

Code No. and Date Received	Name and Address of Applicant	Description and Location of Proposed Development
19/0573/FULL 03.07.2019	Montpelier Estates Ltd Middle Hedge Barn Chilton Business Centre Chilton Aylesbury HP18 9LS	Erect a new low secure mental health hospital ward consisting of 15 no. bedrooms with en-suite, associated communal space and external amenity space (Class C2A) Pendarren Court Pendarren Road Aberbeeg NP13 2DA

APPLICATION TYPE: Full Application

SITE AND DEVELOPMENT

Location: At the northern end of Aberbeeg, a hamlet approximately 1 km to the north of Trinant.

Site description: The site comprises a former hospital with grounds; the existing Hospital building has three linked wings and is part single-storey, part two-storey. The site is relatively flat although beyond the grounds the land to the north and east falls steeply to the River Ebbw. This land is undeveloped and is partly wooded to the north. To the south of the site lie dwellings and a church forming the hamlet of Aberbeeg.

Development: Full planning permission is sought to construct a low secure 15 bed ward building.

Dimensions: The proposed building has a footprint that measures 43.5 metres in width, 21 metres in depth, with a maximum height of 4.6 metres to flat roof level.

Materials: A combination of facing brickwork, painted render (white) and timber cladding is proposed.

Ancillary development, e.g. parking: Additional parking provision for 19 cars is proposed by way of an extension to the existing car park that serves the existing Hospital building. 3m high fencing is proposed around the amenity area that serves the proposed ward building to the west.

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PLANNING HISTORY 2005 TO PRESENT

10/0050/LBC - Remove existing roof and replace with new truss roof, strip existing partition walls and replace with new, replace existing aluminium windows with softwood and erect secure fence - Withdrawn 24.05.2010.

10/0051/FULL - Remove existing roof and replace with new truss roof, strip out existing partition walls and replace with new, replace existing aluminium windows with softwood and erect a secure fence - Granted 14.06.2010.

10/0695/FULL - Erect single-storey building comprising of 12 bedrooms with en-suites and day areas, providing 12 in total low secure patient's accommodation - Granted 17.06.2011.

10/0771/LBC - Erect single-storey building comprising of 12 bedrooms with en-suites and day areas, providing 12 in total low secure patient's accommodation - Granted 18.07.2011.

10/0772/LBC - Provide alterations to internal ward layout of Gilbert ward and John Dunlop ward to allow for nine individual bedrooms with en-suite and associated day areas. Annex C, D, E & F to have roof raised 560mm to allow a ceiling height of 3 metres. Ground floor of main building to be converted to offices and visitors rooms, the existing kitchen to be upgraded to current regulations - Withdrawn 09.08.2012.

10/0783/FULL - Provide alterations to internal ward layout of Gilbert ward and John Dunlop ward to allow for nine individual bedrooms with en-suite and associated day areas, Annex C, D, E & F to have roof raised 560mm to allow a ceiling height of 3 metres, ground floor of main building to be converted to offices and visitors rooms, the existing kitchen to be upgraded to current regulations - Granted 01.09.2011.

10/0876/ADV - Erect a welcome sign for a new hospital - Granted 21.01.2011.

POLICY

LOCAL DEVELOPMENT PLAN

Site Allocation: The site lies outside the settlement boundary.

Policies: SP6 (place making), SP10 (conservation of natural heritage), CW15 (general locational constraints), CW20 (locational constraints - conversion, extension and replacement of buildings in the countryside), CW2 (amenity), CW3 (design considerations - highways) and CW6 (trees, woodland and hedgerow protection).

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NATIONAL POLICY Planning Policy Wales 10th Edition (December 2018), TAN12 (Design) and TAN 24 (The Historic Environment).

ENVIRONMENTAL IMPACT ASSESSMENT

Did the application have to be screened for an EIA? No.

Was an EIA required? Not applicable.

COAL MINING LEGACY

Is the site within an area where there are mining legacy issues? No.

CONSULTATION

Strategic & Development Plans - No comments.

Landscape Architect - No objection subject to a detailed landscaping scheme.

Senior Arboricultural Officer (Trees) - No comments.

Head Of Public Protection - No comments at the time of report.

Transportation Engineering Manager - No objection subject to conditions relating to increased car parking provision within the site to serve the proposed development.

Senior Engineer (Land Drainage) - Provides advice to the developer regarding land drainage matters and the necessary SAB approval process.

Conservation & Design Officer - No objection subject to conditions relating to external finishes.

Dwr Cymru - Provide advice to the developer.

Police Liaison - Transport - No comments.

Ecologist - Based on the submitted information no objection is raised subject to conditions.

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ADVERTISEMENT

Extent of advertisement: Ten nearby properties were consulted by way of letter and a site notice was displayed near the application site.

Response: Six objections have been received.

Summary of observations:

1. Increased traffic on highway leading to the site detrimental to highway safety;
2. Proposed development will result in increased on-street parking in the area;
3. Traffic calming should be introduced to slow traffic speeds;
4. Removal of existing trees on site;
5. Proposed building unsympathetic to its setting and unacceptable in visual amenity terms;
6. Loss of green area will detract from the setting of the listed building;
7. Existing Hospital building currently being underutilised;
8. Road network leading to the site is dangerous due to the volume of traffic and substandard junctions leading to the application site;
9. Part of the application site is in third party land ownership;
10. Inadequate consultation with interested adjoining landowners;
11. Increased traffic will increase air pollution.

SECTION 17 CRIME AND DISORDER ACT

What is the likely effect of the determination of this application on the need for the Local Planning Authority to do all it reasonably can to prevent crime and disorder in its area?

Crime and disorder are not considered to be an issue for this application, but the scheme has been designed on the basis of Secure by Design principles to provide a safe and secure environment for patients, staff and visitors.

EU HABITATS DIRECTIVE

Does the development affect any protected wildlife species? An extended Phase 1 Habitat Survey was submitted with the application. Based on the findings of this survey no objection is raised subject to conditions

COMMUNITY INFRASTRUCTURE LEVY (CIL)

Is this development Community Infrastructure Levy liable? No, a C2A use is CIL exempt.

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ANALYSIS

Policies: This application has been considered in accordance with local and national planning policy. In this case the main considerations are the acceptability of the proposed use; the impact on highway safety; impact on ecology/trees; and the design of the proposed building; and the impact on the adjacent Listed Abertillery and District Hospital. These matters are discussed in turn below.

Proposed Use

The proposed building is to be used as a secure hospital ward that falls under Use Class C2A in accordance with the Town and Country Planning (Use Classes) Order 1987 (as amended). Use Class C2A is the use for secure residential accommodation and includes a prison, young offender's institution, detention centre, secure training centre, custody centre, short term holding centre, secure hospital, secure local authority accommodation, and a military barracks. The proposed use is described as a low secure mental health hospital, which will support residents to stabilise a return to home or less restrictive environment and prepare them for community living. The building is designed to reduce risks of self-harm and management of addictive behaviour, and to support residents in improving their social and living skills. The scheme includes a 'community hub' to encourage social interaction between the residents. Given the existing use of part of the Abertillery and District Hospital for the same/similar use, the proposed use is considered to be acceptable in this location, but in view of the other uses in Class C2A a condition should be imposed to limit the use to that applied for, so that the impact of any other uses on residential amenity or highway safety can be considered.

Impact on Highway Safety

The proposed ward would contain 15 beds for patients and employ 12 members of staff. Based on the proposed use, a low volume of traffic is likely to be generated and on that basis the Transportation Engineering Manager raises no objection to the proposed development subject to condition. Part of the proposal includes increasing car parking provision at the site by way of 19 additional car parking spaces to take account of staff and visitor numbers generated by the proposal. Therefore the proposal is considered to be acceptable in this regard.

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Impact on Ecology and Trees

In support of the application a Preliminary Ecological Appraisal was undertaken. Furthermore an Extended Phase 1 Habitat Survey walkover was conducted on the 19th March using standard Phase 1 Habitat Survey Methodology (JNCC 2010), and a Preliminary Roost Assessment (PRA) of trees within the site were assessed for their potential to offer shelter to roosting bats in accordance with Best Practice Guidelines published by the Bat Conservation Trust in 2016 (Collins, 2016). Based on the outcome of these surveys there is not considered to be an unacceptable impact on biodiversity or trees subject to protection and enhancement conditions.

Design considerations

Policy CW20 of the Adopted LDP relates to the conversion, extension and replacement of buildings in the Countryside. Given the very close proximity of the proposed ward to the existing Hospital building the development has been considered under the 'Extension' criteria of the policy. CW20, Criterion A states that the proposed use, scale, form, siting, design and materials should be suitable within its context. It is considered that subject to the use of appropriate external finishes (to be controlled by way of Condition) the proposal satisfies this Criterion.

Criterion C (Policy CW20) states that an extension is justified by demonstrating that:

- (i) The scale, form and design of the extension respects the scale and character of the original building, which remains the dominant element;
- (ii) The extension does not result in the loss of undeveloped countryside;
- (iii) The extension does not result in the domestication or urbanisation of an otherwise rural setting.

The proposed ward is set at a lower level than the main Hospital building and incorporates a flat roof. It is considered that subject to the use of appropriate finishes, the development will be seen as subservient to the main building, and integrate within its setting. The development does not result in the loss of undeveloped countryside, and does not domesticate an otherwise rural setting. For these reason it is considered that the development accords with Policy CW20.

Impact on the adjacent Listed Hospital

History - The hospital was founded in 1920, commissioned and paid for by the miners of the Abertillery area, via a subscription levied on wages. It was designed by Walter Prosser of Newport.

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The foundation stone was laid by the chairman of Powell's Tillery Steam Coal Co Ltd, John Lancaster and Co Ltd, Lancasters Steam Coal Collieries Ltd. The hospital opened in 1922. In 1925, one of the first Marie Stopes Birth Control Clinics in Wales was opened here. A subsequent small-scale extension has left the original building substantially unaltered. An ancillary range, including a mortuary building is sited in the grounds.

Reason for Listing - Listed as an exceptionally well-preserved example of a small cottage hospital, retaining original layout (a good, small-scale example of the pavilion plan), and skilfully designed using a domestic arts-and-crafts idiom to convey its ethos of care.

Planning Policy Wales Edition 10 (Dec 2018) states in para 6.1.10 "There should be a general presumption in favour of the preservation or enhancement of a listed building and its setting, which might extend beyond its curtilage. For any development proposal affecting a listed building or its setting, the primary material consideration is the statutory requirement to have special regard to the desirability of preserving the building, its setting or any features of special architectural or historic interest which it possesses."

TAN 24: The Historic Environment states under The Setting of Historic Assets

1.24 ... "It is for the local planning authority to consider the effects of proposed developments within the settings of listed buildings" as in this case.

1.25 "The setting of an historic asset includes the surroundings in which it is understood, experienced, and appreciated embracing present and past relationships to the surrounding landscape. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.²⁴ Setting is not a historic asset in its own right but has value derived from how different elements may contribute to the significance of a historic asset."

The building would be set back to the rear and north-west of the complex and would complete the line of an earlier ward extension to the original design and layout of the hospital. The building is low-lying and is subordinate to the main complex. It is located in a well screened, forested area and 'well set down' into the site and immediate environment. Subject to the imposition of Conditions to control the materials and external finishes of the proposed ward, the Principal Conservation & Design Officer raises no objection to the proposed development. The setting of the listed building thereby preserved, and building itself is not directly affected.

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Comments from Consultees: No objection subject to conditions and advice.

Comments from public:

1. Increased traffic on highway leading to the site detrimental to highway safety - No objection has been raised by the Transportation Engineer Manager based on the level of additional traffic that will likely be generated by the proposed development.
2. Proposed development will result in increased on-street parking in the area - Based on the submitted plans that show 19 additional car parking spaces to serve the proposed development no objection is raised by the Transportation Engineering Manager.
3. Traffic calming should be introduced to slow traffic speeds - The Transportation Engineering Manager does not consider that the proposed development requires off site traffic calming works to render the proposal acceptable in highway safety terms.
4. Removal of existing trees onsite - Although it is noted that several trees have been removed in the vicinity of the proposed building, none of these trees were protected by Tree Preservation Orders.
5. Proposed building unsympathetic to its setting and unacceptable in visual amenity terms - The Councils Design and Conservation Officer raises no objection to the proposed development subject to conditions. The proposal is therefore considered to be acceptable in terms of its impact on the setting of the adjacent Listed Building.
6. Loss of green area will detract from the setting of the listed building - As discussed above the development is not considered to be unacceptable in terms of its impact on the adjacent Listed Building.
7. Existing Hospital building currently being underutilised - Each application must be considered on its own individual merits.
8. Road network leading to the site is dangerous due to the volume of traffic and substandard junctions leading to the application site - No objection is raised by the Transportation Engineering Manager.
9. Part of the application site is in third party land ownership - the appropriate declarations have been made and no further evidence to the contrary has been submitted.

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10. Inadequate consultation with interested adjoining landowners - the application has been advertised by press notice, site notice and letters to 10 neighbouring houses.

11. Increased traffic will increase air pollution - the level of traffic would not raise significant concerns in this respect from a planning point of view

Other material considerations: None.

The duty to improve the economic, social, environmental and cultural well-being of Wales, has been considered in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015. In reaching the recommendation below, the ways of working set out at section 5 of that Act have been taken into account, and it is considered that the recommendation is consistent with the sustainable development principle as required by section 8 of that Act.

RECOMMENDATION that Permission be GRANTED

This permission is subject to the following condition(s)

- 01) The development hereby permitted shall be begun before the expiration of five years from the date of this permission.
REASON: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990.
- 02) The development shall be carried out in accordance with the following approved plans and documents:
Drawing No. 18031/F01/S02/D - Site Plan, received 18.09.2019;
Drawing No. 18031/F01/S01/A - Location Plan, received 27.06.2019;
Drawing No. 18031/F01/S04 - Proposed Development Land, received 27.06.2019;
Drawing No. 18031/F01/001/C - Ground Floor Plan, received 27.06.2019;
Drawing No. 18031/F01/003/A - Proposed Elevations, received 27.06.2019.
REASON: To ensure that the development is carried out only as approved by the Local Planning Authority.
- 03) The demolition or site/vegetation clearance associated with the development hereby approved shall not take place during the breeding season for birds, from March to August inclusive in any given year, unless otherwise agreed in writing by the Local Planning Authority.
REASON: To ensure that breeding birds are protected. All British birds, their nests and eggs (with certain limited exceptions) are protected by law under Section 1 of the Wildlife and Countryside Act 1981 (as amended) and the Countryside and Rights of Way Act 2000.

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- 04) Prior to the commencement of development a light mitigation strategy, including measures to ensure that street lighting and security lighting reduces light spillage into foraging habitats for bats, shall be submitted to the Local Planning Authority for approval. The lighting shall be installed in accordance with the approved strategy.
REASON: To ensure proper measures are taken to safeguard the habitat of bats, in the interests of biodiversity.
- 05) Prior to the commencement of any works associated with the development hereby approved, a plan showing details of the provision of roosts and a means of access for bats in the new hospital ward at Pendarren Court, Pendarren Road, Aberbeeg, shall be submitted to the Local Planning Authority for approval. The approved details shall be implemented before the new hospital ward hereby approved is first occupied.
REASON: To provide additional roosting for bats as a biodiversity enhancement, in accordance with Part 1 Section 6 of the Environment (Wales) Act 2016, and policy contained in Welsh Assembly Government's Planning Policy Wales (2018) and Tan 5 Nature Conservation and Planning (2009).
- 06) Prior to the commencement of any works on site, details of the provision of nesting sites for bird species (House sparrow, Swift, Starling or House martin) in the new hospital ward at Pendarren Court, Pendarren Road, Aberbeeg, shall be submitted to the Local Planning Authority for approval. The approved details shall be implemented before the new hospital ward hereby approved is first occupied.
REASON: To provide additional nesting opportunities for birds as a biodiversity enhancement, in accordance with Part 1 Section 6 of the Environment (Wales) Act 2016, and policy contained in Welsh Government's Planning Policy Wales (2018) and Tan 5 Nature Conservation and Planning (2009).
- 07) Prior to the commencement of the development a scheme depicting hard and soft landscaping shall be submitted to and agreed in writing by the Local Planning Authority. The agreed details shall be carried out in the first planting and/or seeding season following the first use of the development. Any trees or plants which within a period of 5 years from the completion of the development die or are removed, or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar size and species unless the Local Planning Authority gives written consent to any variation.
REASON: In the interests of the visual amenity of the area in accordance with policies CW2 and SP6 of the adopted Caerphilly County Borough Local Development Plan up to 2021.

- 08) Prior to the commencement of the development a scheme shall be submitted to and agreed in writing by the Local Planning Authority indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed in accordance with the approved details before the development hereby approved is first occupied.
REASON: In the interests of the visual amenities of the area amenity in accordance with policy CW2 of the adopted Caerphilly County Borough Local Development Plan up to 2021.
- 09) The premises shall be used for secure hospital use and for no other purpose (including any other purpose in Class C2A of the Schedule to the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to that class in any statutory instrument revoking and re-enacting that order with or without modification) without the approval of the Local Planning Authority.
REASON: In the interests of residential amenity and highway safety in accordance with policy CW2 and CW3 of the adopted Caerphilly County Borough Local Development Plan up to 2021.
- 10) Prior to the construction of the external surfaces of the development hereby approved details of the materials to be used, in electronic or printed format shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.
REASON: In the interests of the visual amenity of the area.
- 11) No vegetation clearance, works or development shall take place until a scheme for the protection of the retained trees (section 7, BS59837, the Tree Protection Plan) has been agreed in writing with the Local Planning Authority. The development shall thereafter be carried out in accordance with the agreed details.
REASON: In the interests of visual amenity.
- 12) The building shall not be occupied until the area indicated for the parking of an additional 19 vehicles has been laid out in accordance with the submitted plans and that area shall not thereafter be used for any purpose other than the parking of vehicles.
REASON: In the interests of highway safety and to comply with Policy CW3 of the Caerphilly County Borough Local Development Plan up to 2021 - adopted November 2010
- 13) The proposed parking area shall be completed in materials as agreed in writing with the Local Planning Authority, to ensure loose stones or mud etc is not carried on to the public highway.
REASON: In the interests of highway safety and to comply with Policy CW3 of the Caerphilly County Borough Local Development Plan up to 2021 - adopted November 2010

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Advisory Note(s)

WARNING:

SUSTAINABLE DRAINAGE APPROVAL IS REQUIRED PRIOR TO COMMENCEMENT OF THIS DEVELOPMENT.

Please note from the 7th January 2019, Schedule 3 of the Flood and Water Management Act 2010 commenced in Wales requiring all new developments of more than one house or where the construction area is of 100m² or more to implement sustainable drainage to manage on-site surface water. Surface water drainage systems must be designed and built in accordance with mandatory standards for sustainable drainage published by Welsh Ministers.

The Sustainable Drainage Approval process is a technical approval independent of the need to obtain planning permission, and as such you are advised to contact the Sustainable Drainage Approval Body. Their details are provided below:

Phone: 01443 866511

Email: drainage@caerphilly.gov.uk

Website: www.caerphilly.gov.uk/sab

Please find attached the comments of Conservation & Design Officer, Dwr Cymru/Welsh Water, Landscape Architect, Senior Engineer (Land Drainage) and Council's Ecologist that are brought to the applicant's attention.

The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848.

Further information is also available on the Coal Authority website at: www.gov.uk/government/organisations/the-coal-authority.

