excess of 10 units under Policy BSC4. The proposal would however ensure a brownfield, allocated housing site is utilised to provide much needed smaller, good quality self-contained social housing, which meets local housing need whilst meeting the regeneration aims of Rhyl.

In Officers' opinion, the proposals are not in conflict with the requirements of Policy BSC4 and Supplementary Planning Guidance in relation to affordable housing provision.

# 4.2.3 Visual amenity

Local Development Plan Policy RD 1 test (i) requires due regard to issues of siting, layout, form, character, design, materials, aspect, microclimate and intensity of use of land / buildings and spaces between buildings, which are matters relevant to the visual impact of development; test (vi) requires that development does not unacceptably affect prominent public views into, out of, or across any settlement or area of open countryside; test (vi) requires the incorporation of existing landscape or other features, takes account of site contours, and changes in levels and prominent skylines; and test (xiii) requires the incorporation of suitable landscaping measures to protect and enhance development in its local context.

There are local concerns relating to the scale, appearance and detailing of the proposed development and its impact on the character of the area.

In terms of design detailing for the new apartments, the proposal involves the erection of a complex of modern style with pitched and monopitched roofs of differing heights. It is proposed to use different colours of render with some brick, and louvres with grey metal sheeting proposed for the roof.

The existing Business Centre is derelict, and has been empty for a number of years. It is a building of no particular remaining character, having been heavily altered with poorly designed extensions, and it makes no positive contribution to the area.

Within the area there are a mix of flat, pitched and hipped roof building, some single, 2 and 3 storey developments, some in residential, commercial, social and educational use. There is no distinctive single character of development within the area. The proposal is to redevelop the site with a contemporary building, providing off street parking facilities within the site with new boundary walls and landscaping.

In terms of scale, appearance and detail and the concerns raised by local residents, it is acknowledged that the proposed building will be larger in scale and height than surrounding development and it would be of different design to nearby development. Overall, however, it is considered that the development would not have an unacceptable visual impact on the character of the area and would serve to enhance its appearance by introducing a high quality, well designed modern building. It has been designed with differing roof heights and detailing with a smaller 3 storey element on Victoria Road and a 2 storey element on Vale Park, which is respectful of the context and the scale of adjoining buildings, an approach which also adds some variety and interest to the building and with the use of different colours of render to break up the main elevations it is considered the visual impact of the building would be acceptable.

The building will inevitably alter the appearance of the site and the immediate character of the area, but in officers' view, the proposal demonstrates that an acceptable standard of development can be achieved which will enhance the area. The proposal is considered to be in accordance with adopted planning policies and guidance.

# 4.2.4 Residential amenity

Local Development Plan Policy RD 1 test (i) requires due regard to issues of siting, layout, form, character, design, materials, aspect, microclimate and intensity of use of land / buildings and spaces between buildings, which touch on the potential for impact on residential amenity; test (vi) sets the requirement to assess the impact of development on the amenities of local residents, other land and property users, or characteristics of the locality, in terms of increased activity, disturbance, noise, dust, fumes, litter, drainage, light pollution, etc.

There have been local concerns expressed over the potential loss of privacy for existing residents which may arise from the new residential development.

There are existing residential properties on Vale Park, which is characterised by 2 storey semi-detached properties. Immediately adjoining the site is a pair of semi detached houses with a side gable facing the application site.

The proposed development has been designed with a 2 storey element located on the side on Vale Park adjacent to this semi detached property. It is proposed to erect a new 1.4m high brick boundary wall along the boundary with 1, Vale Park with soft landscaping undertaken along the boundary. Within the side elevation immediately adjoining no 1 Vale Park there are no windows proposed. All windows proposed within the new development are on the main elevations fronting the roads of Victoria Road and Vale Park or within the rear courtyard within the site. In relation to the elevation facing Ysgol Emmanuel, there are recessed windows which would provide light within a hallway.

Whilst respecting the concerns of local residents, having regard to the proposed detailing of the development, the distances and relationships between the building and existing residential properties, it is not considered any particular element of the scheme would lead to an unacceptable loss of privacy and loss of amenity for existing residents. In Officers' opinion, the proposal is acceptable in terms of its impact upon

residential amenity and the proposal is considered to be in accordance with adopted planning policies and guidance.

# 4.2.5 <u>Highways (including access and parking)</u>

Local Development Plan Policy RD 1 tests (vii) and (viii) oblige provision of safe and convenient access for a range of users, together with adequate parking, services and manoeuvring space; and consideration of the impact of development on the local highway network Policy ASA 3 requires adequate parking spaces for cars and bicycles in connection with development proposals, and outlines considerations to be given to factors relevant to the application of standards. These policies reflect general principles set out in Planning Policy Wales (Section 8) and TAN 18 – Transport, in support of sustainable development.

There are objections raised by local residents in relation to increased traffic in the area and the adequacy of off street parking. It is argued that there are already problems in the area and residents consider the development would add to the problem.

The proposal is for a single vehicular access point off Vale Park which would run below part of the building to a car parking area with a total of 22 spaces, with bicycle storage.

In respecting the concerns expressed, the Highways Officer has no objections to the proposal. Regard has been taken of the previous use of the site for 8 Class B1 business units. The proposal is for 22 off-street parking spaces within the site. The site is located in a sustainable location close to the town centre with good bus and rail links. It is considered that the scheme would provide sufficient space to meet the parking requirements of the development without affecting the current situation on Victoria Road. It is concluded that the on-site highways arrangements are acceptable, given the location and direct pedestrian and transport links.

# 4.2.6 Flood Risk including drainage

Local Development Plan Policy RD 1 test (xi) requires that development satisfies physical or natural environmental considerations relating to drainage and liability to flooding.

Planning Policy Wales 3.1.4 confirms that factors to be taken into account in making planning decisions (material considerations) must be planning matters; that is, they must be relevant to the regulation of the development and use of land in the public interest, towards the goal of sustainability. The drainage / flooding impacts of a development proposal are a material consideration.

Planning Policy Wales Section 13.2 and 13.4 identifies flood risk as a material consideration in planning and along with TAN 15 – Development and Flood Risk, provides a detailed framework within which risks arising from different sources of flooding should be assessed. PPW 13.4 advises that in areas which are defined as being of high flood hazard, development proposals should only be considered where:

- new development can be justified in that location, even though it is likely to be at risk from flooding; and
- the development proposal would not result in the intensification of existing development which may itself be at risk; and
- new development would not increase the potential adverse impacts of a flood event

The general approach adopted in TAN 15 is to advise caution in respect of new development in areas of high risk of flooding, and it sets out a 'precautionary' framework to guide planning decisions, seeking to direct new development away from areas at risk. It details specific tests for local planning authorities to apply to development proposals, requiring an authority to be satisfied a proposal is first justified (criteria set out in Section 6) and then that the consequences of flooding (set

out in Section 7) are acceptable. It advises that where the risks and consequences of flooding cannot be managed to an acceptable level for the nature and type of development, development should be avoided irrespective of the justification. TAN 15 stresses the need for suitable Flood Consequences Assessments to be submitted with applications, to establish the source / mechanism of flooding, the consequences of flooding, and as appropriate, details of mitigation measures to show if risk can be managed to an acceptable level for the type of development.

The site is in a C1 Flood Zone, as identified on Welsh Government's Development Advice Maps, prepared in conjunction with TAN 15. A Flood Consequences Assessment (FCA) has been submitted by the applicants and Natural Resources Wales (NRW) have been consulted. NRW's detailed comments on the application are as follows:

#### Flood risk

NRW have reviewed the FCA submitted in support of the planning application. In accordance with A3.10 of TAN15, NRW object to the application because the FCA has failed to demonstrate that the consequences of flooding can be acceptably managed in accordance with TAN15 over the lifetime of the development. In addition, and given the location and topography of the site, NRW considers that an updated FCA would be unable to demonstrate that the site and the proposed housing would remain flood free during the design flood event, over its lifetime.

#### Matters relating to Table A1.14 of TAN15- Flood Risk

The FCA has assessed the potential flood risks to the site, and users of it, during the 1 in 200-year annual probability tidal event, including allowance for climate change (sea level rise) and breach of the tidal Clwyd flood embankment (adjacent to Marine Lake). The outputs from the breach assessment show that maximum flood depths at the site could reach 2.00 metres during this event. During the extreme 1 in 1000-year tidal event (including allowance for climate change and breach of the tidal Clwyd flood embankment) maximum flood depths at the site are anticipated to reach 2.70 metres.

In order to reduce flood consequences at the site, the FCA proposes that the residential development be set at first floor level and above, with under-croft parking set at ground floor level. NRW considers that the proposed car parking should be treated as an integral part of the development (i.e. treated as "highly vulnerable" development) and therefore should be shown to remain flood free during the 1 in 200 annual probability tidal flood event (including allowance for climate change and breach of flood defences). This approach has been supported by a Planning Inspectorate during an appeal for similar development proposals in Flintshire.

(NRW) also draw attention to a recent decision on a development in Rhuddlan where the flood risk issues are considered broadly similar, along with the primary mitigation measure of raising habitable areas to first floor levels and above.

Given the severity of flood risk at the Victoria site, (NRW) consider that there are no engineering operations/solutions available that would be able to ensure that the development remained flood free during the "design" flood event as required by TAN15. In addition to the above, NRW remind the Council of the potential difficulties that any future residents could experience in securing affordable insurance.

Matters relating to Table A1.15 of TAN15 - Emergency Access and Egress In respect of the residual risk, the FCA has also failed to demonstrate that the development will be designed so that over its lifetime (A1.5) in an extreme (1 in 1000 chance) event there would be less than 600mm of water on access roads and within properties, the velocity of any water flowing across the development should be less than 0.3 m/second on access roads and 0.15m/second in properties, and the maximum rate of rise of floodwater would not exceed 0.1m/hour.(see table A1.15).

The FCA has failed to demonstrate that emergency access and egress routes to and from the development site will remain operational under all flood conditions. Again, considering the severity of flooding at the site, and the wider community, it is not likely that compliance with A1.15 of TAN15 will be achievable.

# Assessment

It is clear from the above that the flooding issues require careful assessment in relation to the general advice in PPW and the detailed contents of TAN15, all in the context of the information provided by the applicants and response from NRW. Hence, in relation to:

# Applying the TAN 15 tests

# Justification test

It is not challenged that the site is located within a C1 flood zone. In terms of the Development Categories in TAN 15, the existing employment use falls within the 'less vulnerable development' category and the proposed use (as all residential premises) is in the 'highly vulnerable development' category.

#### Justification criteria

Section 6.2 states that development will only be justified if it can be demonstrated that:

i. Its location in zone C is necessary to assist, or be part of, a local authority regeneration initiative or a local authority strategy required to sustain an existing settlement; or,

ii Its location in zone C is necessary to contribute to key employment objectives supported by the local authority, and other key partners, to sustain an existing settlement or region;

and,

iii It concurs with the aims of PPW and meets the definition of previously developed land (PPW fig 2.1); and,

iv The potential consequences of a flooding event for the particular type of development have been considered, and in terms of the criteria contained in sections 5 and 7 and appendix 1 found to be acceptable.

Having regard to the justification criteria in paragraph 6.2 of TAN15, Officers' view is that:-

- The proposals comply with test i) in that the provision of 18 apartments would assist the Growth Strategy for the County in Local Development Plan Policy BSC1, which is to provide new housing to meet the needs of local communities and population changes, and it would contribute to expanding the range of accommodation in the town.
- The site is allocated for housing within the adopted Local Development Plan
- Housing development in existing settlements concurs with the aims of Planning Policy Wales, and the site is a brownfield site which meets the definition of 'previously developed land' in PPW, hence the proposals comply with test iii)
- The regeneration of Rhyl is a key focus for the Council and the provision of affordable housing is a Corporate Priority (Corporate Plan 2017-2022) with a commitment to provide 260 affordable homes via the market and Registered Social Landlords such as the applicant 'Cartrefi Conwy'. This scheme will make a direct contribution towards realising this priority.
- The potential consequences of a flooding event for the particular type of development have been considered, and are reviewed below.

Officers' conclusion is that the proposals meet the main justification criteria in section 6 of TAN 15, with the sole issue of contention being whether the consequences of flooding can be managed to a level acceptable for the type of development.

# Assessment of flooding consequences

(Section 7 and Appendix1)

In summary, the criteria to be met in order for development to be considered acceptable are:

- Flood defences must be shown by the developer to be structurally adequate particularly under extreme overtopping conditions (i.e. that flood with a 1 in 1000 chance of occurring in any year).
- The cost of future maintenance for all new/approved flood mitigation measures, including defences must be accepted by the developer and agreed with the Environment Agency (now Natural Resources Wales).
- The developer must ensure that future occupiers of the development are aware of the flooding risks and consequences.
- Effective flood warnings are provided at the site
- Escape/evacuation routes are shown by the developer to be operational under all conditions
- Flood emergency plans and procedures produced by the developer must be in place.
- The development is designed by the developer to allow the occupier the facility for rapid movement of goods/possessions to areas away from floodwaters.
- Development is designed to minimise structural damage during a flooding event and is flood proofed to enable it to be returned to its prime use quickly in the aftermath of the flood.
- No flooding elsewhere.
- Developer is required to demonstrate that the site is designed to be flood free for the lifetime (A1.5) of development for either a 1 in 100 chance (fluvial) flood event, or a 1 in 200 chance (tidal) flood event including an allowance for climate change (depending on the type of flood risk present) in accordance with table A1.14.
- In respect of the residual risk to the development it should be designed so that over its lifetime (A1.5) in an extreme (1 in 1000 chance) event there would be less than 600mm of water on access roads and within properties, the velocity of any water flowing across the development would be less than 0.3 m/second on access roads and 0.15m/second in properties, and the maximum rate of rise of floodwater would not exceed 0.1m/hour

Having regard to the consequences tests, it is clear that NRW object to the proposal because the FCA has failed to demonstrate that the consequences of flooding can be acceptably managed in accordance with TAN15 over the lifetime of the development. They consider that the proposed car parking should be treated as an integral part of the development (i.e. treated as "highly vulnerable" development) and therefore should be shown to remain flood free during the 1 in 200 annual probability tidal flood event (including allowance for climate change and breach of flood defences).

NRW also consider the FCA has failed to demonstrate that emergency access and egress routes to and from the development site will remain operational under all flood conditions. They state that considering the severity of flooding at the site, and the wider community, it is not likely that compliance with A1.15 of TAN15 will be achievable (this sets out guidelines for assessment of the depth of flooding, the rate of rise of floodwaters, the speed of inundation, and the maximum velocity of floodwaters). They refer to appeal decisions and indicate that if the Council is minded to grant planning permission, they have to consider whether to request Welsh Government to call-in the application for determination.

In concluding on the consequences of flooding issues, it is clear that NRW consider the application falls some way short of being acceptable. If the Council is to consider granting permission, therefore, it has to demonstrate that there are relevant material considerations which may justify that stance, and outweigh the flooding considerations. In this context, Officers suggest it is of interest that:

 Planning Committee has granted permission in broadly similar circumstances in 2016 for an apartment development at Sandy Lane, Prestatyn, where NRW objected strongly on flooding grounds. The rationale for granting permission was that the risk of an extreme flooding event was considered minimal and that acceptable mitigation measures in relation to the evacuation of the premises had been and could be incorporated into a Flood Risk Management Plan, that refusal of permission was not justified in relation to concerns over the safety of access and egress routes; and that there were clear regeneration and other benefits from the development which merited support for the application.

A condition was imposed on the planning permission requiring submission and approval of a detailed Flood Risk Management Plan containing arrangements for the management of a flooding event including advance warning measures, on site features to assist / facilitate evacuation, and detailed arrangements for the evacuation and safe movement of residents, having regard to the potential depth and velocity of water in an extreme flooding event.

The application was not called in for determination by Welsh Government.

- There are clear regeneration benefits from the redevelopment of the site, as set out previously, it is an allocated housing site, and it is in a heavily built up area close to long established housing development in this location to the south east of the town centre, where the level of risk in a flooding event will be very similar to that in hundreds of residential properties.
- In respecting the NRW stance that the location of garages at ground floor level should make no difference to the categorisation of the development as 'highly vulnerable' in flood risk terms, the fact is there are no habitable rooms proposed at ground floor level, suggesting there is more limited risk to occupants in a flood event than would be the case in traditional dwellings in the immediate locality. It also seems reasonable to consider that as there are increasingly accurate advance warnings of possible flood events, with a sensible evacuation warning system as part of a Flood Risk Management Plan, there are mitigation / management measures which would reduce the risks to residents in the event of flooding.

# 4.2.7 Open Space

Local Development Plan Policy BSC 3 seeks to ensure, where relevant, infrastructure contributions from development. Policy BSC 11 requires proposals for all new residential development to make a contribution to recreation and open space either on site, or by provision of a commuted sum. Commuted sums in lieu of open space will only be accepted where the full requirement for open space would mean that the proposed development was financially unviable or it is impractical to provide the full requirement for open space on site.

The Council's Open Space requirement for a development of 18 dwellings is a total of 993.6sqm comprising of 662.4sqm of Community Recreation Open Space and 331.2sqm of Children's Play Space.

The proposal does not provide any on-site provision and seeks to meet the Council's open space policy by the payment of a commuted sum which on the basis of a development of 18 dwellings is £22,269.89.

Table 4 in the Open Space SPG (adopted March 2017) sets out thresholds for on-site provision and financial contributions. It specifies that for schemes of 1-30 dwellings, open space obligations should be met through financial contributions rather than onsite provision, however 5.4.9 of the SPG does state that the thresholds are indicative, and onsite provision for sites of less than 30 will be considered on their merits.

It is considered that the proposal to provide a commuted sum payment would be acceptable in relation to open space policy subject to the requisite contribution being secured. A Section 106 agreement would be required to secure the payment of the

commuted sum and the agreement would need to be completed prior to the issue of the planning permission.

#### 4.2.8 Education

Objective 12 of Chapter 4 of the Local Development Plan identifies that the Plan will ensure that an adequate level of community infrastructure (including schools) will be provided alongside new developments. Policy BSC 3 seeks to ensure, where relevant, infrastructure contributions from development.

The nearest school is Ysgol Emmanuel which is located next door to the site. The most recent data figures are for January records the school numbers at 412 full time pupils. The capacity of the school is presently 424.

The nearest secondary school is Blessed Edward Jones Catholic High School. In September 2017 there were 272 FT pupils against a capacity of 659.

If a linguistic split was applied the nearest Welsh Medium school is Ysgol Glan Clwyd, there are 193 surplus places.

Based on current formula, a development of 18 dwellings would generate 4.32 primary age pupils and 3 secondary pupils.

Having regard to the above information, there is sufficient capacity to accommodate the proposed development and a financial contribution is therefore not required in relation to education.

# 4.2.9 Ecology

Local Development Plan Policy RD 1 test (iii) requires development to protect and where possible to enhance the local natural and historic environment. Policy VOE 5 requires due assessment of potential impacts on protected species or designated sites of nature conservation, including mitigation proposals, and suggests that permission should not be granted where proposals are likely to cause significant harm to such interests. This reflects policy and guidance in Planning Policy Wales (Section 5.2) current legislation and SPG 18 – Nature Conservation and Species Protection, which stress the importance of the planning system in meeting biodiversity objectives through promoting approaches to development which create new opportunities to enhance biodiversity, prevent biodiversity losses, or compensate for losses where damage is unavoidable.

As demolition of a building is proposed, an Ecological Survey has been undertaken. The Council's Ecologist has reviewed the survey and raised no objection to the proposal.

# Other matters

#### Security Issues

There are concerns expressed by local residents that the development will overlook the school and play areas and its design / layout would create potential for secluded areas and unsociable activity.

In recognising the basis of these comments, having due regard to the actual detailing of the scheme and the proximity to the school, Officers do not believe there are strong grounds to oppose the grant of permission. There will be many instances where housing developments are near schools and play areas, and parking areas are located at the rear of such developments, and it is not considered this scenario presents unacceptable levels of risk to children or necessarily encourages antisocial

behaviour.

# Well – being of Future Generations (Wales) Act 2015

The Well-being of Future Generations (Wales) Act 2015 imposes a duty on the Council not only to carry out sustainable development, but also to take reasonable steps in exercising its functions to meet its sustainable development (or well-being) objectives. The Act sets a requirement to demonstrate in relation to each application determined, how the development complies with the Act.

The report on this application has been drafted with regard to the Council's duty and the "sustainable development principle", as set out in the 2015 Act. The recommendation takes account of the requirement to ensure that present needs are met without compromising the ability of future generations to meet their own needs. It is therefore considered that there would be no significant or unacceptable impact upon the achievement of well-being objectives as a result of the proposed recommendation.

### 5. SUMMARY AND CONCLUSIONS:

- 5.1 The proposals raise a number planning policy issues and it is clear from assessment of these and other material considerations that the determination of the application requires the weighing up of positive and negative factors.
- 5.2 The main negative aspects of the development are:-
  - \* The Flood Consequence Assessment (FCA) has failed to demonstrate that the consequences of flooding can be acceptably managed over the development lifetime. Given the severity of flood risk at the site, NRW consider that there are no engineering operations/solutions available that would be able to ensure that the development remained flood free during the "design" flood event as required by TAN15
  - \* The questions over the acceptability of the proposals in terms of emergency access and egress in times of extreme flood events.
- 5.3 The recognisable positive aspects of the application are -
  - \* The site is within the development boundary of Rhyl, close to long established residential areas, and is allocated for housing development, so the principle of residential development is consistent with the housing strategy policies of the Local Development Plan.
  - \* The delivery of Affordable housing is a Corporate Council priority and the proposal would directly contribute to this.
  - \* The provision of 18 affordable apartments would meet a recognisable local demand for 1 and 2 bedroom affordable accommodation in Rhyl and would make a positive contribution to the Council's 5 year housing supply position.
  - \* The Regeneration of Rhyl is a key Council priority.
  - \* The site is a brownfield, derelict site with buildings in poor condition and with no realistic prospect of adaptation to continued employment use. The proposals offer recognisable regeneration benefits, with high quality built development.
  - \* The TAN 15 Justification tests for the location of development are considered to be met. Given the location of the site in a long established residential and commercial area near the town centre, and the fact there are no habitable rooms proposed at ground floor level it may be questioned whether a refusal of permission for upper floor apartments can be justified on the basis of a risk from the parking of cars at ground floor level.

- \*Leaving aside the flooding issue, there are no objections from 'technical' consultees to the development, subject to imposition of suitable conditions.
- 5.4. In concluding the report, and in balancing the different considerations, on the basis of the information in front of the Council, it is respectfully suggested that there is a case to argue the significant benefits the proposal would bring to the area could outweigh the concerns over the flooding implications, subject to imposition of relevant conditions.
- 5.5. Ultimately therefore, the recommendation is to grant conditional permission, including a requirement for submission of additional details of a Flood Risk Management Plan to deal with any flooding event, similar to that imposed on the development granted permission on Sandy Lane in Prestatyn in 2016, and a condition prohibiting the use of the ground floor garages as habitable rooms at any time.

If the Committee resolves to grant planning permission, in order to secure the commuted sum payment for open space of £22,269.89, a Section 106 legal agreement will be required. The Certificate of Decision on the application could only be issued upon completion of the agreement.

# **RECOMMENDATION: GRANT-** subject to the following conditions:-

- 1. The development to which this permission relates shall be begun no later than (the date of completion of the S106 agreement).
- 2. The development hereby permitted shall be carried out in strict accordance with details shown on the following submitted plans and documents unless specified as otherwise within any other condition pursuant to this permission
  - (i) Design and Access Statement (Drawing No. 4179-1 C) Received 16 March 2018
  - (ii) Topo Survey (Drawing No. A(050)01 A) Received 16 March 2018
  - (iii) Topo Survey Overlay onto Aerial (Drawing No. A(050)02 A) Received 16 March 2018
  - (iv) Location Plan (Drawing No. A(050)03 A) Received 6 April 2018
  - (v) Proposed Demolition Plan (Drawing No. A(050)04 A) Received 6 April 2018
  - (vi) Existing Street Vlews (Drawing No. A(050)05) Received 16 March 2018
  - (vii) Proposed Plans and Sections (Drawing No. A(200)01 C) Received 6 April 2018
  - (viii) Proosed Elevations (Drawing No. A(200)02 D) Received 6 April 2018
  - (ix) Proposed Site Plan Ground Floor Plan (Drawing No. A(200)03 C) Received 6 April 2018
  - (x) Proposed Site Plan First Floor Plan (Drawing No. A(200)04 A) Received 6 April 2018
  - (xi) Proposed Site Plan Second Floor Plan (Drawing No. A(200)05 A) Received 6 April 2018
  - (xii) Proposed Site Plan Third Floor Plan (Drawing No. A(200)06 A) Received 6 April 2018
  - (xiii) Proposed Street Alignment (Drawing No. A(200)07 A) Received 6 April 2018
  - (xiv) Proposed Street Scenes (Drawing No. A(200)08 C) Received 6 April 2018
  - (xv) Proposed Landscaping (Drawing No. A(200)09 B) Received 6 April 2018
  - (xvi) Site Plan Visability Splay Checks (Drawing No. A(200)10 B) Received 6 April 2018
  - (xvii) Proposed Elevations 1 With Walls (Drawing No. A(200)11) Received 6 April 2018
  - (xviii) Proposed Elevations 2 With Walls (Drawing No. A(200)12) Received 6 April 2018
  - (xix) Proposed Elevations 3 With Walls (Drawing No. A(200)13) Received 6 April 2018 (xx) Stairwell Sections and Internal Elevations (Drawing No. A(200)14) Received 6 April
  - (xxi) Construction Management Plan Received 16 March 2018
  - (xxii) Protected Species Survey- Received 16 March 2018
  - (xxiii) Flood Consequences Report (Drawing No. 1620004382/FC) Received 6 April 2018

# 3. **PRE-COMMENCEMENT**

- No development shall commence (excluding demolition) until full details of the detailed design of the closing off of the existing accesses on Victoria Road/ Vale Park and the new access including the associated highway works, street lighting, drainage, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with such approved details and be completed drawings before the development is brought into use.
- 4. The wall either side of the vehicular access on Vale Park shall be lowered to 900mm for a distance of 2m in each direction and completed before the development is brought into use.

- 5. Prior to the commencement of development, 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:
  - 1. 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.
  - 2. A site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.
  - 3. The site investigation results and the detailed risk assessment (2) 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.
  - 4. A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action. Any changes to these components would require the express consent of the Local Planning Authority. The scheme shall be implemented as approved.

### 6. PRE-COMMENCEMENT

Prior to commencement of development, 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.

- 7. 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.
- 8. 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.

#### 9. PRE-COMMENCEMENT

Prior to the commencement of development, a fully detailed drainage strategy shall be submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved strategy

- 10. No apartments shall be occupied until the written approval of the Local Planning Authority has been obtained to a fully detailed Flood Risk Management Plan containing arrangements for the management of a flooding event including advance warning measures, on site features to assist / facilitate evacuation, and detailed arrangements for the evacuation and safe movement of residents, having regard to the potential depth and velocity of water in an extreme flooding event. The approved Flood Risk Management Plan shall be made known to all residents and shall be implemented strictly as approved in a flood event.
- 11. None of the integral garages shall be permitted to be used as habitable rooms in connection with any of the apartments at any time.

# The reasons for the conditions are:-

- 1. To comply with the provisions of Section 91 of the Town and Country Planning Act 1990.
- 2. For the avoidance of doubt and to ensure a satisfactory standard of development.
- 3. In the interest of highway safety.
- 4. To provide adequate visibility at the point of access to the highway.

- 5. Natural Resources Wales considers that the controlled waters at this site are of high environmental sensitivity as the site is located within a Principle bedrock aquifer and contamination is suspected at the site due to its past uses.
- 6. To demonstrate that the remediation criteria relating to controlled waters have been met, and (if necessary) to secure longer-term monitoring of groundwater quality. This will ensure that there are no longer remaining unacceptable risks to controlled waters following remediation of the site.
- 7. To ensure that longer term remediation criteria relating to controlled waters have been met. This will ensure that there are no longer remaining unacceptable risks to controlled waters following remediation of the site.
- 8. Given the size/complexity of the site it is considered possible that there may be unidentified areas of contamination at the site that could pose a risk to controlled waters if they are not remediated.
- 9. To ensure the development is served by a satisfactory drainage system.
- 10. In the interest of flood risk management.
- 11. In the interest of flood risk management.

#### **NOTES TO APPLICANT:**

Notification of Commencement of Development and Display of Site Notice

The Development Management Procedure (Wales) (Amendment) Order 2016 places a duty on you to notify the Local Planning Authority of the commencement of development and to display a notice on site. You must complete and return a 'Notification of initiation of development' form and display a site notice (please find blank forms/notice attached). Further information relating to the requirements is available on the Planning pages at www.denbighshire. gov.uk or www.gov.wales/topics/planning.

### **UTILITIES**

Please see attached advice and information from Wales & West Utilities.

# **DWR CYMRU WELSH WATER**

The applicant may need to apply to Dwr Cymru / Welsh Water for any connection to the public sewer under S106 of the Water industry Act 1991. If the connection to the public sewer network is either via a lateral drain (i.e. a drain which extends beyond the connecting property boundary) or via a new sewer (i.e. serves more than one property), it is now a mandatory requirement to first enter into a Section 104 Adoption Agreement (Water Industry Act 1991). The design of the sewers and lateral drains must also conform to the Welsh Ministers Standards for Gravity Foul Sewers and Lateral Drains, and conform with the publication ""Sewers for Adoption""- 7th Edition.

Further information can be obtained via the Developer Services pages of www.dwrcymru.com The applicant is also advised that some public sewers and lateral drains may not be recorded on our maps of public sewers because they were originally privately owned and were transferred into public ownership by nature of the Water Industry (Schemes for Adoption of Private Sewers) Regulations 2011. The presence of such assets may affect the proposal. In order to assist us in dealing with the proposal the applicant may contact Dwr Cymru Welsh Water on 0800 085 3968 to establish the location and status of the apparatus. Under the Water Industry Act 1991 Dwr Cymru Welsh Water has rights of access to its apparatus at all times.

# **SEWAGE TREATMENT**

No problems are envisaged with the Waste Water Treatment Works for the treatment of domestic discharges from this site.

Your attention is drawn to the attached Highway Supplementary Notes Nos. 1, 3, 4, 5 & 10. Your attention is drawn to the attached Part N form (New Road and Street Works Act 1991). Further Advice:

Please be aware that in addition to planning permission the following agreements will need to be secured in order for the highways works related to the scheme to be authorised;

Highways Act 1980 Section 278 Agreement.

This agreement relates to works required to existing highways which are proposed to be improved as part of the development.

Links to relevant policies and guidance

#### Local Guidance

Denbighshire Local Development Plan

http://www.denbighldp.co.uk/Webfiles/Adoption/Adopted%20LDP%20text%20english.pdf Supplementary Planning Guidance Note: Parking Requirements in New Developments http://www.denbighldp.co.uk/Webfiles/SPG/Adopted%20SPG%20%20Parking%20Requirements%20(English).pdf

#### National Guidance

Planning Policy Wales (Chapter 8 of most specific relevance) http://gov.wales/topics/planning/policy/ppw/?lang=en Technical Advice Note 18: Transport http://gov.wales/topics/planning/policy/tans/tan18/?lang=en

Manual for Streets

https://www.gov.uk/government/publications/manual-for-streets

Active Travel Act Design Guidance

http://gov.wales/docs/det/publications/141209-active-travel-design-guidance-en.pdf

Natural Resources Wales would further recommend that the below advisories are adhered too;

- 1. Follow the risk management framework provided in CLR11, Model Procedures for the Management of Land Contamination, when dealing with land affected by contamination.
- 2. Refer to Environment Agency document 'Guiding Principles for Land Contamination' for the type of information that we require in order to assess risks to controlled waters from the site. The Local Authority can advise on risk to other receptors, such as human health.
- 3. Refer to Groundwater protection: Principles and practice (GP3)

# **Environmental Management**

Any waste excavation material or building waste generated in the course of the development must be disposed of satisfactorily and in accordance with Section 33 and 34 of the Environmental Protection Act 1990. Carriers transporting waste from the site must be registered waste carriers and movement of any Hazardous Waste from the site must be accompanied by Hazardous waste consignment notes. Please do not hesitate to contact us if you require further information or clarification on any of the above.

Demolition works should take place outside of the bird nesting season.