

Application Ref: NP/12/0201

Application Type	Full
Grid Ref:	SN07163968
Applicant	Mr P Lowe, Evelyn Crescent Ltd
Agent	Mr W Harries, Harries Design & Management
Proposal	Demolition of 11 existing chalets & erection of 11 replacement dwelling units with attendant landscaping and access works
Site Location	Llwyngwair Manor, Newport, Pembrokeshire, SA42 0LX
Case Officer	Vicki Hirst

Summary

The current application proposes the replacement of the eleven chalets to the rear of the Llwyngwair Manor with eleven new permanent dwellings and includes proposals for the environmental/ecological enhancement of the surrounding grounds and the re-instatement of the perimeter garden wall.

The application raises the issues of the principle of the development, layout, design, amenity and setting, biodiversity and tree protection interests, environmental enhancement, the suitability of the infrastructure and other matters raised by the objectors.

It is considered that the application complies with adopted planning policy and is of an acceptable design and layout and does not affect the setting of the listed building or the amenity and character of the wider area. The proposal does not adversely affect protected species or trees and provides some enhancement for biodiversity and the local environment. The site can also be adequately serviced by the infrastructure available and whilst the comments of the objector are noted a number of the matters raised are not material planning considerations. The application is therefore recommended for approval.

Consultee Response

Environment Agency Wales: Reply - No objection in principle but do request that the matters and conditions noted are addressed in any planning permission issued.

Nevern Community Council: Supporting

Countryside Council for Wales: No objection - subject to conditions regarding lighting.

Dwr Cymru Welsh Water: Reply - The applicant should contact the Environment Agency who may have an input in the regulation method of drainage disposal.

Public Response

6 letters of objection have been received. The main issues raised are:

- It is stated that not all the chalets are owned by the estate with some being privately owned. The occupiers are on a yearly lease and are being held to ransom by these proposals.
- The design is inappropriate for the area and its location
- The existing chalets are sound and should be renovated not replaced
- The chalets are used by bats

Two letters of support have also been received, one from Stephen Crabb MP and one from the leader of Pembrokeshire County Council, Jamie Adams. Both support the application as it will improve the quality of the park and its visitor experience and will enable a longer tourism season to be offered.

Policies considered

LDP Policy 01 - National Park Purposes and Duty

LDP Policy 07 - Countryside

LDP Policy 08 - Special Qualities

LDP Policy 11 - Protection of Biodiversity

LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 32 - Surface Water Drainage

LDP Policy 52 - Sustainable Transport

LDP Policy 53 - Impacts on traffic

PPW4 Chapter 04 - Planning for Sustainability

PPW4 Chapter 05 - Conserving and Improving Natural Heritage and the Coast

PPW4 Chapter 06 - Conserving the Historic Environment

PPW4 Chapter 12 - Infrastructure and Services

SPG03 - Sustainable Design

SPG06 - Landscape Character Assessment Study, June 2009

SPG08 - Validation of Planning Applications

TAN 05 - Nature Conservation and Planning

TAN 10 - Tree Preservation Orders

TAN 12 - Design

TAN 18 - Transport

TAN 22 - Planning for Sustainable Buildings

Officer's Appraisal

Background

The Llwyngwair Manor is situated to the east of Newport and comprises a Grade II listed building which has been used as a hotel and function venue for many years. It sits in extensive grounds which are used as a static and touring caravan site.

To the rear of the main hotel are eleven chalets, constructed in the 1970's under planning reference CR/2583/2183/1B and which are of prefabricated construction. They are accessed from a central access road but each has its own parking and small amenity area. The dwellings have full residential use rights.

The site is also situated close to a Special Area of Conservation, designated for its bats which are a protected species and a number of the trees in the vicinity are protected by a Tree Preservation Order.

A number of pre-application meetings and discussions have taken place with regard to the replacement of the existing chalets resulting in the submission of an application last year for their replacement with eleven dwellings and including proposals for the environmental/ecological enhancement of the surrounding grounds (NP/11/276). This application was reported to the Development Management committee on 24th August 2011. Officers recommended that the application be approved as it was considered that the proposal represented an appropriate design, scale and layout which would not cause any harm to the setting of the listed building over and above that which already exists through the presence of the eleven existing chalets to the immediate rear of the listed building and that the proposal complied with adopted planning policy.

Members resolved to refuse the application as it was considered that the permanent structures would not enhance the natural beauty or cultural heritage of the Manor or its grounds, or the wider National Park landscape. In addition, the layout and siting was considered to be alien to the surrounding quality of the natural and built environment and would reduce the special qualities of remoteness and tranquillity, the rich pattern and diversity of the landscape and the historic environment of Llwyngwair Manor. It was also considered that the proposal would detract from the setting of the listed building and would be out of character with the natural landform by virtue of its urban cul-de-sac highway layout with limited integrated landscaping and the retention of the plateaued area. As such the proposal failed to comply with national and local planning policy. Members also considered that the site had been let down by previous planning decisions and these should not influence a further inappropriate development on the site. The applicant has appealed that decision and a hearing in respect of the appeal is scheduled to be heard on 24th July 2012. It should be noted that since that decision CADW has stated that the development would have little impact on the listed building itself as the Manor has had many unsympathetic alterations over the years

and the walled garden would be retained and improved. The setting of the site through its upgrading would help to enhance the area overall. It is concluded that the development would not have a detrimental affect or cause a significant visual intrusion from outside the site, on the setting of the area or the Grade II Listed Building.

Since the refusal of planning permission, discussions have taken place with regard to an alternative proposal. A scheme was presented to officers indicating the provision of a row of cottages to the west of the walled garden, built against a new garden wall with a "lean to" mono-pitched roof design. A further four dwellings would be provided to the east side of the garden, again outside its perimeter. This option was presented to restore the integrity of the walled garden and it's setting to the rear of the Llwyngwair Manor and officers, whilst raising some issues with the design considered that this way forward offered a potentially more satisfactory solution in the wider context of the Manor.

Following these discussions a new application was submitted and which is the subject of this report.

Related History

NP/11/276 – Application for 11 replacement Dwellings – Refused on 23rd September 2011. An Appeal has been lodged and is currently pending.

Current Application

Despite the discussions referred to above, the current application again proposes the replacement of the eleven chalets within the same area as the existing chalets to the immediate rear of the Manor house with eleven permanent dwellings. The application includes the re-instatement of the perimeter walls around the dwellings to restore the original walled garden area and includes proposals for the environmental/ecological enhancement of the surrounding grounds.

The application was accompanied by a Design and Access Statement, a Pre-Assessment in relation to the Code for Sustainable Homes identifying that the dwellings will meet Level 3, a Code for Sustainable Homes Ecological Assessment, a bat survey, a transport statement, and a tree survey.

The applicant's agent has stated that a number of options for re-development were considered prior to this submission, including a courtyard development and a row of worker's type cottages. The first option was dismissed as it would have overwhelmed the original garden area and would have competed with mansion house on visual grounds. It would also have caused difficulties in carrying out the development in a phased manner and in integrating the scheme to the rear of the Manor itself. The second option was dismissed as whilst allowing some reconfiguration of the original garden layout it would also have introduced an austere line of building at a density that would not have related well to the existing house, severed linkages with the river and had an

adverse impact on the trees. An alternative scheme in a new layout would also have resulted in extensive excavation that would have had long term impacts on biodiversity and preclude logical phasing.

In the submission the applicant's agent states that the current application seeks to provide a low density development including measures to address the previous reasons for refusal, including a more curving roadway constructed of grasscrete, moving the development southwards to protect the important remaining part of the garden in the north, and the provision of walling to the west and south to re-instate the integrity of the original garden. The design of the dwellings has also been revised, to provide a more lodge like appearance at the entrance, with the remaining dwellings of single storey cottages of render and timber boarding under slate roofs, laid out in a more legible way that runs with the contours of the site. Planting will be integrated with the development and the area to the west of the site will be enhanced for ecological and landscape purposes.

The full reasoning for the approach to the development now submitted is set out in the Design and Access Statement and is available in full on the application file should members wish to view it.

This application is on the agenda as it is a major development in the National Park (as it is a development of ten or more dwellings).

The main issues to be considered relate to the principle of the development, layout, design, amenity and setting, biodiversity and tree protection matters, environmental enhancement, the suitability of the infrastructure and others raised by the objector.

Principle of Development

The application proposes the replacement of the existing eleven chalets with eleven new dwellings, situated within the same site area as the existing. The existing chalets have a valid planning permission for full residential use. As such their upgrade to permanent residential dwellings does not represent any change in planning use and thus there is no objection in principle to their replacement. As there is no net increase in numbers of dwellings on the site there is also no trigger for the provision of affordable housing and the principle of eleven unfettered dwellings in this location is therefore acceptable.

Layout, Design, Amenity and Setting Issues

As set out above the eleven existing chalets are situated to the north of the main manor house which is a Grade II listed building. They are of a prefabricated construction, typical of the 1970s with shallow pitched roofs. They each have their own parking and amenity space. They are situated within a partially walled area that would have originally formed the walled garden for the manor house and are situated on two main different levels; those to the east being higher than those to the west of the access drive. The site is situated on higher ground to the manor house but there are limited

views of the chalets from the caravan park and frontage to the manor house, nor from the A487 trunk road. Notwithstanding this, the chalets are of an outdated design and make little contribution to the setting of the listed manor.

The eleven replacement dwellings will accommodate the same overall site area, but will be re-configured to enable a less formal entrance drive to be provided with parking on this route rather than attributed to each dwelling, and also to allow the northern end of the garden (which is the area that is most intact historically) to be protected from development and utilised for communal space. The footprint of each dwelling is marginally larger than the existing but each unit will have its own integral storage area to reduce the domestic paraphernalia that might occur in the absence of dedicated storage areas. Each dwelling has its own amenity area but this will be provided with soft boundary planting rather than hard fencing. The dwellings are to be finished with render and vertical oak boarding with slated roofs with integrated photovoltaic panels and timber painted and coloured aluminium fenestration. The design approach is to provide two lodge type dwellings at the entrance with a gated entrance into the "garden" area, and all other dwellings to be of cottage appearance, comprising nine detached dwellings and a pair of semi-detached. Those dwellings on the western boundary will also have a large expanse of glass to take advantage of views to the west. A new wall will also be provided along the western boundary to re-instate the enclosed nature of the original garden area.

At the time of the last application, members raised a number of issues with regard to the detailed design approach and its impact on both the setting of the listed building and the wider National Park landscape. Notwithstanding these comments, the fact remains that this site is developed with eleven permanent dwellings, which in design terms are rather outdated and do detract from the overall setting of Llwyngwair Manor. In light of the history, a solution that replaces these dwellings with an improved design and layout is therefore welcomed in principle. The design approach that has been put forward does, in your officer's opinion, provide a solution that is akin to the type of housing that might be expected within the grounds of a manor house, albeit within a confined area. The integrity of the original garden area is enhanced through this scheme by the re-instatement of the boundary walls, and through the re-configuration of the layout to provide a "softer" solution that will relate more satisfactorily with the rural location and its setting in the grounds of a listed building and within a National Park. There are some minor changes deemed necessary to the entrance gates and "dead wall" elements of the two lodges and it is hoped that further plans addressing these concerns will be available at the meeting. The buildings will also be far more sustainable in design terms than the existing dwellings in line with adopted planning policy requirements.

It is therefore considered that the proposal is of an acceptable design, scale and layout and will not cause any harm to the setting of the adjacent listed building over and above that which already exists through the presence of the eleven chalets to the immediate rear of the listed building. Although the height of the units will be slightly higher it is not considered that they will be any more

visually intrusive than the existing. Furthermore there are no amenity issues arising from the proposal as there are no adjacent properties to the site which are affected by this development. The layout has been designed to minimise any loss of privacy or amenity between units whilst providing private individual gardens for each dwelling.

Biodiversity/tree protection/environmental improvement issues

The site is situated within close proximity to a Special Area of Conservation designated for its bat interest comprising several different bat species. A bat survey has been carried out and found no evidence of use of the existing chalets by bats. The survey confirms that no evidence was found but that a precautionary approach should be taken to ensure that there is no disturbance to bats during demolition and that no lighting should be installed that might interfere with flight paths. As there is no expected impact on the features of the SAC, no screening is required to consider any likely significant effects on the SAC. In light of these comments, there is no objection to the removal of these structures on the grounds of impacts on protected species.

The re-development of the site does provide some opportunities for enhanced habitat to assist foraging by protected species and the scheme includes measures to enhance an area to the west of the site for species rich grassland in line with recommendations included in the ecological assessment included with the application. CCW has no objection to the proposal.

The site is also surrounded by a significant number of mature trees some of which are protected by a Tree Preservation Order. The tree survey accompanying the application indicates the removal of three trees due to their condition/health but the application seeks to retain the majority of trees within the vicinity of the site. This is welcomed and subject to appropriate conditions to ensure the protection of these trees both during and post construction there is no objection to the proposal on biodiversity or tree protection grounds and the enhancement works included on these matters is welcomed.

The proposals will result in an overall environmental enhancement through the replacement of the existing chalets and their replacement with new and the associated upgrading of the landscape setting of the development. However, it is considered that fuller information will be required in relation to the specific landscaping proposals within the site itself including both hard and soft landscaping and a condition is recommended in this respect.

The suitability of the infrastructure

The proposal will utilise the existing accesses to the site, which are either through the caravan site itself or to the east of the site past Llwyngwair Lodge. At the time of writing this report no response had been received from Pembrokeshire County Council or the Trunk Roads Agency. However, no objection was received to the previous application as it would not generate any different traffic to that which already exists. Furthermore there is no objection to this proposal on sustainable travel grounds as the proposal does

not increase the use of the private car. The site is also well serviced by a public bus service that follows the main trunk road. Any comments received will be reported verbally at the meeting.

The proposal will utilise the existing septic tank and include a sustainable drainage system and no objections have been received from the Environment Agency.

It is therefore considered that the proposal can be adequately serviced by the infrastructure available.

Other Issues

It will be noted that issues relating to ownership have been raised. However, it is apparent that the correct certificates have been served on the owners of the land and the interests that have been identified are in relation to the chalet itself rather than the land upon which it sits. An annual contract is entered into by the owners of the chalets whereby an annual ground rent is paid and there is no security of tenure or certainty of renewal each year. Therefore it is open to the owner to cease the contract on an annual basis and issues relating to this matter are civil ones between the parties concerned and are not material planning considerations.

Conclusions

It is therefore considered that this application for the replacement of the eleven chalets with eleven new dwellings complies with adopted planning policy and is of an acceptable design and layout and does not affect the setting of the listed building or amenity. The proposal does not adversely affect protected species or trees and provides some enhancement for biodiversity and the local environment. The site can also be adequately serviced by the infrastructure available and whilst the comments of the objectors are noted a number of these are not material planning considerations.

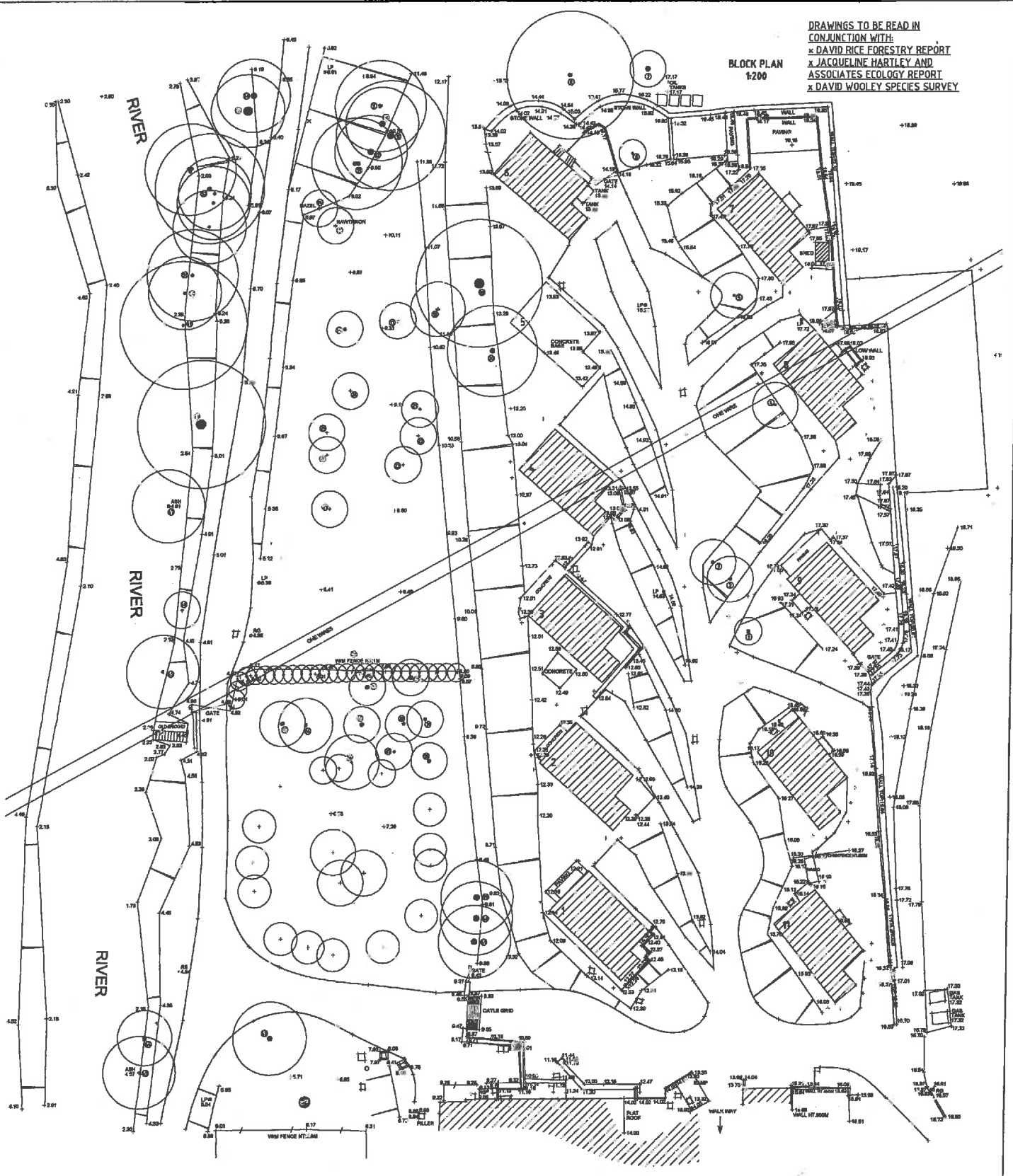
Subject to the satisfactory receipt of the minor amendments to the entrance details to the site as outlined above the application is therefore recommended for approval.

Recommendation

That subject to the receipt of satisfactory amended plans in relation to the entrance details that the application be approved subject to conditions relating to time, phasing and compliance with plans, landscaping, code for sustainable homes, removal of permitted development rights, and those recommended by consultees.

DRAWINGS TO BE READ IN CONJUNCTION WITH:
 x DAVID RICE FORESTRY REPORT
 x JACQUELINE HARTLEY AND ASSOCIATES ECOLOGY REPORT
 x DAVID WOOLLEY SPECIES SURVEY

BLOCK PLAN
 1:200

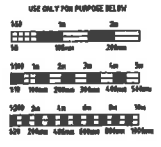


REV.	DATE	COMMENTS
0	04.12	Final PLANNING APPLICATION

DRAWING RECORDED
 ISSUE **PLANNING APPLICATION**
 CLIENT **EVELYN CRESCENT Ltd**

ORIGINAL DRAWING A1

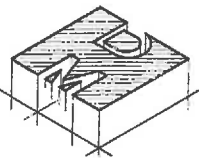
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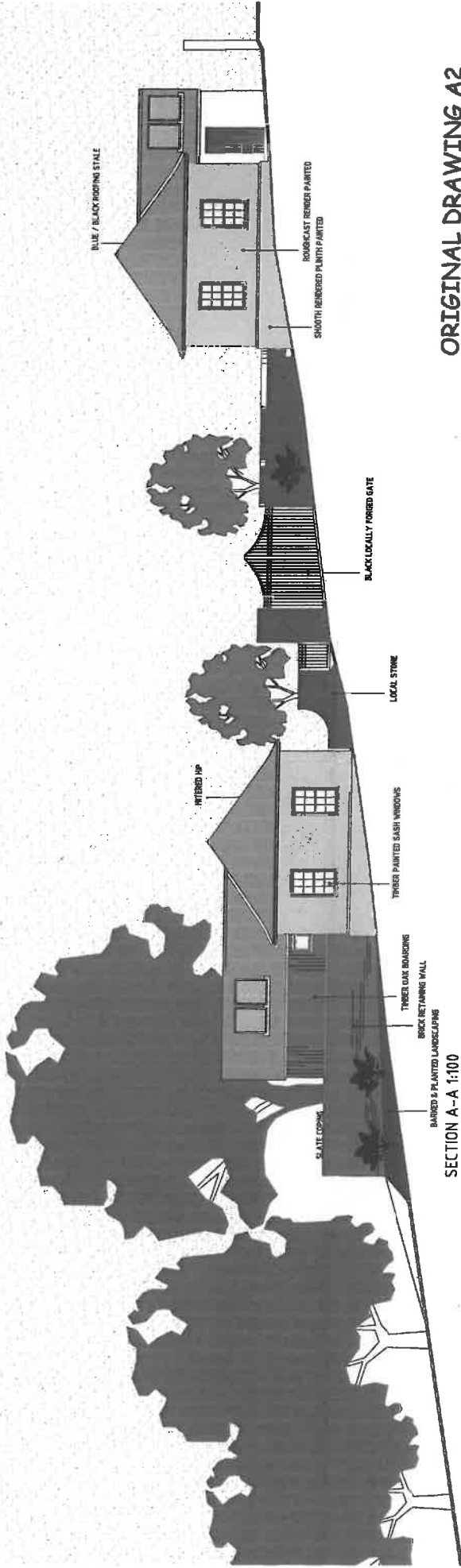
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PROJECT
PROPOSED REPLACEMENT DWELLINGS AT THE REAR OF LLWYNGWAIR MANOR, NEWPORT, PEMBROKESHIRE

DRAWING TITLE
BLOCK PLAN AS EXISTING

SCALE	SEE DWG	DRAWN BY	CHECKED	WITH	DATE
		DJN			04.04.2012
		DRAWING No.	REV.		
		1161	04		B

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ORIGINAL DRAWING A2

REV.	DATE	COMMENTS
B	04.12	2nd PLANNING APPLICATION

DRAWING RECORDED
ISSUE

CLIENT

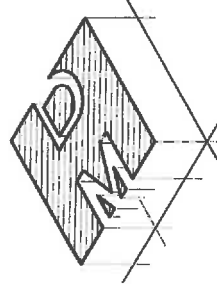
EVELYN CRESCENT Ltd

PLANNING APPLICATION

PROJECT

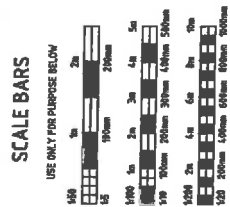
PROPOSED REPLACEMENT DWELLINGS AT THE REAR OF LLWYNGWAIR MANOR, NEWPORT, PEMBROKESHIRE

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15 APR 2012

DRAWING TITLE
ROAD ELEVATION (SECTION A-A)

SCALE	SEE DWG	DRAWN BY	DJN	CHECKED	WTH	DATE
						10.04.2012

JOB No.

1161

DRAWING No.

07

REV.

B