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Heading:

18/2008/0289

Pentre Mawr

Llandyrnog

j

Application Site

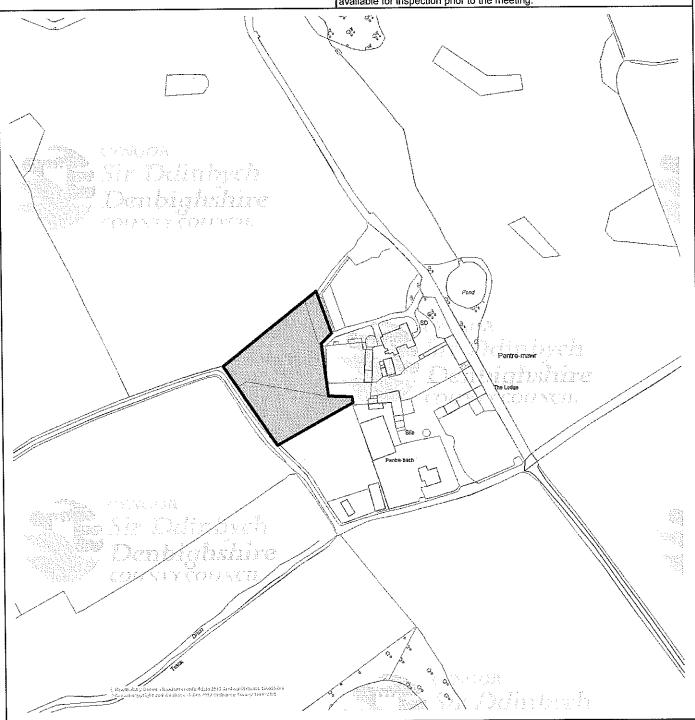
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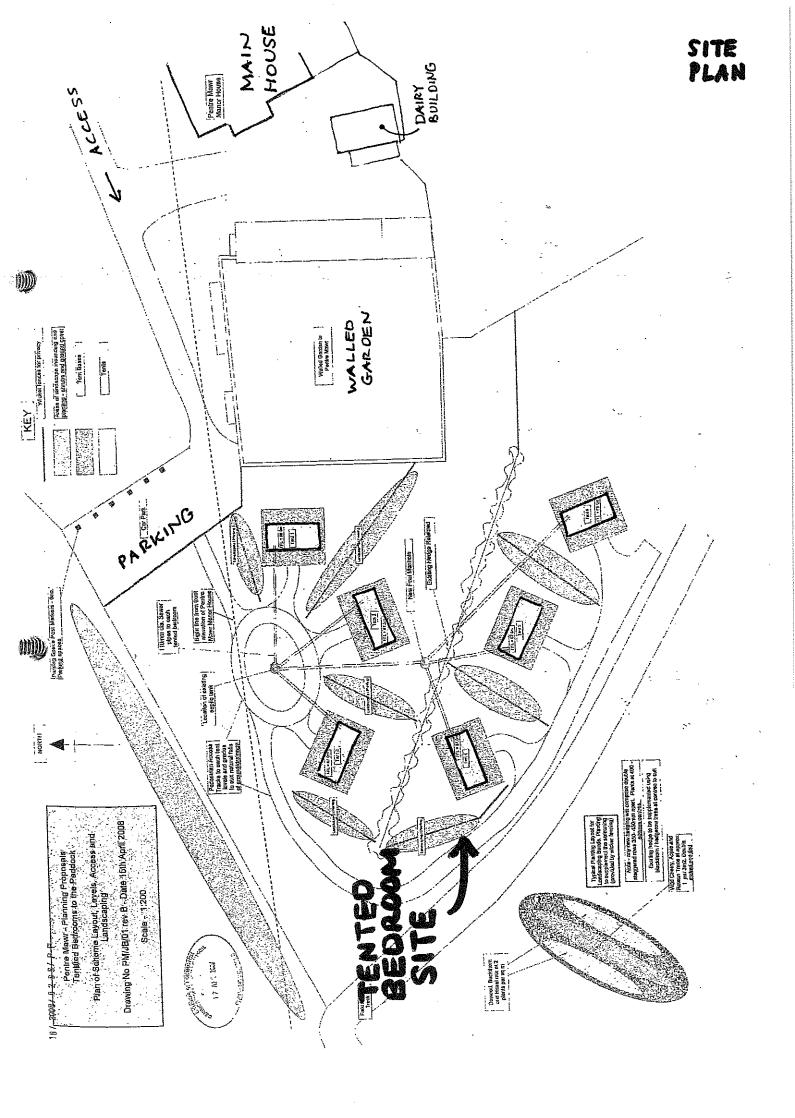
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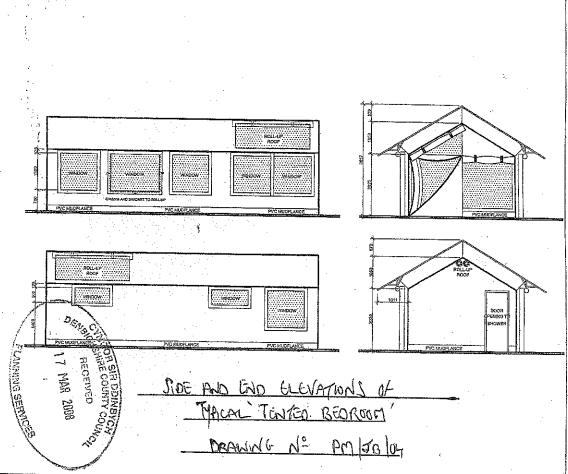
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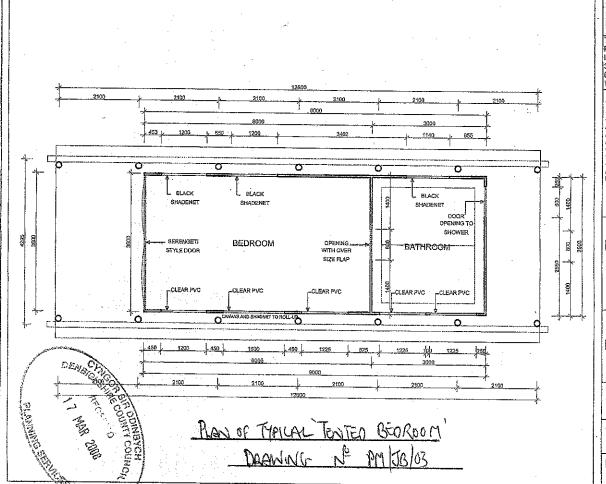
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Client:

**BUFFELS-DRIFT** 



PLAN

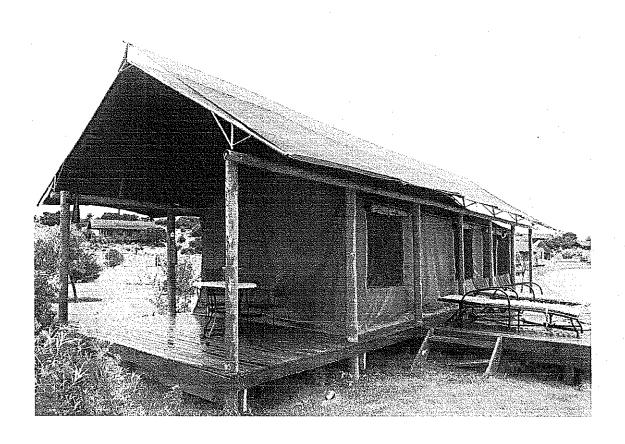
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ITEM NO:

4

WARD NO:

Llandyrnog

**APPLICATION NO:** 

18/2008/0289/ PF

PROPOSAL:

Construction of 6 no. tented bedrooms, landscaping and pedestrian access

routes ("partly in retrospect")

LOCATION:

Land at Pentre Mawr Llandyrnog Denbigh

APPLICANT:

Mr & Mrs G Carrington-Sykes

**CONSTRAINTS:** 

**PROW** 

PUBLICITY UNDERTAKEN:

Site Notice - Yes Press Notice - Yes

Neighbour letters - Yes

#### **CONSULTATION RESPONSES**

## 1. LLANDYRNOG COMMUNITY COUNCIL

- <u>Original response (2008)</u> sought deferral of the application pending receipt of additional information on listed building issues and traffic generation.

# Response to November 2012 consultation:

"Have no particular concerns providing the actual work is monitored by County Council and not self monitored".

2. CCW

No objection

3. ENVIRONMENT AGENCY

Low environmental risk, standard advice on drainage matters.

4. WELSH WATER

No comment

DENBIGHSHIRE COUNTY COUNCIL CONSULTEES

5. HEAD OF TRANSPORT AND INFRASTRUCTURE

HIGHWAYS OFFICER

The Highway Officer originally expressed concerns over additional traffic and reliance on the private car for access, but subsequently withdrew objections.

## COUNTY FOOTPATHS OFFICER

Public footpath No. 45 abuts the proposed development site. Need to ensure its protection.

# 6. CONSERVATION ARCHITECT

Has been heavily involved in dialogue over the detailed scheme of works and costing necessary in connection with the Section 106 Obligation.

## **RESPONSE TO PUBLICITY:**

Reptresentations received from the following:

- 1. Mr J Collins, Glascoed, Pen y Maes Road, Bodfari LL16 4D
- 2. Mr. M. Burness, Tv Brazier, Llandyrnog

Re consultation (December 2012) Mr J Collins, Glascoed, Mold Road, Bodfari

Summary of planning based representations in Objection

- i) <u>Impact on listed buildings</u>: Object to a mini holiday village degrading the surrounding listed buildings
- ii) Principle: Questions the principle of development and the fact that people could easily live in these units all year round. Do not want this type of development occuring all over the county similar to Conwy and Flintshire. The outbuildings should be converted to make sure that they are miantained.
- iii) Impact on landscape/ visual amenity: Degrade the landscape
- iv) <u>Drainage</u>: Concerns about foul surface water, sewerage and surface water runoff and the exisiting problems with this. Neighbour wants assurance that this situation will not get any worse as a result of the proposed development.

(Reconsultation):

Concerns over ability of scheme to generate funds to secure future of the listed building.

**EXPIRY DATE OF APPLICATION: 14/08/2008** 

### **REASONS FOR DELAY IN DECISION:**

- additional information required from applicant
- re-consultations / further publicity necessary on additional information

# PLANNING ASSESSMENT:

### 1. THE PROPOSAL:

- 1.1 Summary of proposals
- 1.1.1 Members may recall development at Pentre Mawr being the subject of an Enforcement Report at the September 2012 meeting of the Committee.
- 1.1.2 This report provides an outline of the situation which has developed since the original planning application for using land at Pentre Mawr for the erection of 6 'tented bedrooms' was considered at Planning Committee in July 2008; and why the application is now being reported back for re-determination as a result of failure to complete a section 106 agreement in accordance with the resolution of that Committee.

The original application

- The application to develop the 6 tented bedrooms as an ancillary use to the guest house business at Pentre Mawr was submitted in March 2008.
- 1.1.4 The plans at the front of the report show the basic detailing of the tented bedrooms and the proposed layout. The units comprise base and frame with a roof as an 'outer' structure, and the tented accommodation is hung inside the

frame to provide a bedroom and bathroom.

- 1.1.5 Information presented with the original application indicated the tented element could be removed when not in use, whilst retaining the frames in situ, and that it was the applicant's intentions to do so during winter months. The Case Officer report noted the lifespan of the structures was indicated as 10 years, and they were intended to substitute the use of the rooms in the manor house (Pentre Mawr) for Bed and Breakfast purposes, although food would still served in the house for guests staying in the tented bedrooms.
- 1.1.6 The Officer report in 2008 noted that Pentre Mawr is a listed building with a range of outbuildings surrounding it in need of repair, and that the planning application proposed that income generated as a result of the tented bedrooms would go towards the maintenance of these buildings. The applicants had provided a summary of the costs of repair and were proposing income from the tented bedrooms would be put towards maintenance of the outbuildings over their 10 year life span.
- 1.1.7 The 2008 report to Committee expressed reservations over elements over the proposals including the sustainability of such development in a relatively remote rural location, and pre-application dialogue which had investigated a preference for re-use of the existing listed buildings before opting for new development adjacent to the site.
- 1.1.8 There was considerable debate on the merit of the proposals at the July 2008 Committee. At the end of the debate Members resolved to grant permission contrary to Officers' recommendation, but subject to conditions and the completion of a legal agreement to secure the payment of £5,000 a year for 10 years to a fund to be used to repair and maintain named outbuildings, in accordance with an agreed detailed schedule and costed plans. The resolution required the Section 106 Obligation be completed within 12 months of the date of the Committee, otherwise the application should be reported back to Committee for reconsideration, and finally the Certificate of Decision would only be released on completion of the Obligation. The applicant and their agents were notified of the above resolution immediately after the meeting of Planning Committee.

# Developments since the 2008 Planning Committee resolution

- There has been lengthy but ultimately unsuccessful dialogue involving planning 1.1.9 and legal officers of the Council, the applicants/owners of Pentre Mawr, and their planning and legal advisors, in relation the completion of the Section 106 Obligation in accordance with the 2008 resolution of Planning Committee. There have been suggestions from the applicants and their agents for variations to the terms of the agreement for staging and deferring payments, and it has proved difficult to secure a detailed costed Specification of Works and costings to relate works on the buildings to the funds available. Whilst progress has been slow (which can be the case in negotiating Section 106 Obligations) Officers have encouraged the dialogue to continue in order to get the legal agreement signed and the Certificate of Decision issued. Unfortunately, in October 2012, the applicant advised the legal officer that it was not possible to meet the funding requirements of the Obligation as resolved by Planning Committee in 2008, so it has been necessary to move matters on by reporting the application back to Committee.
- 1.1.10 Matters became complicated by the applicant's decision to carry out part of the development in 2009 by way of erection of 3 of the 6 proposed tented bedrooms. The units have been advertised and used since this time. A site

visit in early January 2013 confirmed that all 6 tented bedroom structures have now been erected. Notwithstanding the applicant's frustration over the process, this is unauthorised development / use of land in the absence of any planning permission, and even if a permission had been released or completion of a Section 106 Obligation, it would be in breach of 3 of the draft conditions which would have been attached to the permission.

## The applicant's current position

- 1.1.11 The applicant has been advised that the planning application will be reported to the January 2013 meeting of Planning Committee and has been offered the opportunity to forward information for consideration by Members to allow all the issues to be weighed up.
- 1.1.12 The information received from the applicant consists of 2 letters, one containing financial information. The main points raised are:
  - the applicant is seeking the assistance of Committee to change the basis of the original terms of the Section 106 agreement.
  - there has been confusion over the process and necessity to link the canvas lodge development to the repair of buildings, which make no contribution to the business
  - assurance is given that it has always been the plan to restore the dairy building
  - despite the financial downturn the decision was made to start the project
  - moneys have been spent to progress with the paper work relating the legal agreement
  - the applicant is not presently in a position to pay into the fund without further borrowing, but to show sincerity about the venture, is offering the following:-
    - to pay to Denbighshire County Council in the spring of 2013 a sum of £3,000 as a bond until the satisfactory completion of the project.
    - To record all the work carried out on the dairy and send quarterly figures to the Council (a qualified stone mason has been arranged for the spring who can work in traditional materials)
    - To pay invoices as work progresses from the fund being earned, as this
      is the only means of proceeding
    - To release the bond and Section 106 agreement on completion of works on the building
  - it is suggested that the accounts are self explanatory and that in view of the
    economic situation the proposals offer a realistic way forward, allowing the
    business to survive and steps to be taken to ensure the retention of the
    dairy building.
- 1.1.13 Given the passage of time since the application was originally considered, and recent developments, the Llandyrnog Community Council consultees, and neighbours have been updated on the situation and offered opportunity to comment. Responses received at the time of preparation of this update are referred to at the start of the report.
- 1.2 <u>Description of site and surroundings</u>
- 1.2.1 The site is a flat field in open countryside to the west of the building complex at Pentre Mawr, some 2 km north of Llandyrnog village.
- 1.2.2 Pentre Mawr and the Dairy building adjacent are Grade II Listed buildings. The manor house is in use as a Bed & Breakfast / restaurant and the outbuildings as ancillary storage.

- 1.2.3 All 6 of the 'tented bedroom' units are in place on the site.
- 1.3 Relevant planning constraints/considerations
- 1.3.1 For Planning policy purposes, the site is in open countryside.
- 1.4 Relevant planning history
- 1.4.1 Apart from the current application, submitted in 2008, there is no directly relevant planning history relating to the site.
- 1.5 Developments/changes since original submission
- 1.5.1 The main events since the submission of the application in 2008 are set out in detail in Section 1.1 of the report.
- 1.6 Other relevant background information
- 1.6.1 The introduction of the report outlines the protracted dialogue which had followed the original resolution of Planning Committee in 2008 to grant permission subject to the completion of a Section 106 Obligation.
- 1.6.2 Officers recognise the frustrations of the owner / applicant over the process relating to the Section 106 Obligation, but would respectfully note that this negotiation process is often complex and may take time to complete. Officers duty has been to implement the resolution of Planning Committee in 2008 to secure the legal agreement, before releasing the planning permission, however much the applicant does not now consider the link to be necessary or that actions which have been taken to seek completion of the agreement have been justified.
- 1.6.3 There is no purpose to be served by apportioning blame for failure to complete the legal obligation at this stage. The applicant's position has been clearly stated, and he is not able to commit to an agreement in accordance with the 2008 Committee resolution. He has put forward an alternative suggestion for a Section 106 agreement, and this now has to be considered on its merits by Committee.
- 1.6.4 The bottom line remains that there is no planning permission in place for any tented bedroom development at Pentre Mawr, and the 6 units erected on the site are unauthorised. Officers suggest the situation can only be addressed by the Committee reconsidering the proposals in the light of events and against current policy and guidance.
- 2 DETAILS OF PLANNING HISTORY: None relevant to the current application

#### 3. RELEVANT POLICIES AND GUIDANCE

The main planning policies and guidance are considered to be:

3.1 DENBIGHSHIRE UNITARY DEVELOPEMNT PLAN (adopted 3<sup>rd</sup> July 2002)

Policy STRAT 1 - General

Policy STRAT 5 - Design

Policy STRAT 6 - Location

Policy STRAT 9 - Tourism

Policy GEN 3 – Development outside development boundaries

Policy GEN 6 – Development Control Requirements

Policy GEN 8 - Planning Obligations

Policy GEN 10 - Supplementary Planning Guidance

Policy ENV 1 - Protection of the natural environment

Policy ENV 6 - Species Protection

Policy ENV 7 - Landscape/Townscape features

Policy ENV 11 - Safeguarding of High Quality / Agricultural Land

Policy CON 1 - The setting of listed buildings

Policy ENP 3 - Water resources

Policy ENP 4 - Foul and surface water drainage

Policy TSM 1 - Tourism Development

Policy TSM 9 – Static Caravan and Chalet Development

Policy TRA 6 – Impact of new development on traffic flows

Policy TRA 9 - Parking and servicing provision

Policy TRA 10 - Public Rights of Way

Supplementary Planning Guidance

SPG 2 - Landscaping in New Developments

SPG 8 - Access for All

SPG 18 - Nature Conservation and Species Protection

SPG 20 - Static Caravan and Chalet Development

SPG 21 - Parking Requirements in new developments

# **GOVERNMENT GUIDANCE**

Planning Policy Wales 2011

TAN 5 - Nature Conservation and Planning

TAN 6 - Planning for Sustainable Rural Communities July 2010

TAN 121 - Design

TAN 13 - Tourism 1997

TAN 18 - Transport March 2007

# Circulars & Statutory Instruments

WO 61/96 – Planning and the Historic Environment : Historic Buildings and

**Conservation Areas** 

Circular 35/95 – the use of conditions in planning permission

# 4. MAIN PLANNING CONSIDERATIONS:

- 4.1 The main land use planning issues are considered to be:
- 4.1.1 The principle of the development
- 4.1.2 Scale
- 4.1.3 Listed building issues
- 4.1.4 Highways / Sustainability
- 4.1.5 Drainage
- 4.1.6 Ecology
- 4.1.7 Visual amenity
- 4.1.8 Residential amenity
- 4.1.9 Agricultural land quality
- 4.1.10 Inclusive access
- 4.2 In relation to the main planning considerations:

### 4.2.1 Principle

The main Unitary Development Plan Policies relevant to the principle of a 'tented bedroom' type of tourist development in Open Countryside are STRAT 1, STRAT 9, GEN 3, (vi), and TSM 9. The main policies allow for suitable tourism development including that diversifying the rural economy, but subject to meeting a range of tests including scale, sustainability and localised impacts. Taking the policies as a whole, Officers would suggest the principle of a small scale 'tented bedroom' development in association with an established business at Pentre Mawr would be compatible with the theme of the aforementioned policies, subject to due consideration of the impact tests. Planning Committee in 2008 took this view in resolving to grant permission, albeit subject to conditions and specific requirements in a Section 106 Obligation to secure sums to be set aside to repair the buildings on the site.

### 4.2.2 Scale of development

Policy STRAT 9 of the Unitary Plan permits "small scale" built or natural environment based tourism projects in the countryside and rural settlements where they provide appropriate infrastructure, accommodation and attractions, where they consolidate the tourism industry without unacceptably affecting social, highway amenity or environmental interests. The policy does not indicate what would constitute "small scale". STRAT 7 sets a specific requirements to safeguard the countryside and environment.

There are no objections raised by consultees on the scale of the development here. In physical terms, the area proposed for the lodges is approximately 0.5 hectares.

Whilst the term 'scale' is not defined in any detail in current planning policy or guidance, Appeal Inspectors have dealt with this in terms of the general 'capacity' of a locality in terms of landscape, highway network and visual and social impact to absorb the particular extent of development. At the Blue Hand Field Bodfari appeal, the Inspector accepted a 60 lodge static caravan development extending over 9 hectares, under 2km from the AONB, would not conflict with the capacity considerations in the Unitary Development Plan. Given this 'guide' and the extent of the proposed tented bedroom site, Officers do not consider there is any argument to oppose this proposal on the basis of inappropriate scale.

## 4.2.3 Listed Building issues

The main Development Plan policy relevant to development in close proximity to listed buildings is CON 1, which looks to ensure the setting of such buildings is preserved. Otherwise there is a general duty in national legislation (Circular 61/96) on the Local Planning Authority to ensure preservation of listed buildings as part of the development process.

The listed building issues which arose at Pentre Mawr at the time of considering the 2008 application were whether preference should be given to the re use / adaptation of the adjacent historic buildings an ancillary accommodation, to secure their future, or how their future cold be assured in association with a tented bedroom development. As stated earlier in the report, the applicants put forward detailed proposals with the tented bedroom application, to provide payments over a 10 year period into a fund to be used to renovate the dairy. It was on this basis hat Planning Committee resolved to support the proposals, subject to the completion of a Section 106 legal agreement to secure the funding offered.

There has been no material change to planning policy or guidance since 2008 relating to listed building issues. The difference in relation to the application

now is the applicant's financial circumstances / general economic conditions, which have resulted in a 'revised' offer for the mechanism to bring about the renovation of the dairy building – as set out in detail in paragraph 1.1.12 of the report.

In concluding on the issues here, Officers recognise the difficulty currently facing small businesses and the level of support previously expressed for the Pentre Mawr proposals at Planning Committee. The financial commitment to work for securing the future of the dairy building are clearly not as extensive as previously offered, but officers accept a degree of realism now has to be applied to move things forward, and would suggest that it would be reasonable to support the applicant's new bond idea as a basis for a simpler Section 106 agreement to secure the carrying out of works to the dairy building. It is not considered that the development would have an adverse impact on the setting of the listed building at Pentre Mawr, given the physical nature of the development and its short term use of the land.

### 4.2.4 Highways/Sustainability

The main Unitary Development Plan policies relevant to assessment of the highway impacts of new development are TRA 6 and TRA 9. These permit new development subject to consideration of impact on the safety and free flow of traffic, road conditions, and the adequacy of access and parking arrangements.

The proposed tented bedroom site would be served by a parking area off the existing drive serving Pentre Mawr, which in turn leads to the public highway. There were questions from the Community

Council on the highway issues on the original application, but they have offered no objections to the re consultation. The Highway Officer raises no objections.

Given the above response, Officers would not consider there are any highway grounds for resisting the proposals. There are sustainability questions over any development of this nature in open countryside and these are a negative factor in the weighing of the application.

## 4.2.5 Drainage

Policies GEN 6 criteria x); ENP 1 Pollution, criteria i) ENP 4 – Foul Surface Water Drainage, together with policy ENP 6 – Flooding, seek to control and avoid unacceptable harm to the environment / locality in terms of flooding and drainage implications. ENP 4 indicates development will not be permitted unless satisfactory arrangements can be made for the disposal of foul sewage and surface water.

The proposal here is to drain foul water to an existing septic tank on the site, and surface water to soakaways. Originally concerns were expressed by neighbours on the basis of potential impact on foul and surface water drainage systems, and the Senior Scientific Officer suggested consideration of the capacity of the septic tank was required.

In drafting potential conditions on the original application, to be applied on the completion of the Section 106 agreement, Officers included one requiring full details of the foul drainage arrangements, including an assessment of the capacity of the septic tank and its ability to accommodate the volume of discharge t it. It is suggested a similar approach could be followed at this point.

## 4.2.6 Ecology

Considerations to be given to Ecological issues are set out in the Unitary Development Plan policies ENV 6 and 7, and in national legislation particularly relating to protected species. The requirement is to ensure no unacceptable impact on the conservation status of protected species.

The original application was accompanied by a bat report, which was assessed by the Countryside Council for Wales, who raised no objections to the proposals.

Officers would not consider there are any adverse ecological impacts likely to arise from the tented bedroom development.

### 4.2.7 Visual amenity

Considerations relating to the visual amenity impact of development are contained in Unitary Plan Policy GEN 6. Tests require due regard to issues such as scale, form, design, density and intensity of use and impact on a locality.

There were objections to the original application based on landscape impact. Officers would not consider visual / landscape issues to be of concern in this instance. The tented bedrooms would be a fairly low key development on a flat site which would only be visible from limited viewpoints in close proximity.

# 4.2.8 Residential amenity

Policy GEN 6 of the Unitary Plan sets a basic requirement to assess the impact of development on the amenities of occupiers of nearby properties.

The nearest properties to the site are at Pentre Bach and The Lodge. These lie some 60-90 metres to the south / south east.

At the distances involved, Officers would not consider there are likely to be significant adverse residential amenity impacts likely from a tented bedroom development. The parking area for the development is close to Pentre Mawr house and is obscured from view from a southerly direction.

# 4.2.9 Agricultural land quality

Unitary Plan policies STRAT 1 and 11 look to protect the best and most versatile agricultural land (Grades 1, 2 and 3a) from irreversible development. This reflects Planning Policy Wales 2012 guidance on the significance of land of high agricultural quality.

The annotation on the old ADAS Agricultural Land Classification Map (dated 1966) shows Pentre Mawr is in an area of Grade 1 quality land, hence there are considerations to be given to the potential impact of development here.

Having regard to the nature of the proposal Officers would suggest that the agricultural land quality issue is of limited significance here. The majority of the redevelopments are actually 'reversible', in that there are no new roadways proposed within the site, and the areas cleared for the bases of the tented bedrooms would occupy a very small area and would be capable of reinstatement to agricultural use if the holiday use ceased. It is not therefore considered there would a detrimental impact on the long term quality of the agricultural land and no permanent loss of such land, hence there is no

requirement on the applicants to establish an 'overriding need' for the development to demonstrate land of a lower quality is available, as set out in planning policy.

## 4.2.10 Inclusive access

Policy GEN6, criteria vi) sets a requirement to consider access needs of persons with disability, with additional guidance provided in SPG 8, TAN 12 and 18.

The submitted detailing is limited in explaining the adopted policy or approach to inclusive design in terms of the development plan and guidance; or how specific issues which might affect access to the development may be addressed.

Whilst noting the submitted level of information and details is poor, this is a flat site and it is feasible to cover inclusive access issues by appropriate conditions, to ensure appropriate measures are taken to ensure accessibility for persons with varying levels of mobility, etc..

#### 5. SUMMARY AND CONCLUSIONS

- 5.1 The application involves a small scale tourist use related to the existing Bed & Breakfast / Restaurant business at Pentre Mawr.
- 5.2 The principle of the development has already been accepted by Planning Committee in 2008. Permission was granted subject to a legal agreement to ensure payment of moneys to secure works of repair on and adjacent listed building.
- 5.3 It has not proved possible to conclude the legal agreement and hence no planning permission has been issued. The 6 tented bedroom units have already been constructed on the site. The applicant has requested consideration of an alternative arrangement to form the basis of a Section 106 agreement.
- 5.4 Officers are recommending the 'revised' proposals be supported, subject to the completion of a legal agreement based on the applicant's outline for payment of a bond, etc..

The recommendation is therefore subject to:-

The completion of an Obligation under Section 106 of the 1990 Planning Act within 6 months of the date of the resolution by Planning Committee, to include the following Heads of Terms:

- Payment of a £3,000 bond to Denbighshire County Council, to be reimbursed on the satisfactory completion of repair works on the dairy building
- 2) Works on the dairy to be undertaken in accordance with the Robert Burgess schedule
- Detailed records of works undertaken to be forwarded to Denbighshire County Council at agreed intervals.

The Certificate of Decision granting permission would be released only on completion of the Obligation, and on failure to complete within the 6 month

period, the application would be re-presented for consideration by Planning Committee against planning policies and consideration relevant at that time.

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

- 1. The tented accommodation units shall be used solely as ancillary bedroom accommodation for holiday purposes in connection with the business at Pentre Mawr, and at no time as independent living units.
- 2. None of the tented accommodation units shall be brought into use until the written approval of the Local Planning Authority has been obtained to the foul drainage arrangements, including an assessment of the capacity of the existing septic tank to accept the volume of water from the units; and that approved arrangement has been completed.
- 3. None of the tented accommodation units shall be brought into use until there has been submitted to and approved in writing by the Local Planning Authority, a detailed scheme of hard and soft landscaping for the site, and such scheme shall include details of:
- (a) all existing trees, hedgerows, and other vegetation on the land, details of any to be retained, and measures for their protection in the course of development;
- (b) proposed new trees, hedgerows, shrubs or vegetation, including confirmation of species, numbers, and location and the proposed timing of the planting;
- (c) proposed materials to be used on the paths and other hard surfaced areas;
- (d) proposed earthworks, grading and mounding of land and changes in levels, final contours and the relationship of proposed mounding to existing vegetation and surrounding landform:
- (e) proposed positions, design, materials and the type of boundary treatment.
- 4. All planting, seeding, turfing, fencing, walling or other treatment comprised in the approved details of landscaping shall be carried out in the first planting and seeding season following such approval and any trees or plants which, within a period of five years of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.
- 5. On the permanent cessation of the use of the tented accommodation units, the structures supporting them shall be removed from the site, and the land shall be reinstated in accordance with plans to be submitted to and approved in writing by the Local Planning Authority.

The reason(s) for the condition(s) is(are):-

- 1. The planning permission is granted on the basis of the provision of tourist accommodation only, and permanent residential use would be contrary to planning policies.
- 2. To ensure a satisfactory foul drainage system to serve the development.
- 3. In the interests of visual amenity
- 4. In the interests of visual amenity.
- In order to ensure the land can be returned to agricultural use, given its high quality.

# **NOTES TO APPLICANT:**

Given the development which has already taken place on site, you are advised to ensure the early submission of details required by conditions 2 and 3 of this permission.

The permission is subject to a separate Section 106 Obligation securing the carrying out of repair works on the dairy building.

You are advised to contact the Council's Building Control Officers to clarify whether current regulations require separate consent for the accommodation units.