

Rhif y Cais: **19C1046A/EIA/ECON** Application Number

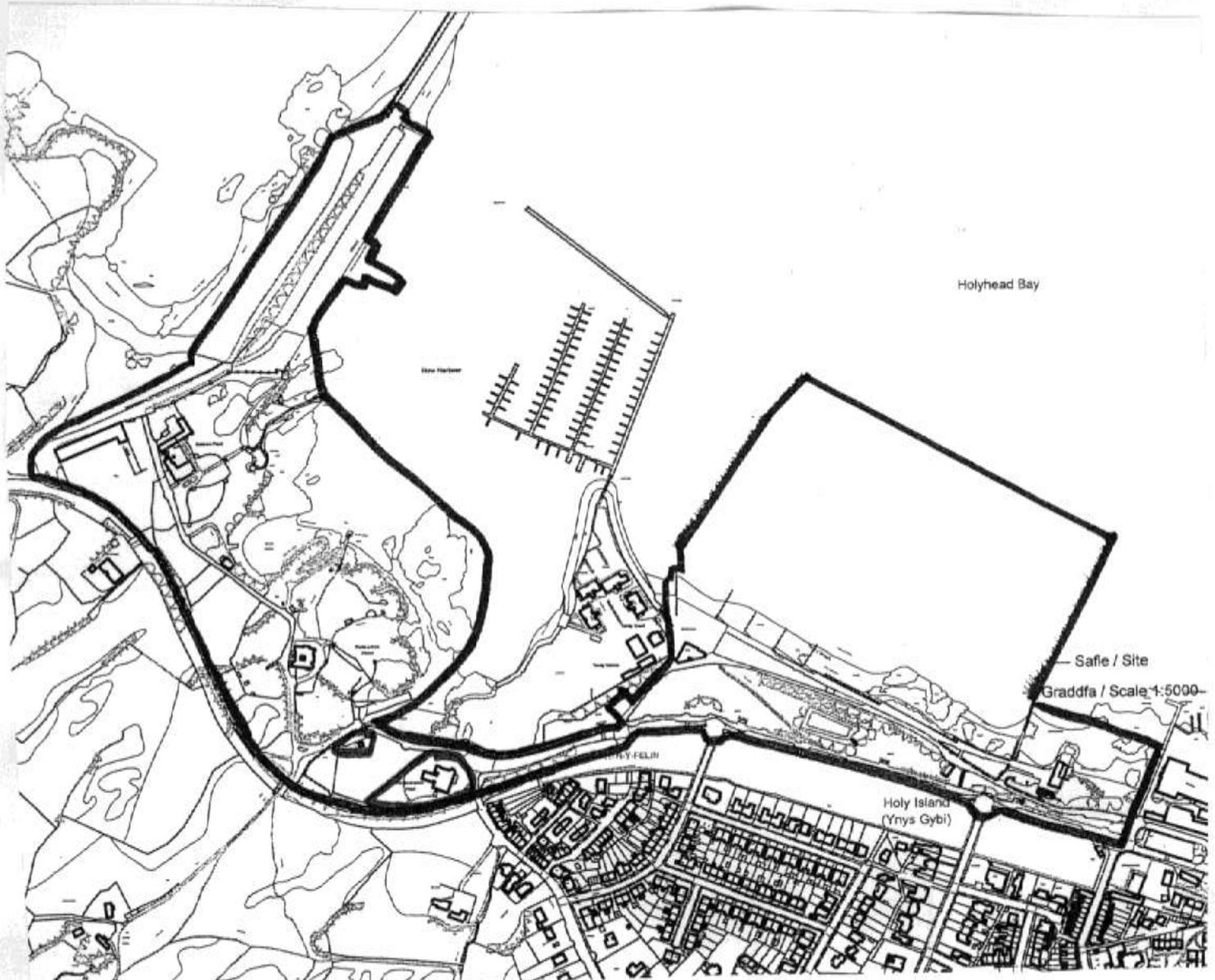
Ymgeisydd Applicant

**Conygar Stenaline Ltd  
c/o Mr David Jones  
Axis Ped Ltd  
Camellia House  
76 Water Lane  
Wilmslow  
Cheshire  
SK9 5BB**

Cais amlinellol ar gyfer datblygiad defnydd cymysg gyda marina newydd, eiddo preswyl, gwesty, defnyddiau masnachol a hamdden ac adwerthu ynghyd â gwaith cysylltiol i adennill tir ac isadeiledd wasanaethu yn

Outline application for a mixed-use development consisting of a new marina, residential properties, a hotel, commercial, leisure and retail uses together with associated land reclamation and service infrastructure at

Holyhead Waterfront, Holyhead



## Planning Committee: 06.06.2012

### Report of Head of Planning Service

#### Recommendation:

Permit

#### Reason for Reporting to Committee:

The application is reported to committee as it is accompanied by an Environmental Impact Assessment and is a departure from the development plan which the recommendation is one to approve the proposal.

#### 1. Proposal and Site:

The application was initially submitted on the 23<sup>rd</sup> December 2010 and was accompanied by a full Environmental Statement. Following the receipt of consultation responses additional submissions were made on the 21<sup>st</sup> February 2012.

The site comprises circa 34 hectares of partially-developed, seafront land, which stretches approximately 1.4km east to west, on the northern edge of Holyhead town, facing into Holyhead Harbour and towards the Great Breakwater.

The site varies considerably in level, ranging from that which is currently below sea level (and is yet to be reclaimed) to the more inland areas along the southern boundary of the site which range between 9m and 15m AOD.

The existing site is described in more detail under the following headings:

- **North western area** – this is the westernmost extent of the site and comprises of rocky outcrop, upon which a harbour platform has been constructed. The Great Breakwater extends out to sea from the platform.

- **South western area** – this area is also located on the western side of the site and lies behind the north-western area. It has been split into two distinct sub-areas for ease of description:

- *sub area 1* is located in the north-west and contains a large industrial building with associated storage yard. To the east and directly adjacent to this building is Soldier's Point House, a Grade II Listed Building and former hotel. To the east of Soldier's Point House is an area of unkempt grassland with a number of wooded copses which stretch toward the sea front/ harbour;

- *sub area 2* is located to the south and east and contains a large, derelict residential property, Porth y Felin House, again a Grade II Listed Building, which is surrounded by woodland. The south western area is bordered to the north east by the sea and to the south west by an unclassified road.

- **The Promenade/ Newry Beach** – this area lies to the east of the existing Holyhead Marina and stretches approximately 500m along the seafront facing out into an area of the harbour where boats are moored on buoys (Holyhead Sailing Club). This area comprises some lengths of sandy beach, behind which is a seafront promenade/walkway. To the far west of this area is a small boatyard associated with the sailing club and an area of parking and to the east is the existing maritime museum. To the rear of the promenade is an open area of recreational grassland, through which runs Beach Road.

By way of summary, the proposal would comprise the following

- 500 berth marina;
- 326 new dwellings (a mix of 1 and 2 bed apartments, and 2, 3, 4, and 5 bed houses);
- circa 280 visitor parking spaces;
- circa 380 private parking spaces;
- 4,040m<sup>2</sup> of commercial / leisure uses;
- 80 bed leisure / business hotel;
- 300m<sup>2</sup> Sail Training / Youth Centre;
- Public Beach area with community changing welfare facilities;
- A new 900m<sup>2</sup> maritime museum with a new 1,050m<sup>2</sup> visitor centre (within the existing Soldier's Point House);
- New maritime workshops;
- circa 250 space overflow car park.

Three distinct 'development zones' can be identified within the development. Moving east to west, these zones are as follows:

- Zone 1 – The Marina and Promenade;
- Zone 2 – Porth-y-Felin; and
- Zone 3 – Soldier's Point and the Great Breakwater.

**Zone 1: The Marina and Promenade** This area of the development is located within the eastern section of the development boundary. The proposal seeks to integrate a new marina and complementary facilities alongside the existing marina and Holyhead Sailing Club. Development in this zone would comprise:

- 500 berth marina – including a new breakwater and floating pontoons;
- Relocation of the existing (circa 150) moorings;
- 140 No. 1 and 2 bed apartments housed within 2-4 storey blocks constructed along the new breakwater, with discrete surface parking;
- 8 No. 2-storey retail / leisure / commercial facilities on reclaimed land along the Newry Beach waterfront;
- Reinstatement of Victorian sunken gardens and model boating lake;
- Enhanced access and facilities to Newry Beach;
- Preservation of existing marina and yacht club with direct links to new marina;
- New area of accessible beach adjacent to Mackenzie Landing; and
- New youth / sailing centre at the existing maritime

**Zone 2: Porth-y-Felin** The Porth-y-Felin zone is centred on the re-instatement of the currently derelict Listed Building: Porth-y-Felin House. Development in this zone would mostly be on land reclaimed from the sea and would predominantly comprise:

- Restoration and extension of the listed building 'Porth-y-Felin House' as an 80-bed hotel with business / conference facilities and foreground landscaping;
- 112 No. 1 and 2-bed apartments housed within 2-3 storey apartment blocks along the newly reclaimed waterfront;
- 68 No. 2 and 3-bed 2-3 storey townhouses;
- 6 No. 4/5-bed detached properties; and
- Improved vehicular / pedestrian access to Soldier's Point and the Breakwater Country Park.

**Zone 3: Soldiers Point and the Great Breakwater** Development in this zone is focused on bringing the currently derelict

Soldier's Point buildings back into beneficial use and comprises:

- Restoration of listed building 'Soldier's Point' as a tourist / leisure /training facility, to include the relocated maritime museum and workshop, together with new, subterranean visitor centre. Improved pedestrian / vehicular access to the Great Breakwater;
- New marine engineering / boat maintenance facilities at the existing industrial buildings, adjacent to Soldier's Point.
- Enhanced public / overflow parking provision at the Great Breakwater;
- Enhanced physical linkages from Marine Square through to the Great Breakwater.

## **2. Key Issue(s)**

Whilst an application of this type and scale will inevitably raise a wide and diverse range of issues I have distilled what I consider to be the main as follows;

Whether the principle of development is acceptable in planning policy terms.

Issues arising from the scale and nature of the marina and the related mixed uses.

Whether the proposal has an acceptable environmental impact

## **3. Main Policies**

### **Ynys Môn Local Plan**

Policy 1 – General Policy

Policy 2 – New Jobs

Policy 5 - Design

Policy 19 - Shopping

Policy 23 – Public Transport

Policy 26 – Car Parking

Policy 28 – Tidal Inundation and River Flooding

Policy 31 – Landscape.

Policy 33 – Nature Conservation.

Policy 36 – Coastal Development

Policy 37 – Public Access

Policy 38 – Land Reclamation

Policy 39 – Archaeology

Policy 40 & 41 – Conservation of Buildings

Policy 42 – Design

Policy 48 – Housing Development Criteria

Policy 49 – Defined Settlements

Policy 51– Large Sites.

Policy 53 – New dwellings in the Countryside

Proposal FF10 – Physical Infrastructure & Environment – Newry Beach Environmental Improvements.

### **Gwynedd Structure Plan**

Strategic Policies 1, 2,3,4,5 & 6. Policy

Housing Policies A1, A3, A7 & A9.

People & Jobs Policies B1 & B12.

Energy Policies C8.

Tourism & Recreation Policies CH1, CH10 & CH13

Environmental Policies D1,D4,D15,D16,D17,D19, D20,D21,D22,D24,D25,D26,D28,D29 & D32.

Community Services Policies F6 & F8.

Transport Policies FF11, FF12, FF15, FF16, FF17 & FF20.

## **Stopped Unitary Development Plan**

Strategic Policy – PO1 Employment

Strategic Policy – PO2 Settlement Strategy & Hierarchy.

Strategic Policy – PO3 Language & Culture

Strategic Policy – P O4 Integrated Transport and the location of Development.

Strategic Policy – PO6 Working with our neighbours.

Strategic Policy – PO7 Tourism

Strategic Policy – PO8 Environment

Strategic Policy – PO8a Undeveloped Coast.

Policy GP1 – Development control Guidance

Policy GP2 – Design

Policy EP9 – Retailing outside existing centres.

Policy TR3 – Highway Design

Policy TR10 – Parking Standards

Policy TR10a – Coach Parking Facilities

Policy TO1 – New attractions & extensions to existing attractions.

Policy TO8 – Water or Boating facilities.

Policy – TO9 – Blue Flag Awards etc

Policy TO10 – Recreational Routes

Policy TO14 – Amenity Space

Policy EN1 – Landscape Character

Policy EN4 – Biodiversity

Policy EN5 – International Sites

Policy EN 6 – National Sites

Policy EN9 – Development in or near Wetlands,Water Courses and Shorelines.

Policy EN10 – Landscape, Parks & Gardens

Policy EN12 – Archaeological sites and the Historic Environment.

Policy EN13 – Conservation of Buildings.

Policy EN15 – Projects

Policy EN16 – Landscape features of major importance for flora and fauna.

Policy – HP1 – 5 year supply

Policy HP2 – Housing Density

Policy HP3 – New Housing Development Main and Secondary Centres

Policy HP6 - Dwellings in the open countryside

Policy HP7 – Affordable housing – housing need

Policy SG2 – Development and Flooding

Policy SG4 – Foul Sewage Disposal

Policy SG6 – Surface Water Run-off

Policy SG7 – Noise

Policy SG8 – Air Quality

Planning Policy Wales 4<sup>th</sup> Edition 2011.

**Supplementary Planning Guidance** – Design Guide for the Urban and Rural Environment

**Supplementary Planning Guidance** – Parking Standards

**Supplementary Planning Guidance** – Planning and the Welsh Language.

**Supplementary Planning Guidance** – Affordable Housing.

**Supplementary Planning Guidance** – Planning Obligations.

**TAN 1** Joint Housing Land Availability,

**TAN 2** Planning and Affordable Housing,

**TAN 4** Retailing and town centres

**TAN 5** Nature Conservation and Planning,

**TAN 12** Design

**TAN15** – Development and Flood Risk

**TAN 16** Sport, Recreation and Open Space

**TAN 18** Transport,

**TAN 20** The Welsh Language

**TAN 22** Planning for Sustainable Buildings. At

**Interim Planning Policy Large Sites (2011).**

#### **4. Response to Consultation and Publicity**

Two rounds of consultation have taken place in 2011 in respect of the original submissions and in 2012 in respect of the additional submissions.

Listed below are brief summary of responses received;

Local Member (Cllr R LI Jones) – Objects on the grounds that the proposal would have a detrimental impact on the conservation area and its character.

Local Member (Cllr J V Owen) – No formal response received

Holyhead Town Council – Support the application on the grounds of economic benefit to the town and surrounding area.

Request that a Section 106 agreement be entered into stipulating that the greens at Newry Beach be transferred to their ownership together with a commuted sum for their upkeep. In addition request that a legal agreement be drawn up require that Conygar Stenna become legally responsible for the future upkeep and maintenance of the Great Breakwater.

Welsh Water – Initially objected on the grounds that there were water supply problems however they have subsequently removed their objection provided that a planning condition can be attached stipulating that required works to the water supply network are undertaken prior to commencement of the development.

CADW - Advise that their comments are restricted solely to those aspects that fall within their remit; the impact of development on scheduled monuments or Registered Historic Landscapes, Parks and Gardens. On this basis they have no concerns.

Ministry of Defence – Although details were provided the MOD initially advised that they were unable to determine the application without details of building heights. They were referred to the relevant information but have not made any further comments.

Welsh Government (Highways) – Confirm that the traffic generated by the development will have an effect on the signalised junction at Black Bridge. Directs that a condition be attached to any permission requiring that a scheme for the phasing of traffic signals at this junction shall be submitted and approved before the development is operative.

Highways - The Highways Authority likewise raise no objections subject to the identified works at the Black Bridge and Victoria Road/Boston Street junctions being carried out, together with the more localised improvements in the Porth Y Felin and Soldiers Point areas. They require that a condition of approval is the submission of a Construction Phase Traffic Management Plan and Travel Plan

Countryside Council for Wales - The CCW objected to the original submissions until several issues of concern were addressed. These related to the eradication of non native invasive species (*Didemnum vexillum*) and concerns regarding the information and conclusions in the applicants Landscape and Visual Impact Assessment; relating to magnitude of change, the need for additional viewpoints, a lack of a seascape assessment, a lack of a night-time impact analysis and a lack of a planting strategy

No response to the additional submissions made by the applicant had been received at the time of writing this report.

Environment Agency Wales – Confirm that the mitigation measures proposed in the submitted flood consequences assessment meet the relevant requirements and on that basis do not object subject to conditions.

Concerns are raised in respect of the potential spread of non-native invasive species (carpet sea squirt) during the construction and operation of the facility and they state that eradication is required before development proceeds.

A method statement for the eradication of Japanese knotweed is also required and recommendations are made regarding the creation of habitats and biodiversity enhancements.

Public Rights of Way Officer – Does not object but suggests that further consideration is given to the proposed route of the coastal footpath through the site.

Drainage – Confirm that the proposal is within an area served by public sewers and that the intended methods of foul and surface water disposal seem satisfactory in principle. Consultation with Welsh Water is suggested and it is noted that other the consent of the Environment Agency will be required for proposed surface water discharges.

Economic Development – Support the development based on the clear fit with national and local strategies, economic need, the positive impact on employment, wealth and social balance.

Identify some areas of concern but are satisfied that they can be resolved.

Environmental Health – Make specific comments regarding contaminated land and note that further site investigation will be required to inform detailed design.

Gwynedd Archaeological Trust – Recommend that further assessments and evaluations are carried out before any future consents are granted. Suggest that a condition to that effect be attached to the outline planning permission.

The application has been extensively publicised in accordance with statutory requirements in 2011 and 2012.

At the time of writing this report approximately 370 individual letters of objection had been received at the department together with 8 petitions of objection containing approximately 4,170 names.

One letter of support has been submitted.

Whilst the vast majority of representations are from residents in the Holyhead area a proportion are from further afield on Anglesey and the UK.

It is neither possible or useful to cover in detail each and every point made, nevertheless the main issues raised can be summarised as being :

Lack of need as existing marina and apartments is not fully occupied.

Loss if important views.

Disruption, inconvenience and pollution over many years during the construction phase. Comparisons made with a stalled development site in Ireland

No need for expensive second homes in Holyhead that would be beyond the means of local people.

Loss of Newry Beach as an important marine habitat and recreational asset.

Detrimental impact on the setting of the conservation area and listed buildings.

Detrimental impact on town centre, existing businesses and jobs. Concerns regarding the number and quality of new jobs actually created.

Detrimental impact on Welsh language.

Scale and height of buildings out of character.

Detrimental impact on public access and enjoyment of promenade area for informal recreation.

Traffic concerns.

Viability of proposal.

Lack of capacity in local services.

Concern over condition and future of the Great Breakwater.

Reference to provisions of the 1840 Act of Parliament "Harbour of Refuge".

The following sections deal with the material planning matters raised by objectors.

## **5. Relevant Planning History**

19C1046/SCO – Scoping opinion for regeneration works comprising of 1) a pontoon system of floating boardwalks, protected by a new breakwater, with capacity for approximately 500 boats; 2) a marina office (captainerie and washroom); 3) a chandlery;4)approximately 400 residential units; 5) a hotel;6)leisure/retail units;7)a new sailing club building;8)boat storage facilities;9)boat maintenance facilities;10)car parking and hard/soft landscaping 11) infrastructure including new roads and drainage systems and to include reclamation of land from the sea at Holyhead Waterfront, Holyhead.

EIA required 29.01.2010.

## **6. Main Planning Issues**

**Is the principle of development acceptable in planning policy terms.**

### **National and Regional Policy Context**

The Wales Spatial Plan (2008 Update) is the overarching framework and integration tool for planning policy in Wales. The proposed development site at Holyhead is located within the 'North West Wales – Eryri a Mon' Spatial Plan Area and is identified as being a secondary hub, a Key Settlement, an area of National Connectivity (a Key International Gateway), an area of Coastal Potential, a Key Regeneration Area and a key Business Sector Area.

The Spatial Plan recognises a number of key strategic priorities that include capitalising on the region's outstanding environment by building up higher-value sustainable tourism by realising the potential of marine leisure and outdoor activities.

Developing Holyhead is seen as helping to underpin the spread of prosperity and growth in the area as a whole and The Spatial Plan specifically recognises the ferry port gateway to Ireland and a marina development as a specific opportunity for the area.

Incorporated into the North West Wales Area Strategy is the "Mon a Menai" Action Plan (2008) supports the development of Holyhead harbour and specifically states "*Holyhead Waterfront ; We will support the development of the Outer Harbour and Waterfront areas of Holyhead, including the marina, housing, and onshore facilities, to provide an effective link between the town and the Breakwater area*".

### **Planning Policy Wales (Edition 4) (PPW)**

Sets out the land use planning policies of the Welsh Government. A number of sections are relevant to the proposed development and these include section 4.0 Planning for Sustainability, section 5.0 Conserving and Improving Natural Heritage and the Coast, section 6.0 Conserving the Historic Environment, section 7.0 Supporting the Economy, section 8.0 Transport, section 9.0 Housing and section 11.0 Tourism, Sport and Recreation.

The supporting Planning Statement submitted with the application assesses compliance of the proposal with PPW and indicates conformity with the requirements set out in the sections referred to above. In particular reference is made to the development minimising land-take through the reclamation of land from the sea, the location of the development close to Holyhead centre, minimises the demand for car travel and the close proximity to existing employment, education, health, community and leisure facilities. In addition, the development would be readily accessible by a variety of transport modes, would encourage diversity in the local economy and it would contribute positively to improving the economic vitality of the area.

The supporting Planning Statement suggests that the proposal would accord with the policy thrust of the relevant Technical Advice Notes (TAN 1 Joint Housing Land Availability, TAN 2 Planning and Affordable Housing, TAN 4 Retailing and town centres TAN 5 Nature Conservation and Planning, TAN 12 Development and Flood Risk, TAN 18 Transport, TAN 20 The Welsh Language and TAN 22 Planning for Sustainable Buildings). Although not referred to in the supporting Planning Statement TAN 16 Sport, Recreation and Open Space makes reference to Water Based Recreation in terms of the contribution to the rural and urban economy and to environmental management. TAN 16 also refers to the Welsh Government's Coastal Tourism Strategy (2007) as a framework for the development of coastal tourism.

The proposal is considered to be in general conformity with the relevant TAN guidance and assessment of some specific policy issues will be carried out under the main issue headings which follow. Therefore, at the national and regional level there is specific support for the broad principle of the proposed development from a socio-economic perspective.

### **Local Policy Context**

The statutory and adopted development plan for the area is somewhat outdated and includes the Gwynedd Structure Plan (GSP) dated 1993 and the Ynys Mon Local Plan (YMLP) dated 1996. The Stopped Ynys Mon Unitary Development Plan (UDP) dated 2005 although not formally adopted and forming part of the development plan is a material planning consideration. More recently in 2011 the Council adopted an Interim Planning Policy (IPP) "Housing Policy Large Sites".

In essence the whole proposal falls outside the adopted YMLP development boundary. An allocation for FF10 'Environmental Improvements' covers the whole of the Newry Beach area and extends past soldier point up to another allocation FF9 which is for 'Further development of country park'. The majority of the area within the Local Plan boundary and subject to the FF10 allocation has seen environmental improvements to the built environment, however no such proposals have been implemented on the headland area containing Porth y Felin House and Soldiers Point.

In the stopped UDP the development boundary was extended to include the headland containing Porth y Felin House and Soldiers Point, almost the same area that was allocated as FF10 in the YMLP Plan. However, no specific allocation was made which reflects the fact that the environmental improvement scheme of the YMLP had been implemented. The land intended to be reclaimed from the sea as part of this proposal lies outside the development boundary of both the YMLP and the stopped UDP.

It is not intended to analyse in detail the relevant policies (listed in part 3 of this report) but it is evident that the majority of elements within the proposal, subject to the relevant justification, can be determined and supported under current policies, for example there are policies dating from the GSP of 1993 that specifically support the development of a marina at Holyhead. This is reiterated within the stopped UDP. Therefore the principle of the marina and associated elements of the proposal can be supported on policy grounds.

However the residential element can only be considered under the IPP and as a consequence this element of the application is treated as a departure from the adopted development plan. The IPP is applicable to large sites comprising of developments of 50 or more units on sites within or on the edge of the development boundary. To satisfy this policy several criteria must be met and I am satisfied that on the whole they are met. Further detailed discussions will be required in respect of certain elements relating to affordable housing and linguistic impact, however as these issues will be intrinsically linked to the phasing of the development and matters will become clearer as the detailed scheme is worked up. Notwithstanding this, there is a clear commitment by the applicant to enter fully into negotiation with the Council and consequently it is intended to deal with these matters by way of legal agreements and/or conditions as considered necessary.

It is considered therefore that in policy terms, whilst there are a number of issues which require the submission of further information to demonstrate full compliance with a number of planning policy criteria these are matters of detail which appear capable of resolution and negotiation.

### **Whether the proposal is acceptable in terms of scale and nature**

With reference to scale, the application is accompanied by scale parameters and a layout plan which identifies the indicative dimensions for the length, width and height of the proposed buildings.

The Development Sub-Zoning plan shows the position of the various buildings with the largest building blocks as being located at the lower levels of the site and broken in design terms to allow a visual break between elements of the building.

The scale parameters are considered to be appropriate if the buildings are designed to take account of the character of the locality. The Design and Access Statement (DAS) submitted with the application makes a clear case for the

orientation of the blocks to provide and retain views of the proposed marina and retain a visual permeability both from the Great Breakwater towards the development site and also from within the conservation area. Design is reserved for subsequent approval and the DAS provides sufficient information to demonstrate that the scale of the proposal can be accommodated in this location.

## **Housing**

The proposed development would include 252 one and two bed apartments.

140 of which would take the form of a number of 3 and 4 storey blocks located in zone 1 "Marina and Promenade". The remaining 112 would take the form of a number of 2 and 3 storey blocks located in zone 2 "Porth Y Felin". The housing element, being 28 two bedroom units, 40 three bedroom units and 4/5 bedroom units would also be within this zone.

It is recognised that housing can often play an important role in delivering marina development, particularly in terms of making schemes viable, it is firstly necessary to consider the relevant local housing policies. As mentioned previously the Interim Planning Policy (IPP) does provide a policy basis upon which the housing element can be supported.

However, of particular relevance in this regard is the fact that the proposal is not limited to the provision of housing. The development comprises the construction of a marina, comprises a mix of ancillary developments. In this context it is important to give the term ancillary the meaning associated with providing essential support rather than the meaning associated with subsidiary. Notwithstanding the scale of the provision, the housing element is considered to be an essential element which would support the delivery of the marina.

In addition, consideration needs to be given to the specific type of accommodation proposed and in this respect it can be seen that the majority of the proposal relates to one and two bedroom apartments only and all the apartments within large blocks.. This type of accommodation as proposed is therefore limited in terms of the market that it would be likely to serve. The relationship of the apartments to the marina is also such that a significant proportion of the units would be likely to be attractive to residents seeking a marina berth in association with the accommodation. The foregoing assessment adds weight to the argument that the majority of the housing proposed is not conventional housing of a type which currently exists or would be provided on allocated sites or sites with residential permission in Holyhead.

Notwithstanding this, the IPP does require that the development does deliver a percentage of affordable housing (up to 50%). This coupled with the fact that the development will be phased (detailing to be negotiated) means that the delivery of the residential element of the development can be adequately controlled.

## **Retail/Town Centres**

The proposal includes 4040 sq m of commercial/leisure use being a mix of retail (A1) use, financial and professional services (A2) use, restaurants/cafes (A3) use and business (B1). The uses proposed would be directly associated with the operation of the marina.

In this respect whilst the proposal refers to the provision of retail floor space, the retail element would be connected to the marina as would be the case with a chandlery. The retail element proposed is therefore not

regarded to be a retail element normally found within a town centre and therefore it is not considered that it would either directly compete or undermine the viability of Holyhead town centre,

TAN 4 does require that retail developments at out-of-town locations over 2,500sq m are accompanied by a retail impact assessment. However, for the reasons listed above and also due to the fact that the threshold is only marginally reached by 20sq m it is not considered in this instance to be a critical factor given the mixed use nature of the proposal as a whole.

This argument can also be made in relation to the financial and professional services (A2) and business (B1) elements of the proposal provided they are services associated with the marina. The amount of potential A2 floor space proposed is not considered to be excessive in relation to the scale of the proposed marina and the nature of this use could be controlled by a planning condition.

With reference to the restaurant and café (A3) uses, the amount of potential floor space proposed would have the potential to constitute 'town centre' development depending on the configuration (i.e. a large number of small units rather than a small number of large units). In the circumstances it is considered to be appropriate to include a condition in any permission requiring the configuration of the A3 uses to be submitted for approval to minimise the potential impact on Holyhead Town Centre. In addition to this condition, a condition removing the permitted development rights for A3 and A2 uses to convert to A1 (retail) uses would be required.

Based on the foregoing assessment, the retail, financial and professional services and restaurants/cafes proposed are considered to be uses which would provide essential support to the marina and subject to appropriate conditions would supplement and provide a different offer to that of the town centre. In addition the marina and the mix of commercial uses proposed would be a catalyst for regeneration of the local economy which would potentially benefit the existing town centre. As such this element of the proposal is not considered to be in conflict with relevant policies seeking to protect town centres.

It is however vital that links are created between the waterfront and the town centre. The development must provide an attractive pedestrian / cycling environment to encourage people to move easily and safely between the two areas.

## **Economy and Employment**

It is difficult to quantify at this stage the potential employment contribution that would accrue from the proposed development. However, as identified in national and local policy the contribution to the local economy is likely to be significant and the Wales Spatial Plan is clear in identifying this as a principal objective of such development in this part of the Eryri-Mon Area. The proposal, subject to compliance with detailed criteria, would accord employment policies and additionally whilst the proposed development is not specifically a tourist attraction and thus does not fit easily into tourist policies, it is evident that such a significant facility and range of facilities proposed will only enhance the tourist economy and local economy as a whole in the area.

The Mon a Menai Action Plan establishes a vision based development strategy for the development and use of land specifically supports the development of the Holyhead waterfront areas for developments such as that proposed. Local employment planning policy is likewise supportive regarding the construction of a marina at this location.

Whilst elements of the proposal (housing and retail) raise a degree conflict with some local policy criteria the

conflict is not considered to be significant and any concerns can be dealt with by appropriate planning conditions.

### **Whether the Proposal has an acceptable Environmental Impact**

This section of the report deals with the main environmental impacts under the headings in the ES together with the consultation responses of the most relevant consultees.

#### **Hydrodynamics, Sedimentation & Wave Climate**

In terms of Hydrodynamics the harbour is dominated by a semi diurnal tide with a range of 4.9m on springs and 2.4m on neaps which is slightly above average for UK waters. A small stream at Porth Y Felin discharges into the harbour but does not have any discernible impact. The effect of the development will be to reduce the total tidal prism of the harbour by 5% (through land reclamation) which represents a negligible reduction in already very low tidal currents. Although the proposed marina breakwater would potentially disrupt the clockwise circulation that is reported to exist it would not have an impact on sedimentation patterns. The area of the existing marina would, perhaps, no longer be part of the general circulation but would continue to be flushed twice daily tidal exchange and to a small extent by the stream at Porth Y Felin.

As regards wave climate the ES identifies 3 categories of waves; wind generated and swell originating outside the harbour; locally generated wind waves originating within the harbour ; ship wash (especially from high speed ferries). Modelling used to determine values of wave heights demonstrates that offshore waves would be reduced to less than 10% of their height in the vicinity of the development (in the order of 0.5m or less). The effect of the development would be to reduce the level of wave energy that is able to reach the shore to the west of Mackenzie pier and reflect some of that energy towards the Great Breakwater and in the direction of Salt Island and the shore to the east of Mackenzie Pier. As a result there would be a reduction in wave height at the new shoreline between Soldiers Point and Mackenzie Pier and a slight increase at the western end of the Great Breakwater and on the western flank of Salt Island.

Waves within the marina (Newry Beach) would be less than 0.2 m (compared to 0.5m before the development), except in strong winds from the north, when there would be waves of up to 0.5m as is presently the case.

In terms of Sedimentation a geophysical survey found that bedrock is overlain by less than 2m of deposits in the vicinity of the proposal. This equates to no more than 13mm per year since the construction of the Great Breakwater. The area has not previously been dredged. The development area is not in an area of significant sediment movement. The effect of the development in terms of the loss of Newry Beach beneath the reclaimed development platform and of land reclamation along the foreshore to the east of Soldiers Point would have no impact upon sediment transport. Likewise the construction of the new breakwater would not impact upon sediment transport on the leeside of the Great Breakwater.

Mitigation is proposed through the design of the new breakwater reducing the scope for reflection off its outer face. This is achieved in construction where a 1 in 2 slope of up to 1 to 2 tonne boulders are used to dissipate wave energy on the eastern leg. Any oblique reflection from the northern leg in the direction of the Great Breakwater is mitigated by the protection afforded to the existing marina by the presence of the new breakwater.

The ES concludes that the impact of the development's construction on hydrodynamics, wave action and sediment transportation within Holyhead Harbour would be minimal. In summary, once completed the proposed works would have the following residual effects; reduction in the scale of the reported tidal circulation gyre (of no measurable significance); minor increase in strengths of tidal currents between the new marina and the Great Breakwater (with no measurable impact on navigation or sediment transport) ;

reduction in wave heights at Newry Beach, with no impact on sediment transport (as the existing beach would be lost beneath the development platform) ; minor increase in wave heights on western shore of Salt Island and leese of the Great Breakwater (with no measurable impact on sediment transport).

### **Air Quality**

A full air quality assessment has been included within the ES. Existing air quality in this coastal locality is good has been determined to be within the standards and objectives in the UK Air Quality Strategy (AQS). The assessment concludes that the impact of the development on air pollution concentrations would be minimal.

Whilst it is acknowledged that the construction phase could give rise to dust emissions the adoption of appropriate mitigation measures would reduce the significance of effects.

The Councils Environmental Health officers have not raised objections in principle to the proposal and have agreed that a planning condition relating to the construction phase be attached to any permission in order to mitigate against any impacts on amenity.

### **Traffic and Transportation**

A Transportation Assessment has been submitted as part of the ES and this concludes that, based on the review of anticipated future operational highway conditions and reference to appropriate standards, the development would not result in a detrimental impact on operational or environmental conditions over the local highway network when compared to the future baseline traffic conditions. Furthermore it is concluded that the proposal can be accommodated on the local highway network, albeit with some improvements; signalisation of the existing priority give-way junction of Boston Street with Victoria Road (comprising a simple two stage arrangement with pedestrian crossing facility to Boston Street);and, improvements to the existing Black Bridge signalised junction (comprising amendments to the phasing and staging and physical improvements).

Some localised improvements to the highway infrastructure are also proposed at the development site; improvements to the existing promenade access and a widening of the promenade carriageway to accommodate two-way movements, alteration of the one-way operation of the perimeter route around the car park and the implementation of a roundabout junction at the current Promenade/Great Breakwater access road.

Development centred around Porth Y Felin House would also require some new infrastructure; a loop off Beach Road close to the existing pumping house; widening of the westernmost section of Beach Road; the re-marking of the junction of Porth Y Felin Road and Beach Road; the widening of the Great Breakwater access road.

The Welsh Government (Transport) and the Isle of Anglesey Highways and Waste Management Section have been in consultation with the applicants highway consultants and do not raise objections.

The Welsh Government (Transport) directs that any permission shall include a condition for the phasing of signals at the Black Bridge junction.

The Highways Authority likewise raise no objections subject to the identified works at the Black Bridge and Victoria Road/Boston Street junctions being carried out, together with the more localised improvements in the Porth Y Felin and Soldiers Point areas. They also require that a condition of approval is the submission of a Construction Phase Traffic Management Plan and Travel Plan.

## **Landscape and Visual Effects**

The ES includes an assessment of the landscape and visual impacts of the development and concludes that significant effects upon the landscape are confined to the harbour area. It further concludes that the development would result in a positive change by creating a unified and contemporary waterfront. It is concluded that the landscape fabric of the site would change significantly with some existing elements being almost entirely replaced. In terms of visual effects it is considered that the most significant effects are from close proximity surrounding the site.

A distinctive feature of the locality is the open character of the harbour, but defined by surrounding and enclosing features such as the Great Breakwater and landward properties. It is considered that the most obvious and significant visual effect will be on this open character resulting from the increased influence of built development on the harbour setting

The development would be clearly visible from the Great Breakwater and would create a new waterfront vista at Newry Beach and Porth Y Felin. Residential properties located at the edge of Holyhead that have clear views over the harbour would see an intrusion in terms of existing vista, generally views over the harbour would remain but the presence of new buildings would be significant.

Further west towards the development boundary at Trefenan Farm and Plas Trefengan views over the harbour would largely remain but would be broken up by new buildings at Porth y Felin. Intermittent views would be available from properties within Holyhead, such as along Porth Y Felin Road but are not considered to be significant.

Further afield views from properties at Gorlan and Llaingoch would be seen in the context of existing intervening vegetation and topography and would be largely confined to the upper storeys of new buildings. From Holyhead mountain the development would be visible but would be read as a relatively minor feature in a much wider panorama.

The Countryside Council for Wales currently object to the development and have raised concerns that the landscape and visual assessment carried out by the applicant does not contain enough information to enable them to reach a balanced judgement. Additional information relating to magnitude of change, additional viewpoints, night-time impact analysis, a seascape assessment and planting strategy was requested. Additional information was subsequently provided and forwarded to the CCW on the 13<sup>th</sup> March; at the time of writing this report no further formal reply had been received.

Nevertheless, the local planning authority has reviewed this additional information and whilst acknowledging that the change in character is large in magnitude and will have both positive and adverse effects considers that the further information provided addresses any concerns. Mitigation can be dealt with at reserved matters stage and on this basis the local planning authority is content that the proposal is acceptable in terms of its landscape and visual effects.

## **Ecology and Nature Conservation**

The Environmental Statement concludes that the development would not directly impact on statutory designated sites but does acknowledge that there could be indirect impacts on Holy Island Coast SPA/SAC/SSSI through increased recreational use. Five protected species were recorded within the survey area – three species of bats, chough and common lizard. There are no bat roosts and usage by chough is very limited, common lizard do occupy a roadside in one part of the site and there is a possibility that a second species of reptile (slow-worm) could occur in the western part of the site.

Protected marine mammals are present in the wider vicinity of the site (harbour porpoise, bottlenose dolphin and grey seal) and whilst impacts are indirect and difficult to predict mitigation measures in the form of a Code of

Practice for boat owners is proposed.

The development would not require a licence to disturb European protected species but to comply with legislation, trapping and translocation of reptiles would be necessary. To avoid impacts on birds it is recommended that any site clearance work takes place outside the breeding season.

A number of priority species and habitats, listed under Section 42 of the 2006 Natural Resources and Rural Communities Act were recorded in the site, two coastal and one marine habitat. The development would impact upon priority habitats, however the design process has reduced the scale of impact on coastal priority habitats and impacts on the marine environment would be reduced by working practices.

Bio security measures during land reclamation and marina construction works would be implemented to reduce the risk of the introduction of invasive alien species and measures would be introduced to minimise the spread of invasive organisms by recreational craft.

As indicated above the main focus of CCW's consultation response relates to landscape and visual issues. No objections are raised on ecological or nature conservation grounds although the CCW do note that they expect the developer to commit to and implement an eradication plan for *Didemnum vexillum* (carpet sea squirt) currently present within Holyhead harbour.

The Environment Agency Wales (EAW) has also raised concerns regarding the potential spread of carpet sea squirt and has recommended eradication and an ongoing bio security regime. The EAW have also advised that a method statement for the eradication of Japanese Knotweed is required.

On site and off site habitat mitigation is also suggested together with the enhancement of biodiversity through the creation of ponds and well integrated planting schemes.

The Council's Ecological and Environmental Adviser has several fundamental areas of concern; loss of beach and rocky shore as priority habitats and as an asset to the local community and advises that the scheme is modified to lessen or avoid their loss. He also suggests areas of improvement in the design that would be beneficial in ecological terms such as; restoration of heathland at the eastern edge of the site; incorporation of wildlife-friendly design for open areas throughout the site. He also advises that mitigation work for lizards and other species needs to be agreed before finalisation of details and that further discussion regarding habitat creation to offset the loss of shoreline take place.

### **Ground and Geo- Environmental Conditions**

The ES concludes that a considerable number of identified potential contaminative sources exist within the site.

These are identified within the ES and to a great extent relate to either existing activities in the locality e.g. refuelling, cleaning, maintenance and painting activities at the existing Marina or historical use of sites e.g. spillages of fuel or lubricants at the Stena Line warehouse and laydown area or from fuel oil storage tanks at Porth Y Felin House.

Whilst a sizeable proportion are considered to be of relatively low risk there are a number which should be investigated further prior to detailed planning consent in order that any required remedial solutions are put in place. It is suggested that a suitably-worded planning condition can achieve this.

The EAW have not raised any specific concerns but have suggested a series of planning conditions dealing with potential contamination dealing with such matters as risk assessment, site investigation, remedial strategies, monitoring, maintenance and verification reports. The Council's Environmental Health Officer also endorses this approach.

The EAW also point out that as the site lies partially within a C2 zone vulnerable development should not be permitted unless it can be justified in that location e.g. to assist, or be part of a local authority regeneration initiative or strategy or it contributes to key employment objectives. Given the planning policy context previously outlined above it is considered that sufficient justification exists.

### **Water Quality, Surface Waters and Flood Risk**

The marina project is not considered to have any long term impacts on water quality as a result of its construction or its operation.

An appropriate monitoring regime would be established in agreement with the relevant regulatory bodies to determine whether there would be any changes in water quality.

With reference to flood risk associated with coastal flooding, sea level rise and wave action, the Great Breakwater is considered to be able to provide adequate protection to the development from offshore wave action, for at least the presumed life of the development (100 years). Further mitigation measures have been adopted as follows:

- Raising the development platform level above the critical coastal flood event (1 in 200 years + 100 year allowance for sea level rise).
- Limiting wave overtopping by incorporating parapet wall sea defences at edge of development. Sea defences around the exposed edge of the development.
- Designing appropriately sized surface water drainage.
- Designing safe overland flood flow paths in the event of the surface water drainage system being overwhelmed.

It is not considered that the proposed development would increase flood risk to existing properties and no further mitigation is required in this respect.

The proposed development will have separate foul and surface water drainage systems, surface water runoff will discharge into the harbour and foul effluent into Welsh Water's main foul network.

The EAW have considered the flood consequences assessment submitted by the applicant and consider that the proposal meets the necessary requirements. Conditions are recommended to ensure that the risks and consequences of flooding are appropriately managed as demonstrated.

### **Noise and Vibration**

In terms of the assessment of impact during the construction phase it is concluded that by adopting the proposed mitigation measures the impact would result in a slight to moderate adverse effect.

The Head of Public Protection has no objection in principle to the proposal and recommends a number of conditions to ensure that there is no significantly adverse impact on residential amenity.

### **Archaeology and Cultural Heritage**

The site lies within an area rich in cultural heritage remains and is of high archaeological potential. Significant high value buildings and monuments principle amongst which are the Great Breakwater itself; Breakwater Quay; Breakwater Lighthouse; Engine Shed; Soldiers Point; Porth Y Felin House; Lifeboat House and Trinity Stores and workshops. These buildings and others are high value sites and are listed. The area is also a designated Conservation area and much of the development falls within its boundaries.

The unique character and history of this conservation area is its imposing buildings and rugged landscape to

the west, the vast public open space to the centre, together with the more urban development to the east these elements are inextricably linked to the construction of the breakwater and much of this area has remained “*fossilised*” since the 19<sup>th</sup> century. It is against this context that the current proposals must be judged.

Having considered both direct and indirect effects of the development the ES concludes that the development would have a major and significant affect the setting of the Great Breakwater, Soldiers Point House and Screen Wall and Porth Y Felin House. However, it is considered that these effects would be beneficial to these monuments, particularly as Soldiers Point House and Porth Y Felin House are in serious danger of falling into ruin and being lost.

Following negotiated reductions to the heights of residential buildings within the proposed development I agree with these conclusions. It is considered that the development can be accommodated without destroying the character or setting of the conservation area or those of principal buildings and monuments. The open green area is untouched, permeability is achieved so that important key views are retained and imposing buildings are retained or enhanced and their setting respected.

The Gwynedd Archaeological Planning Service (GAPS) have recommended that further assessments are required before future detailed planning consents are granted and have suggested that a planning condition to that effect be attached to the outline planning permission.

### **Socio-Economic Effects**

The North West Wales Area as a whole is recognised as requiring significant inward investment. This is particularly true for Anglesey and is even more acute at Holyhead where 7.4 unemployed workers chase every job vacancy and the economic decline is clear to see.

The area also has a declining and ageing population. It is considered that the inward investment arising from this development would boost the local economy and generate short term employment opportunities for skilled and unskilled labour in the local construction and supply industries. It is suggested that the investment is likely to bring about a permanent residual effect in relation to improved skills base and training. Furthermore it is suggested that the marina and associated development would, in the long term, generate an annual expenditure potentially in excess of £8m in the locality, to the benefit of local people and businesses.

In the long-term it is envisaged that the development would create a very considerable number of full-time and part-time jobs and would include a significant proportion of skilled posts in the marine industry and a number of new small business start-ups would be generated.

It is considered that the marina and associated development would act as a catalyst for wider economic regeneration of the area.

### **Other matters.**

The Holyhead Town Council have requested that a Section 106 agreement be entered into stipulating that the greens at Newry Beach be transferred to their ownership together with a commuted sum for their upkeep and that a legal agreement be drawn up requiring that the applicant becomes legally responsible for the future upkeep and maintenance of the Great Breakwater.

Given the nature of the application and the information provided therein it is not considered that these provisions are necessary to make the proposal acceptable in land-use planning terms.

Notwithstanding, this a draft Unilateral Undertaking, prepared by the applicant has been submitted which sets out a mechanism for delivering the transfer of the Greens Area to the Holyhead Town Council together with a

commuted sum for annual maintenance. Likewise a commuted sum for the maintenance of the Breakwater Country Park is also included.

In terms of the Great Breakwater it is advised that this is out of their control. However, it is confirmed that Conygar StenaLine Ltd recognises the importance of the structure and is committed to ensuring that all maintenance works necessary to keep the structure 'fit for purpose' are implemented throughout the life of the project. In addition, the Company would also use every endeavour to investigate the possibility of attracting grant funding to further enhance and protect the amenity value of this important historic feature.

These matters are reported to committee for information purposes only. No weight has been attached to the commitments offered through this Unilateral Undertaking and the recommendation is not in any way contingent upon these commitments being put in place.

## **Summary**

The proposal is supported by the national and regional context set by The Wales Spatial Plan, Planning Policy Wales and TAN guidance. Also the proposal is in compliance with the most relevant policies of the Development Plan. Taken in isolation elements of the housing and retail uses could potentially conflict with some policy criteria but taken holistically the mixed use nature of the proposal is supported by policies.

It is also apparent that apart from those raised by CCW no other statutory consultees have objected.

The Environmental Statement identifies the main impacts of the development and proposed appropriate mitigation. Whilst there are a number of issues which require the submission of further information, these are matters of detail which appear capable of resolution during the period within which detailed negotiation would take place in relation to the Head of Terms of the Legal Obligation. Should one or more of these issues not be capable of resolution then a further report would need to be prepared for Committee consideration.

## **7. Conclusion**

That the outline application be approved subject to the above caveats, the completion of a Section 106 Obligation that ensures the delivery of the matters listed below and conditions of planning permission listed thereafter;

### **Heads of terms for Section 106 agreement.**

- To require that the developer provides affordable housing (or alternative provision as may be appropriate) in accordance with Council policy.
- To require that the developer contributes to the administration of a local liaison committee during the construction period of the development.
- To require that the developer creates physical linkages and enhancements between the waterfront and the town centre so that pedestrians and cyclists can move easily and safely between the two
- To require that the developer provides off-site mitigation in respect of habitat creation and visitor management.

### **Conditions of planning permission.**

- Content of reserved matters
- 3-year period for submission of reserved matters

- Condition regarding the phasing of various elements of the development.
- Condition regarding the water supply network.
- Conditions relating to highways and parking issues.
- Conditions relating to foul and surface water drainage.
- General mitigation in accordance with the ES and consultee replies.
- Flood Risk Mitigation conditions
- Surface Water Management conditions.
- Condition regarding the route of the Coastal footpath.
- Pollution prevention
- Retail floor-space to be defined and limited to uses appropriate to a Marina.
- Removal of permitted development rights for change of use to A2 or A1
- Code for Sustainable Homes
- Development in accordance with a construction method statement

7.2

Gweddill y Ceisiadau

Remainder Applications

Rhif y Cais: 40C204G Application Number

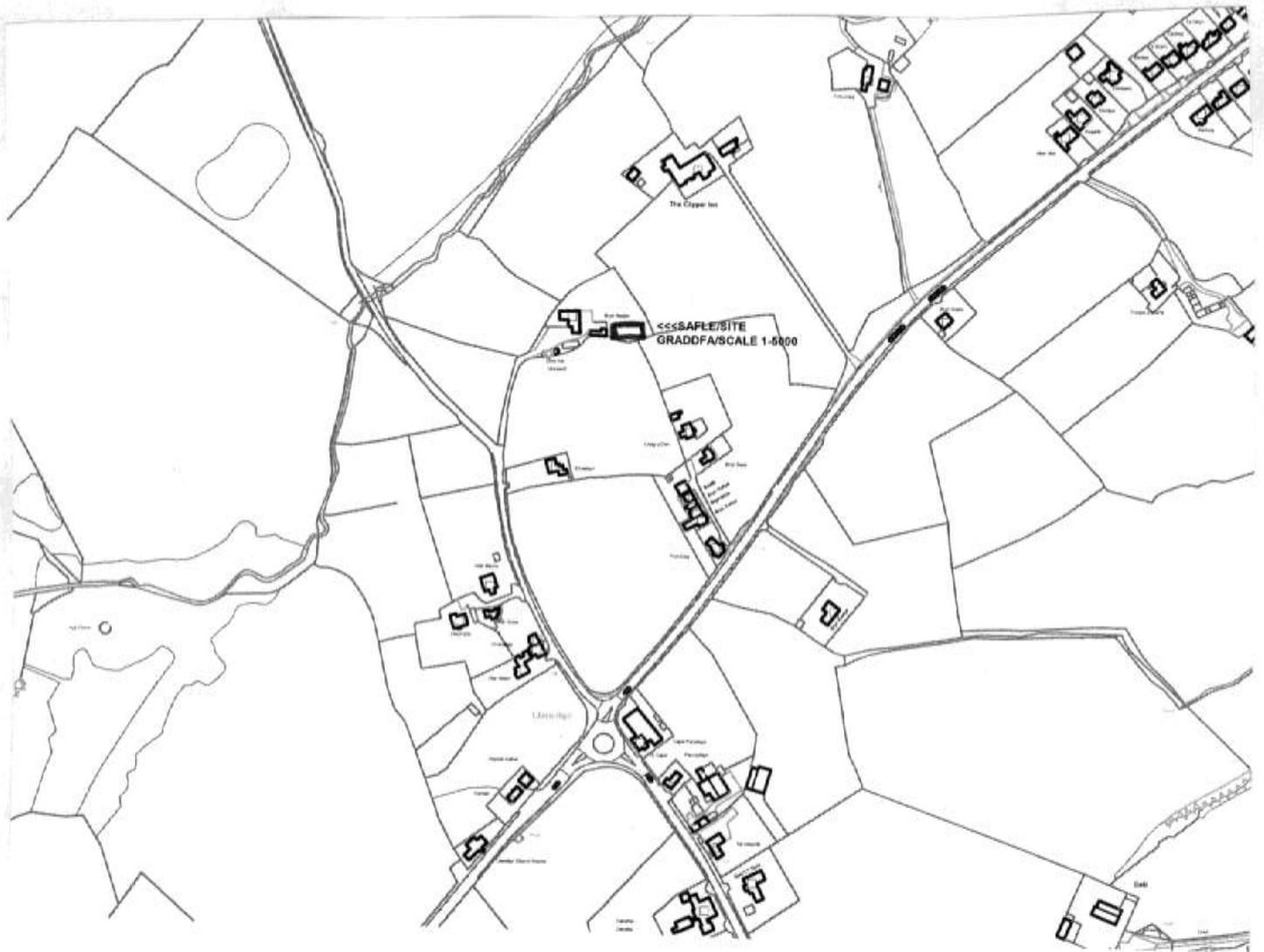
Ymgeisydd Applicant

**Mr & Mrs G Thomas  
c/o CDN Planning  
1 & 2 Connaught House  
Riverside Business Park  
Benarth Road  
Conwy  
LL32 8UB**

Codi uned gwyliau newydd yn

Erection of a new holiday unit at

Bryn Awelon, Llanallgo



## **Planning Committee: 06/06/2012**

### **Report of Head of Planning Service (JBR)**

#### **Recommendation:**

Refuse.

#### **Reason for Reporting to Committee:**

The application was originally referred to the Planning Committee on 4<sup>th</sup> April 2012 at the request of the Local Member.

On the morning of the Planning Committee an e-mail was received from the applicant's agent requesting that the application be deferred in order that the applicant/agent may have further discussions with the Local Planning Authority regarding the application with a view to possibly amending the application.

The application was therefore referred back to the Planning Committee on 2<sup>nd</sup> May 2012 and at the time of writing the report the Local Planning Authority had received no further communication/information from the applicant/agent regarding the application; however on the morning of the Planning Committee correspondence was received from the applicant's agent confirming that they did not wish to amend the application. The application was therefore presented to the committee on 2<sup>nd</sup> May 2012 as per the original recommendation of refusal.

At the Planning Committee, members resolved to carry out a site visit. The site visit took place on 16<sup>th</sup> May 2012 and members will now be familiar with the site.

#### **1. Proposal and Site**

The application site comprises of the main dwelling which is run as a Bed and Breakfast business, a separate holiday unit and static caravan located within large grounds on the road between Llanallgo and Lligwy some 0.2km from the Llanallgo roundabout. The application is for the erection of a new holiday unit within the grounds.

#### **2. Key Issue(s)**

The key issues are whether the proposed new holiday unit is acceptable in terms of policy, siting and design and impact on the designated Area of Outstanding Natural Beauty.

#### **3. Main Policies**

##### **Ynys Mon Local Plan**

- 1 - General Policy
- 8 - Holiday Accommodation

##### **Gwynedd Structure Plan**

CH2 - High Quality Holiday Accommodation

##### **Stopped Unitary Development Plan**

GP1 - Development Control Guidance  
TO2 - Holiday Accommodation

#### **4. Response to Consultation and Publicity**

Local Member – Request that the application be referred to the Planning Committee for determination  
Welsh Water - Comments  
Community Council - Support  
Highways - No recommendation  
Environment Agency – Standard Advice  
Drainage - Comments – Comments

#### **Response to Publicity.**

35 letters of support were submitted with the application and further 2 letters of support have been received.

#### **5. Relevant Planning History**

40C204 - Alterations and extension together with the erection of a private garage at Bryn Awelon, Moelfre Granted - 25.8.00

40C204A - Demolition of existing dwelling and erection of a new dwelling at Bryn Awelon, Moelfre Granted - 12.6.01

40C204C - Demolition of existing outbuilding and rebuild of outbuilding for holiday accommodation at Bryn Awelon, Moelfre Granted 10.7.06

40C204D - Erection of a new holiday unit at Bryn Awelon, Moelfre Returned to applicant.

40C204E - Removal of the existing static caravan and erection of a new holiday unit at Bryn Awelon, Moelfre. Refused - 26.1.11

40C204F – Erection of a new holiday unit at Bryn Awelon, Moelfre – Refused – 2.6.11

#### **6. Main Planning Considerations**

The site lies in open countryside outside any settlement as recognised in the settlement hierarchy of both the adopted Ynys Mon Local Plan and the Stopped Unitary Development Plan.

The site is also within the designated Area of Outstanding Natural Beauty.

Guidance in Planning Policy Wales affords protection to the open countryside with paragraph 4.6.8 clearly stating that new buildings in the open countryside away from existing settlements or areas allocated for development must be strictly controlled. All new development should respect the character of the surrounding area and should be of appropriate scale and design.

Policy 8 of the Ynys Mon Local Plan states that applications for high quality holiday accommodation will be permitted where they do not conflict with other policies of the plan. In particular, the council will favourably consider proposal which form an integral part of an overall scheme which adds to tourism and recreation facilities in the area.

The integral part of an overall scheme approach is also supported in policy TO2 of the Stopped Unitary Development Plan which also states that applications for high quality holiday accommodation will be permitted where they do not cause unacceptable harm to the environment. The policy is designed to encourage the development of high quality visitor accommodation in the right place.

In considering proposals for holiday accommodation, the impact on the local economy, landscape, environment and the character of the area will be important considerations. The council will not support proposals for badly sited development.

Policy CH2 of the Gwynedd Structure Plan states that the upgrading of existing holiday accommodation will be permitted where they do not conflict with other policies.

Paragraph 5.7 of the Council's Supplementary Planning Guidance on Holiday Accommodation sets out criteria for assessing the location of holiday accommodation. It states that the impact of the proposal on the landscape character of the area should be considered. It also states that schemes at such locations would expect to have on-site provision of tourist facilities other than simply the accommodation itself.

Whilst not being explicit within the policy, the level of on-site facilities will vary dependant upon the scale of the site, distance to other facilities in the vicinity as well as access to public transport.

The site comprises of the main dwelling which is used as bed and breakfast accommodation, an existing detached holiday cottage a static caravan. There is also a small outdoor swimming pool near the main house. There is no evidence/justification submitted in support of the application clarifying how the proposal would form part of an integral scheme.

It is not considered that the provision of a small outdoor swimming pool constitutes an integral scheme required by the policy. In addition, little evidence has been provided by the applicant of the range of facilities in the immediate area, over and above the normal community facilities. The existence of these facilities is not sufficient justification to outweigh the overriding policy considerations.

The Design and Access Statement submitted with the application states that the proposed new holiday accommodation is to replace an existing static caravan on the site. The current application is silent regarding the use of this caravan, however, the previous application made only last year stated that the static caravan was being used as holiday accommodation. An inspection of the planning history of the site reveals that no planning permission has been granted for such a use and as such the use of the static caravan for holiday letting purposes would be unauthorised.

It is not therefore considered that the argument put forward that the replacement of the potentially unauthorised static caravan with a new holiday unit would enhance the appearance of the site is sufficient justification to grant permission which is contrary to policy.

The application site is located in a designated Area of Outstanding Natural Beauty where priority is given to the protection and enhancement of the designated area. It is considered that the proposal would have a detrimental impact on the designated landscape due to its size and permanence.

From the information submitted in support of this application it is not considered that the granting of planning permission for a new holiday unit in lieu of the existing, potentially unauthorised static caravan would lead to an integrated scheme on site.

## **7. Conclusion**

The proposed erection of a new holiday unit conflicts with development plan policies as it does not form part of an overall scheme. It is considered that the proposed new holiday unit would be detrimental to the character and visual amenities of the designated Area of Outstanding Natural Beauty.

## **8. Recommendation**

### **Refuse**

(01) The application site is located within an area that is designated as an Area of Outstanding Natural Beauty. The proposal would constitute the erection of a new holiday unit in the countryside which does not form part of an overall scheme which would add to tourism and recreation facilities in the area and would detrimentally affect the character and visual amenities of the area which is designated as being of Outstanding Natural Beauty contrary to policies 8 and 30 of the Ynys Mon Local Plan, policies D1 and CH2 of the Gwynedd Structure Plan, policies EN2 and TO2 of the Stopped Unitary Development Plan and advice contained within Planning Policy Wales (Edition 3) and Supplementary Planning Guidance: Holiday Accommodation.

## **9. Other Relevant Policies**

### **Ynys Mon Local Plan**

26 - Car Parking  
30 - Landscape  
42 - Design

### **Gwynedd Structure Plan**

D1 - AONB  
D4 - Location, Siting and Design  
D29 - Design

### **Stopped Unitary Development Plan**

GP2 Design  
TR10 - Parking Standards  
EN2 - Landscape Character

### **Planning Policy Wales (Edition 4)**

#### **TAN 12: Design**

#### **SPG: Design Guide for the Urban and Rural Environment**

#### **SPG: Holiday Accommodation**

## **10. Other Non-Material Issues Raised**

Copies of letters submitted with and in support of the application by the applicants are enclosed in the letters pack.

Rhif y Cais: **41C103M** Application Number

Ymgeisydd Applicant

**Mr. O. Owen  
c/o Savills  
Wessex House  
Prior Walk  
East Borough  
Wimborne  
Dorset  
BH21 1PB**

Cais llawn ar gyfer codi mast anemometer 40.5m  
o uchder dros dro ar dir

Full application for the erection of a temporary  
40.5m high anemometer on land at

Ty Gwyn, Penmynydd



**Planning Committee: 06/06/2012**

**Report of Head of Planning Service (NJ)**

**Recommendation:**

Permit

**Reason for Reporting to Committee:**

The application has been called-in by the Local Member for the Committee's determination. The applicant is related to a member of staff in the Planning Department. At its meeting held on 2<sup>nd</sup> May 2012 the Members resolved to refuse the application contrary to officer recommendation on the basis that the proposal's visual impact will be significantly adverse.

**1. Response to Committee's Decision**

Significantly adverse visual impact is generally taken to be a significant alteration in view to the detriment of large numbers of sensitive receptors which is not capable of mitigation.

The proposed structure is a 15cm galvanised tube with 5mm guy wires. There are some residential properties within approximately 600m of the site but in general terms views of the mast will be at a distance. The proposal is not considered to have an overbearing impact on closest residential properties. It is accepted that the mast will have a visual impact but not at close quarters to a significant number of sensitive receptors and only for the duration of the planning permission which is a period of 18 months. This impact cannot be mitigated but is fully reversible. The scheme is likely to have a cumulative impact with a proposal for a temporary 60m high anemometer mast on land at Bryn Eryr Uchaf (application 41C125A, located some 600m north east of this site). The proposal is located within a landscape which has other tall structures visible from wide areas such as the Penmynydd telecommunications mast and national grid pylons.

Policies to protect the qualities and appearance of the Ynys Mon landscape must be balanced with policies supporting renewable energy projects. Paragraph 2.13 of TAN 8 states that "there is a balance to be struck between the desirability of renewable energy and landscape protection. Whilst that balance should not result in severe restriction on the development of wind power capacity, there is a case for avoiding a situation where wind turbines are spread across the whole of a county". The application is not an application for a wind turbine but for the erection of equipment to measure wind to assess its potential capacity for future wind energy development. Given the short term reversible impact of the proposal, the recommendation remains one of approval.

**2. Representations**

The Members are advised that some 130 letters and e-mails have been received in relation to the application, objecting to the proposal on grounds of:

- Landscape and visual impact including cumulative impacts
- Amenity impacts
- Impacts on listed buildings and archaeological remains
- Ecological impact
- Tourism impacts

In response to concerns raised regarding wind turbine proposals per se and the concern that the application for an anemometer is a precursor to such developments and therefore cannot be considered in isolation from

future anticipated wind energy development proposals, the Members will be aware that these matters can be afforded little weight in the decision making process which is for the erection of a slimline mast to support measuring equipment which must be considered on its own merits. Consultees have raised no concerns regarding ecological impacts. It is accepted that the proposal will have a short term visual and landscape impact.

The Members are also advised that the agents have submitted written representations in support of the application in direct response to the Committee's reason for refusal and have furthermore confirmed that they are instructed to appeal against any refusal notice issued.

### **3. Conclusion**

The proposal is considered acceptable for a temporary period subject to conditions.

### **4. Recommendation**

#### **Permit.**

**(01) The anemometer mast hereby permitted shall be removed from the land by the 4/10/13 and the land reinstated to its former condition by the 31/01/2014.**

Reason: The local planning authority have granted permission for a temporary period only.

Rhif y Cais: 41C109D Application Number

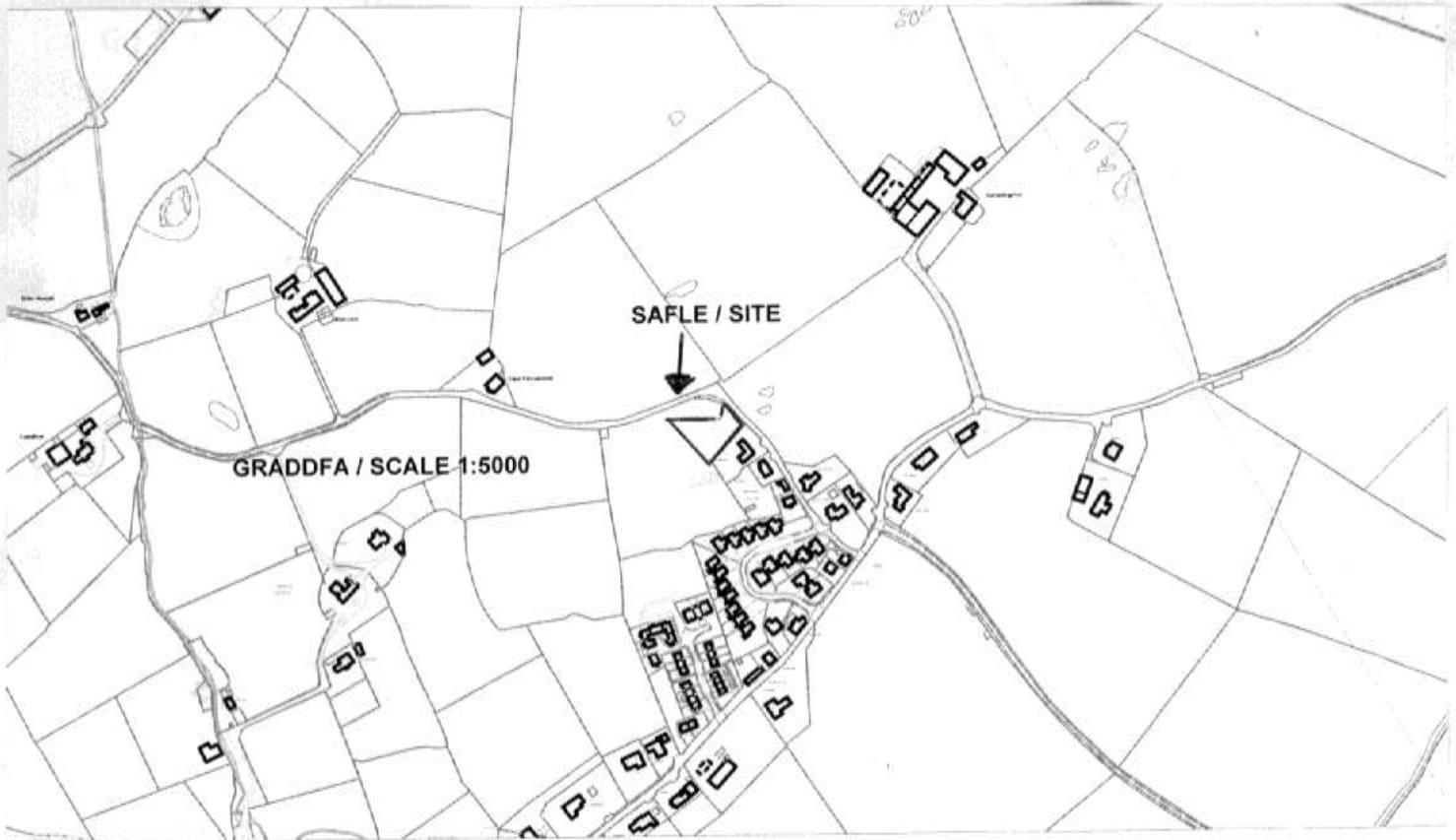
Ymgeisydd Applicant

**Mr. John Elias Jones**  
c/o ERW Consulting  
Llys Elwen,  
Engedi,  
Bryngwran,  
Anglesey,  
LL65 3RR

Cais amlinellol ar gyfer codi annedd a modurdy, creu mynedfa i gerbydau ynghyd a tirlunio ar dir ger

Outline application for the erection of a dwelling and garage, the construction of a vehicular access together with landscaping on land adjacent to

Artwood, Star



## **Planning Committee: 06/06/2012**

### **Report of Head of Planning Service (NJ)**

#### **Recommendation:**

Refuse

#### **Reason for Reporting to Committee:**

Initially submitted for Committee consideration at the request of the Local Member, the Committee resolved to visit the site before making its determination. The site was visited on 18<sup>th</sup> April and the application was reconsidered at the meeting held on 2<sup>nd</sup> May where it was approved contrary to officer recommendation, the reason given by the members being that the application complies with Policy 50 of the Ynys Mon Local Plan.

#### **1. Response to Reason for Approval**

The first application made for a dwelling on this site under planning reference 41C109 was refused by the Committee at its meeting held on 3<sup>rd</sup> September 2003. That application was considered by the members not to comply with Policy 50.

Application 41C109A was refused under delegated powers for similar reasons in 2004.

Application 41C109B was returned to the applicant as being invalid in 2009.

Application 41C109C was refused under delegated powers for similar reasons in 2011.

Application 41C109D is considered similarly contrary to Policy 50 and is recommended for refusal.

The site has not changed and policy considerations under Policy 50 have not changed since the first application on this site was considered contrary to Policy 50. Other than that the application is considered to 'comply with Policy 50' no reason or justification has been offered in relation to a change in interpretation of the policy or in relation to any physical changes on the ground which would justify support for this proposal which has been consistently resisted as being clearly contrary to Policy 50 since the first application was made in 2003.

#### **2. Conclusion**

The proposal is not considered to accord with Policy 50 of the Ynys Mon Local Plan.

#### **3. Recommendation**

##### **Refuse**

(01) The proposal would constitute development which would result in an intrusive incongruous feature in the landscape, extending the settlement of Star beyond its logical limits to the substantial detriment of the character and amenities of the area which is designated a Special Landscape Area. This would be contrary to the provisions of policies 1, 31, 42 and 50 of the Ynys Mon Local Plan and policies A3, D3 and D29 of the Gwynedd Structure Plan together with the advice contained within Planning Policy Wales (Edition 4).