

## Item 5 - Report on Planning Applications

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### Application Ref: NP/16/0425/FUL

<b>Case Officer</b>	Nicola Gandy		
<b>Applicant</b>	Mr J Pearson, National Trust Wales		
<b>Agent</b>	Mr J Pearson, National Trust Wales		
<b>Proposal</b>	Conversion of youth hostel (Sui Generis) to bunkhouse (Sui Generis), cafe (A3), managers accommodation (C3) and bed and breakfast (C1), residents car park, engineering operations to site underground LPG tank, pv panels, new pedestrian passing place, landscaping and associated works.		
<b>Site Location</b>	Youth Hostels Association, Marloes, Haverfordwest, Pembrokeshire, SA62 3BH		
<b>Grid Ref</b>	SM77860803		
<b>Date Valid</b>	03-Aug-2016	<b>Target Date</b>	27-Sep-2016

### Summary

The application is reported to the Development Management Committee for determination in view of the objection received from Marloes and St Brides Community Council which is contrary to officer recommendation to approve.

The application site is a former farmstead consisting of a farmhouse and a series of outbuildings located to the north of Marloes sands. The site was used as a Youth Hostel until April 2015. The application proposes to change the use of the youth hostel and associated buildings to a bunkhouse facility, café, manager's accommodation and bed and breakfast. With associated car parking, pv panels and engineering operations for an underground LPG tank.

The proposed development will allow for the continued use of the site as tourist accommodation in the form of a bunkhouse and will provide enhanced visitor facilities in the form of the café and bed and breakfast facility. The proposed development is considered to maintain the special qualities of the National Park and comply with the Local Development Plan policies. The application is, therefore, recommended for approval subject to conditions.

### Consultee Response

**Marloes & St Brides Community Council:** Objecting

**PCC - Drainage Engineers:** Advise on suitable drainage of the site

**Dyfed Archaeological Trust:** No objection

**PCNPA - Park Direction:** No objection

**PCNPA - Access Manager:** No objection

**PCC - Transportation & Environment:** No objection

**PCNPA - Ecologist:** Conditional Consent

**PCNPA – Tree & Landscape Officer –** Conditional consent.

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### **Public Response**

A site notice was erected and neighbor notifications letters were sent out in accordance with the Town and Country Planning (Development Management Procedure) (Wales) Order 2012. No public response has been received.

### **Comments on responses received**

Marloes and St. Brides Community Council have objected to the scheme for the following reasons:-

- Possible change of use of café to retail
- Lack of disabled access
- Lack of renewable energy within the scheme

The objection from the Community Council was forwarded to the applicant who has sought to address the objections by submitting amended plans and additional information. Marloes & St Brides Community Council were consulted on the amended plans and additional information however; no further comments have been received to date.

To address the concerns of the Community Council and to protect the vitality of Marloes village a condition is recommended restricting the use of the proposed café to a café only. This would prevent a change of use to retail, without a further planning permission, notwithstanding the provisions of the Use Classes Order.

In respect of the lack of disabled access, the applicant has advised that the site will be fully compliant with Building Regulations in relation to disabled access and the scheme has been designed with full accessibility in mind. The amended layout incorporates disabled car parking spaces within the proposed car park.

The comments in respect of renewable energy were also put to the applicant who provided the following response:-

'The scheme has been designed to be low carbon and will meet building regulations for energy efficiency requirements. The scheme will incorporate pv and potentially air source heat pumps, both could move forward under permitted development requirements, however, a small pv scheme has been incorporated into the block plan and is proposed within the submitted scheme and illustrates the renewable energy brought forward. The scheme will also be served by an underground gas tank as outlined in the submission, the amended block plan and new gas tank drawing illustrates the LNG scheme proposed.'

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### **Policies considered**

Please note that these policies can be viewed on the Policies page  
Pembrokeshire Coast National Park website -

<http://www.pembrokeshirecoast.org.uk/default.asp?PID=549>

LDP Policy 01 - National Park Purposes and Duty  
 LDP Policy 06 - Rural Centres  
 LDP Policy 07 - Countryside  
 LDP Policy 08 - Special Qualities  
 LDP Policy 09 - Light Pollution  
 LDP Policy 11 - Protection of Biodiversity  
 LDP Policy 15 - Conservation of the Pembrokeshire Coast National Park  
 LDP Policy 21 - Minerals Safeguarding  
 LDP Policy 29 - Sustainable Design  
 LDP Policy 30 - Amenity  
 LDP Policy 31 - Minimising Waste  
 LDP Policy 32 - Surface Water Drainage  
 LDP Policy 35 - Visitor Economy  
 LDP Policy 37 - Self-Catering Development  
 LDP Policy 42 - Employment Sites and Live/Work Units  
 LDP Policy 52 - Sustainable Transport  
 LDP Policy 53 - Impacts on traffic  
 PPW8 Chapter 07 - Economic Development  
 PPW8 Chapter 11 - Tourism, Sport and Recreation  
 SPG05 - Sustainable Design  
 SPG06 - Landscape  
 SPG12 - Parking  
 SPG20 - Accessibility  
 SPG23 - Enabling Sustainable Development in Welsh NPAs  
 TAN 06 - Planning for Sustainable Rural Communities  
 TAN 12 - Design  
 TAN 13 - Tourism  
 TAN 18 - Transport  
 TAN 23 - Economic Development

### **Constraints**

Special Area of Conservation - within 500m  
 LDP Mineral Safeguard  
 Biodiversity Issue  
 Rights of Way Inland - within 50m

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ROW Coast Path - within 10m  
Recreation Character Areas

### **Officer's Appraisal**

#### **Site and Context**

The application site is a former 19th century farmstead comprised of a detached farmhouse, orientated towards Marloes Bay, and outbuildings buildings, including a cowshed, hayloft, and piggery, laid out in 'U' shape yard. The farmhouse, hayloft and cowshed were used as a youth hostel until April 2015.

The application site is located to the north of Marloes Sands and is adjacent to a public footpath (Pembrokeshire Coast Path) which circumnavigates the Marloes peninsula. The site is located approximately 100m south west of the existing National Trust car park.

#### **Relevant Planning History**

NP/03/534 – Change of use of ground floor to public lavatories – Approved 4/11/2003

#### **Description of Proposal**

The application seeks planning permission for the following:-

- Change of use of former youth hostel to bunkhouse accommodating a total of 20 beds (cowshed and hayloft buildings).
- Change of use of former youth hostel to Manager's accommodation and bed & breakfast. The farmhouse building will incorporate 5 bed spaces in total, 3 of which are for the bed & breakfast facility.
- Change of use of piggery building to café with external seating. The primary function of the café will be ancillary to the main bunkhouse but will also be open to the general public. It is proposed to open the café between 7am and 6pm.

The application also includes resident's car parking for 10 vehicles, pv panels engineering operations to site an underground LPG tank and a new pedestrian passing place. There are no building extensions proposed as part of the proposed development.

#### **Key Issues**

The application raises the following planning matters:

- Policy and Principle of Development

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- Siting, Design and Impact upon the Special Qualities of the National Park
- Amenity
- Access and Parking
- Biodiversity
- Other Material Considerations

### *Policy and principle of Development:*

The site lies within the countryside as defined by the Local Development Plan (LDP), as such, Policy 7 is applicable. Policy 7 sets out the types of development that may be acceptable in the countryside, which includes the re-use of appropriate buildings for a range of uses including visitor accommodation. The site is within 1km of the Puffin Shuttle bus route between Marloes and Martin's Haven, consequently, the site is considered accessible for tourist accommodation use.

The proposed manager's accommodation on site is considered acceptable as it will be linked with the main use of the site as a bunkhouse and a condition is recommended restricting its occupancy. The condition will ensure the accommodation is not used as an independent open market dwelling

The applicant has advised that the bunkhouse will be used by groups of people visiting the area, which is compliant with criterion e) of Policy 7, which allows for tourist facilities.

The proposed café will be ancillary to the bunk house accommodation and will be open to the general public. Technical Advice Note 23 advises that the re-use of rural buildings should not lead to the dispersal of activity so as to prejudice town and village vitality. In this instance the proposed café is not considered to unacceptably adversely affect the vitality of the village of Marloes as the main function of the café will be to serve the bunkhouse accommodation and the café is of a modest scale. Furthermore, during the processing of the application the applicant was advised to reduce the number of external covers to limit the scale of the café operation and this has resulted in amended plans. In order to ensure that the café is not changed to an alternative use at a future date a condition is recommended restricting the use to a café only.

The proposed development is considered to comply with criteria d) and e) of Policy 7 of the LDP. Furthermore, the principle for accommodation at the site is long established as part of the site operated as a youth hostel until 2015.

### *Siting, Design and Impact upon the Special Qualities of the National Park*

The proposal will result in the re-use of a traditional farmhouse and associated buildings. There are limited external alterations proposed to the buildings which consist of the insertion of a door to the south elevation and insertion of a window and replacement of an existing window with a door to the north elevation of proposed café. The alterations are considered to be

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generally sympathetic to the character of the existing buildings, however, as limited details have been provided in respect of the fenestration a condition is recommended requiring the details to be submitted to and agreed in writing by the Local Planning Authority.

The application also proposes a creation of a car park to the west of the bunkhouse, this is to be located on the concrete base of barn which has previously been demolished, as such, there will be minimal visual impact. A hedgebank is proposed along the southern boundary of the proposed car park to provide additional screening.

The proposed smaller car park to the east of the farmhouse will involve the removal of a small part of the existing hedgerow. This is considered acceptable in this instance as the hedgerow forms part of the residential curtilage of the original farmhouse and there is an existing gap between the farmhouse and the hedge.

The proposed solar panels will be located on the base of a storage shed to be demolished, it is considered that the solar panels will have less of a visual impact than the shed and, as such, are considered acceptable in terms of visual amenity and the qualities of the National Park. However in order to ensure the Local Planning Authority has effective control over the scale and type of solar panels to be installed a condition is recommended requiring the details of the solar panels to be submitted to and agreed in writing by the Local Planning Authority.

The LPG tank will be located underground and, consequently, will have no adverse visual impact.

### *Amenity*

Policy 30 of the LDP refers to 'amenity' in general with criteria 'a' and 'b'; seeking to avoid incompatible development and significant adverse impact upon the amenity enjoyed by neighbouring properties. There are no immediate neighbours and, as such, the proposal will have no impact upon the amenity of surrounding occupiers.

### *Access and Parking:*

The Highway Authority raised no objection to the proposed development.

The development includes the provision of a car park to the west of the site which includes 2 disabled parking bays and a car park to the east of the site. Furthermore, the National Trust public car park is located approximately 100m to the north east of the site with pedestrian access via the existing pathway.

The application also proposes a pedestrian passing bay along the private road to the front of the site, on land within the applicant's ownership, which is welcomed.

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### *Biodiversity:*

The Authority has a duty to consider and have regard to protected species through the planning process. Protected Species Surveys were submitted with the application which concluded that there was evidence of bats on site. The development has been assessed by PCNPA Ecologist who is satisfied with the survey and proposed mitigation.

### *Other Material Considerations:*

A Public Right of Way runs directly to the north of the site. It is not considered that the development will impact upon the Public Right of way and the Authority's Rights of Way officer recommended that any permission be accompanied by informative notes.

### **Conclusion**

Following consideration of the relevant policies contained within the Local Development Plan and National Planning Policy in the form of Planning Policy Wales (Edition 8, January 2016) and having regard to all material considerations it is considered that the proposed development is acceptable. The proposal will allow for the continued use of the site as tourist accommodation in the form of a bunkhouse and will also provide enhanced visitor facilities. The external alterations proposed to the site are limited and are not considered to raise any overriding concerns in respect of residential or visual amenity or the special qualities of the National Park. The proposed development, subject to suitable conditions, is acceptable and meets the requirements of policies 1, 6, 7, 8, 9, 11, 15, 21, 29, 30, 31, 32, 35, 37, 42, 52 and 53 of the Pembrokeshire Coast National Park Local Development Plan (2010).

### **Recommendation**

Approve subject to the following conditions:-

1. The development shall begin not later than five years from the date of this decision.  
**Reason:** Required to be imposed pursuant to Section 91 (1) of the Town and Country Planning Act 1990 (as amended).
2. The development shall be carried out in accordance with the following approved plans and documents:
  - Site Plan 1:1250 (received 3 August 2016)
  - Site Plan 1:2500 (received 3 August 2016)
  - RunwaySkiln foul drainage (received 3 August 2016)
  - Lavatories and Bunkhouse Existing Unaltered RE01 (received 3 August 2016)
  - Bunkhouse Existing Unaltered RE03 (received 12 September 2016)
  - Farm House Proposed Plans RP01 (received 3 August 2016)
  - Proposed Cafe RP02 (received 12 September 2016)
  - Proposed Block Plan RP03 (received 12 September 2016)

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Proposed landscaping Plan RP04 (received 12 September 2016)  
 Proposed External Lighting RP 05 (received 12 September 2016)  
 Fencing and layout details (received 12 September 2016)  
 Long Section RP06 (received 12 September 2016)  
 Extended Phase 1 Ecology Survey (received 3 August 2016)  
 Protected Species Survey for all Protected Species by Biodiversity Solutions, September 2016 (received 12 September 2016)  
 Reptile Method Statement for Runway Kilns by Biodiversity Solutions (received 12 September 2016)

**Reason:** In order to be clear on the approved scheme of development in the interests of protecting visual amenity and the special qualities of the National Park. Policy: Local Development Plan – Policies 1 (National Park Purposes and Duty), 8 (Special Qualities), 11 (biodiversity), 15 (conservation of the Pembrokeshire Coast National Park), 29 ((sustainable Design) & 30 (Amenity).

3. The café hereby approved shall be used as a café and for no other purposes including any other purpose in classes A1 or A3 of the schedule of the Town and Country Planning (Use Classes) Order 1987 (or in any provision equivalent to that class in any statutory instrument amending or revoking and re-enacting that order).  
**Reason:** To ensure inappropriate use of the site does not take place and to protect the vitality of rural centres. Policy: Local Development Plan - Policy 6 (Rural Centres)
  
4. The occupation of the Manager's accommodation linked to the bunkhouse development shall be limited to the manager or civil partner of such a person, and any resident dependents of the bunkhouse enterprise.  
**Reason:** This permission has been granted solely having regard to the special circumstances of the case and use not in accordance with the requirements of the condition would require the further consideration of the Local Planning Authority in the light of the Local Development Plan and any other material considerations. Policy: Local Development Plan - Policy 42 (Employment Sites and Live Work Units).
  
5. The development shall utilise soakaways to dispose of surface water. If, however, ground conditions are not suitable for the use of soakaways/infiltration type SuDS, and alternative method of disposal will be required, which shall be submitted to and agreed in writing by the Local Planning Authority prior to beneficial use. The development shall be carried out in accordance with the agreed details.  
**Reason:** To ensure that effective drainage facilities are provided for the proposed development and that no adverse impact occurs to the environment or the existing public sewerage system. Policy: Local Development Plan – Policy 29 (Sustainable Design).
  
6. Prior to development commencing on site, details of the fenestration and solar panels shall be submitted to and agreed in writing by the



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Local Planning Authority. The development shall be carried out in accordance with the agreed details.

Reason: To ensure a proper standard of development and appearance in the interests of conserving the amenities and special qualities of the area. Policy: Local Development Plan – Policies 1 (National Park Purposes and Duty), 15 (Conservation of the Pembrokeshire Coast National Park) and 29 (Sustainable Design).

7. No development shall take place until details of both hard and soft landscape works have been submitted to and approved in writing by the local planning authority.

Hard landscaping details shall include:

- A statement setting out the design objectives and how these will be delivered including measures for the protection of retained hedgebanks throughout the course of development
- Earthworks showing existing and proposed finished levels or contours – specifically areas to be surfaced such as car parks and vehicle passing place
- means of enclosure and retaining structures – specifically hedgebank construction specifications
- Hard surfacing materials clarifying implementation and consideration to permeability

Soft landscape works shall include

- planting plans;
- written specifications (including cultivation and other operations associated with plant and grass establishment);
- schedules of plants noting:
  - Species
  - Plant supply sizes
  - Proposed numbers/densities where appropriate;
  - Implementation programme (including phasing of works where relevant).

**Reason:** *In the interest of protecting visual amenity and the special qualities of the area. Policy: Local Development Plan - Policy: 1 (National Park Purposes and Duty), 8 (Special Qualities), 11 (Protection of Biodiversity), 15 (Conservation of the Pembrokeshire Coast National Park), 30 (Amenity).*

8. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees, plants and grassed areas which within a period of 5 years from the completion 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.

**Reason:** *In the interest of protecting visual amenity and the special qualities of the area. Policy: Local Development Plan - Policy: 1 (National Park Purposes and Duty), 8 (Special Qualities), 11 (Protection of Biodiversity), 15 (Conservation of the Pembrokeshire Coast National Park), 30 (Amenity).*

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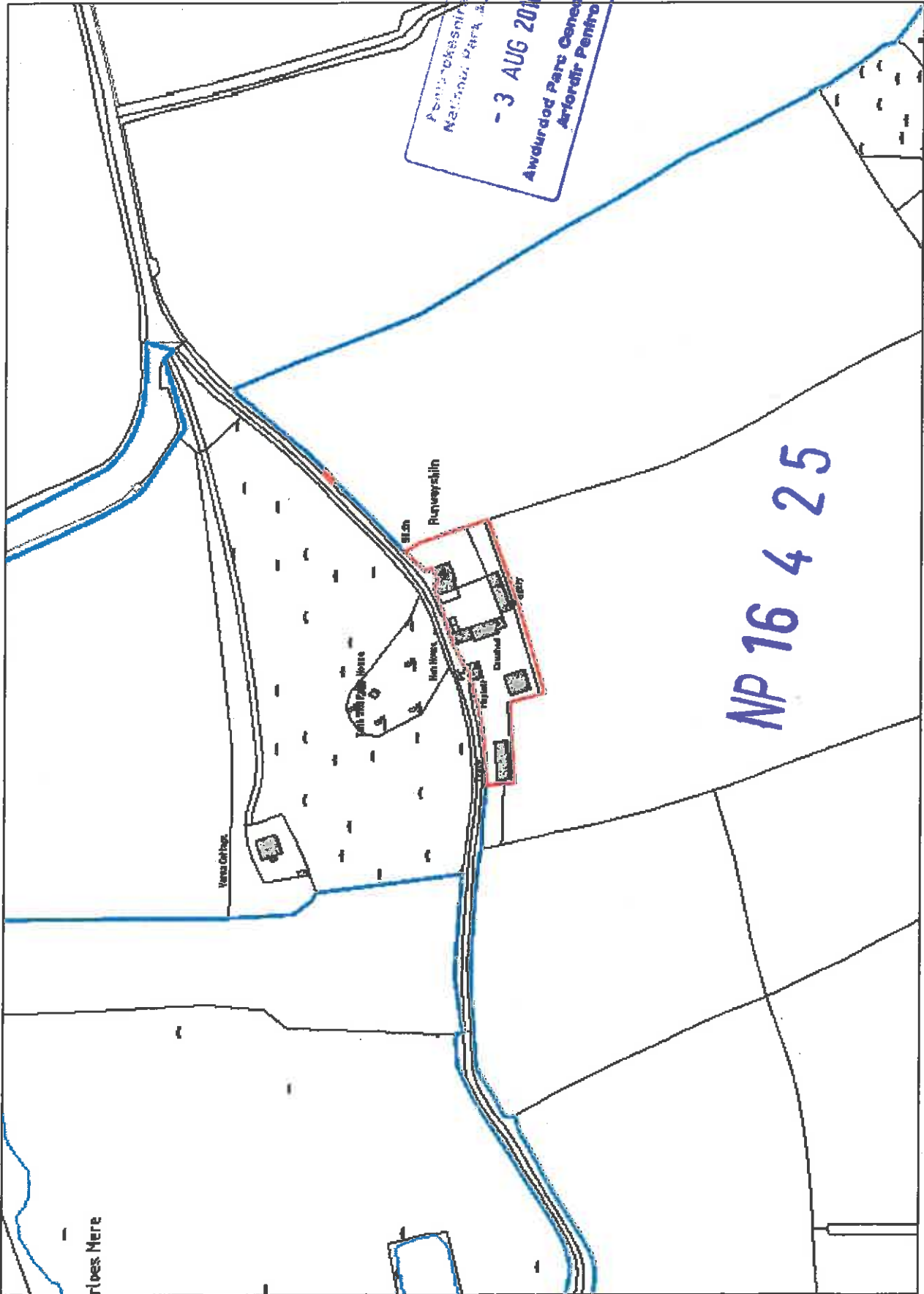
### **Informatives**

The Access Officer has made the following comments:-

- a) Access to the site is via a registered public right of way (footpath PP62/22 refers). The landowner/applicant's attention is drawn to the restrictions imposed by Section 34 of the Road Traffic Act 1988 regarding the prohibition of driving motor vehicles on public footpaths and the need for lawful authority in order to do so.
- b) Maintenance of the access land to a standard suitable for the passage of motor vehicles to serve as a private access for the proposed development, would be the responsibility of the land owner.
- c) The safety of members of the public using the public right of way must be ensured at all times
- d) There must be no diminution of the width of the right of way.
- e) No building materials should be stored on and no damage caused to the surface of the public right of way
- f) Vehicle movements and parking must be arranged so as not to interfere unreasonably with public's use of the rights of way.
- g) No barriers are to be placed over the public right of way, either of a temporary or permanent nature.
- h) The applicant is advised that a Development license may be required from Natural Resources Wales (NRW) to authorise the proposed mitigation works and advice should be sought from NRW.



# NT Map Runwayskiln 1 2500



### Legend

- ▲ Definitive Properties (GB)
- NT Ownership (GB)
- NT Leasehold (GB)

Item 5c)



1: 2,500

### Notes

This map was automatically generated using the National Trust GIS Browser

This map is a user generated static output from an Intranet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.

**THIS MAP IS NOT TO BE USED FOR NAVIGATION**

NP 16 4 25

0.1 Kilometers

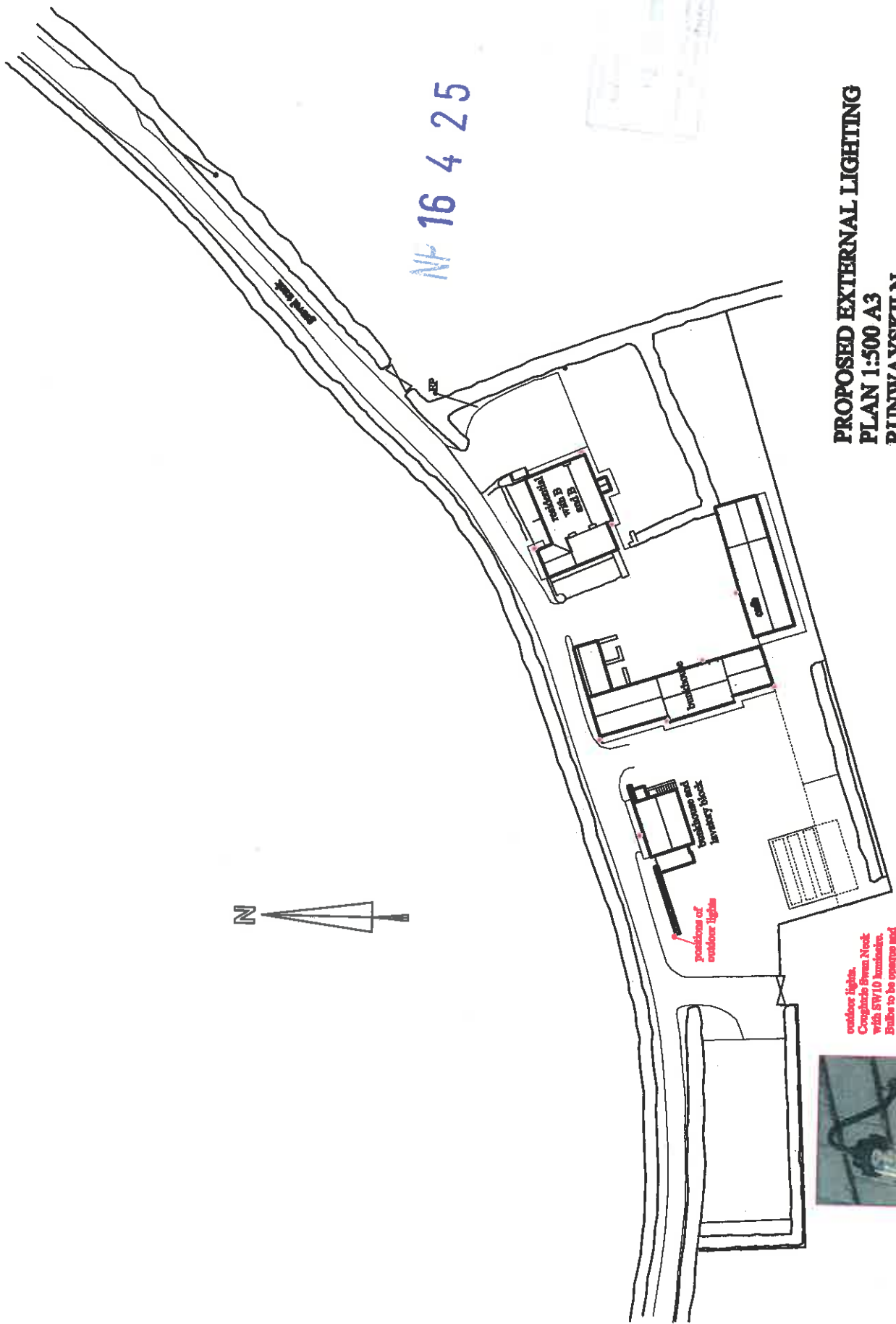


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0.1

British National Grid





**PROPOSED EXTERNAL LIGHTING  
 PLAN 1:500 A3  
 RUNWAYSKILN  
 RP 05**

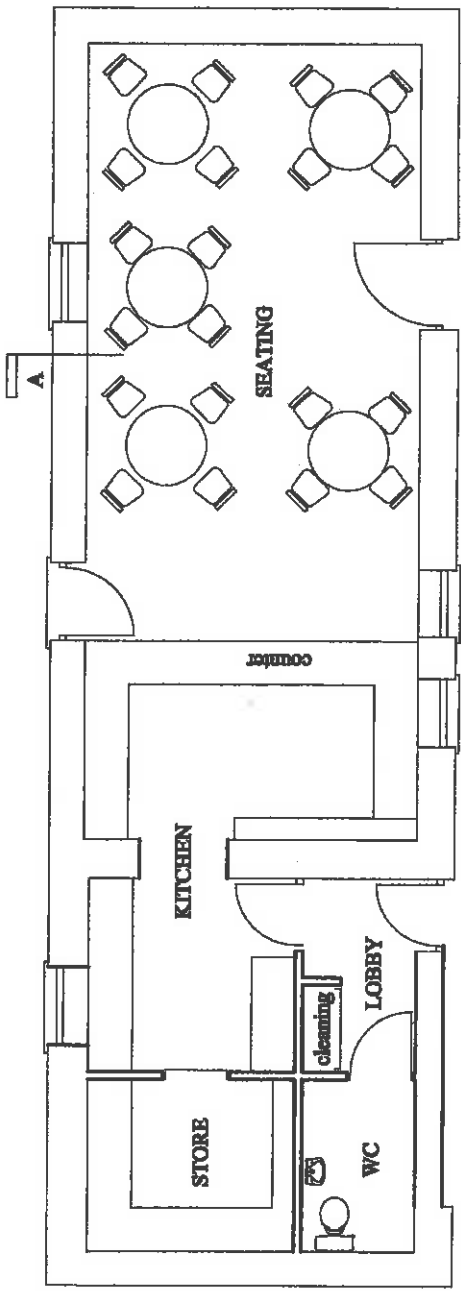
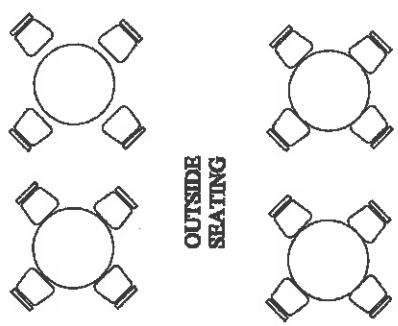


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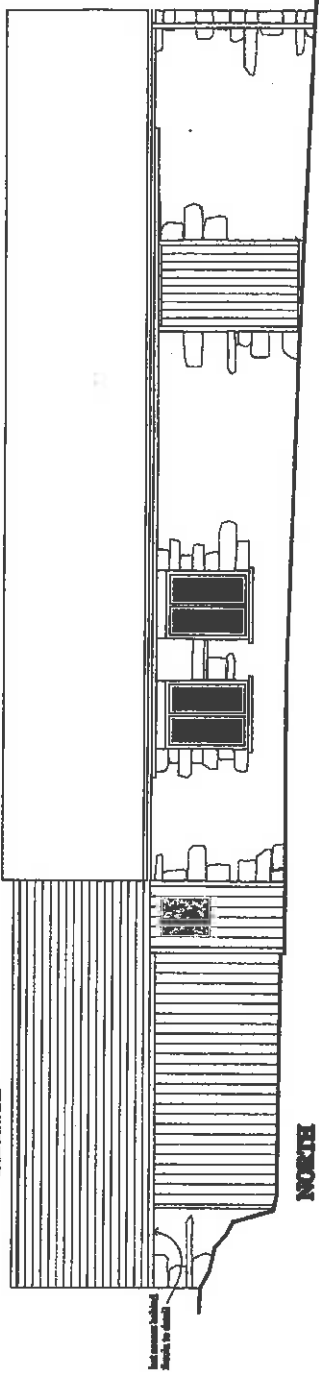
positions of  
 outdoor lights

outdoor lights.  
 Complete Ewan Neek  
 with SW10 luminaire.  
 Bulbs to be orange red  
 warm white (CCT <  
 2700K)

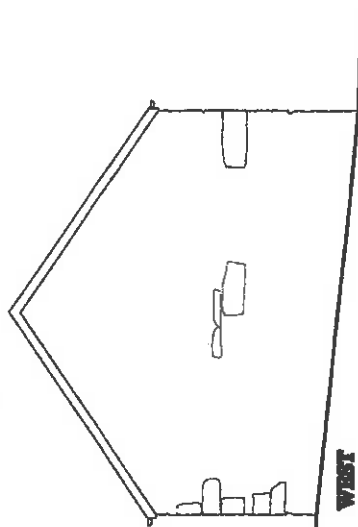




PLAN



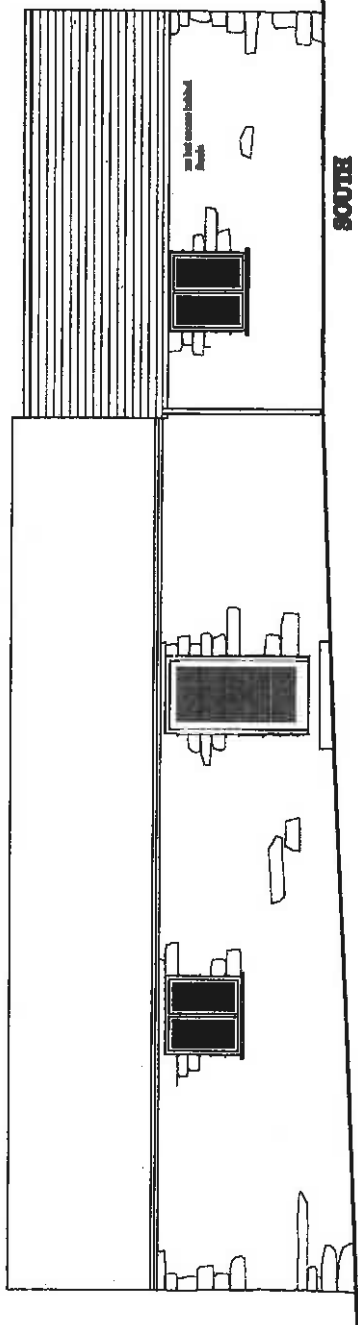
NORTH



WEST

NP 16 4 25

Proposed Cafe at Runwayskiln  
 12 SEP 2016  
 The Development



SOUTH

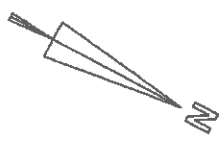
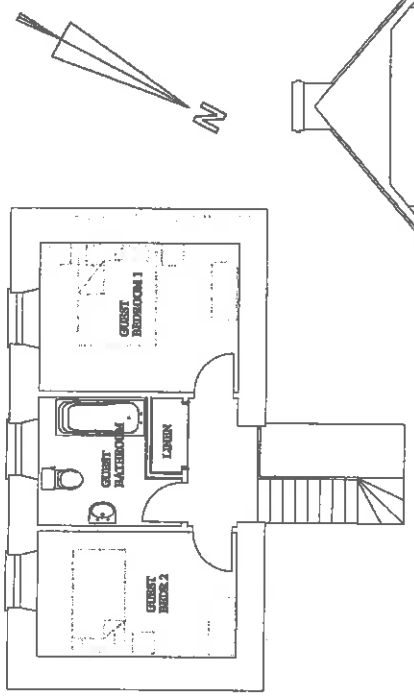
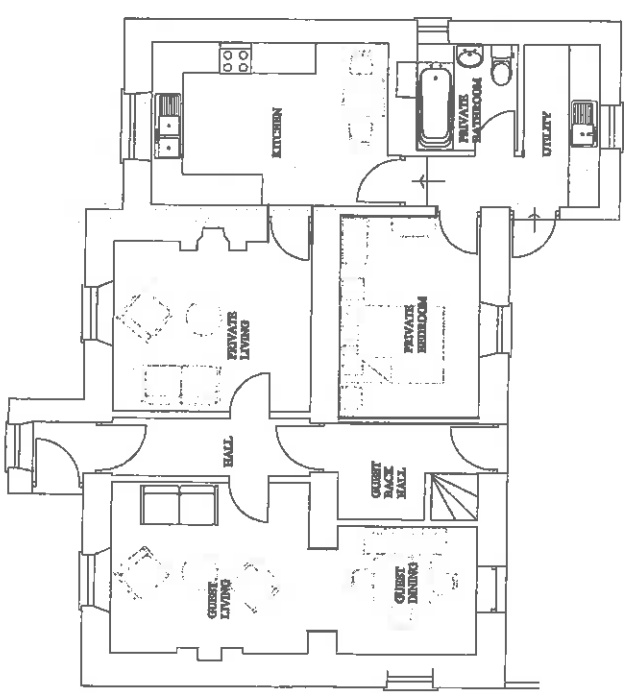
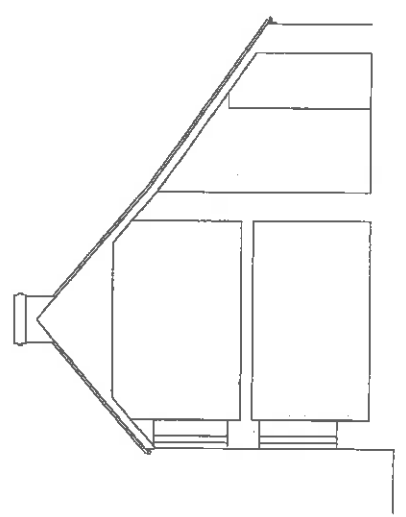
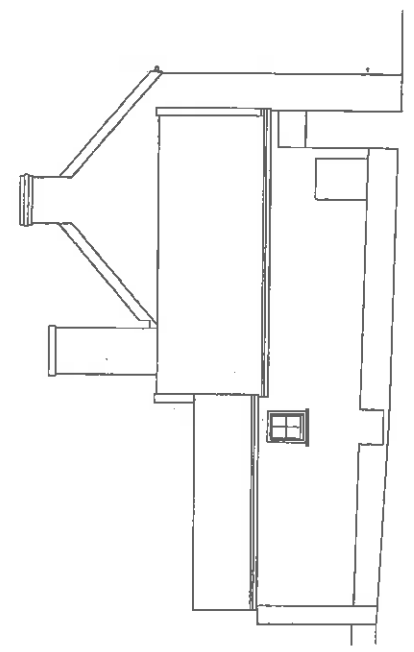
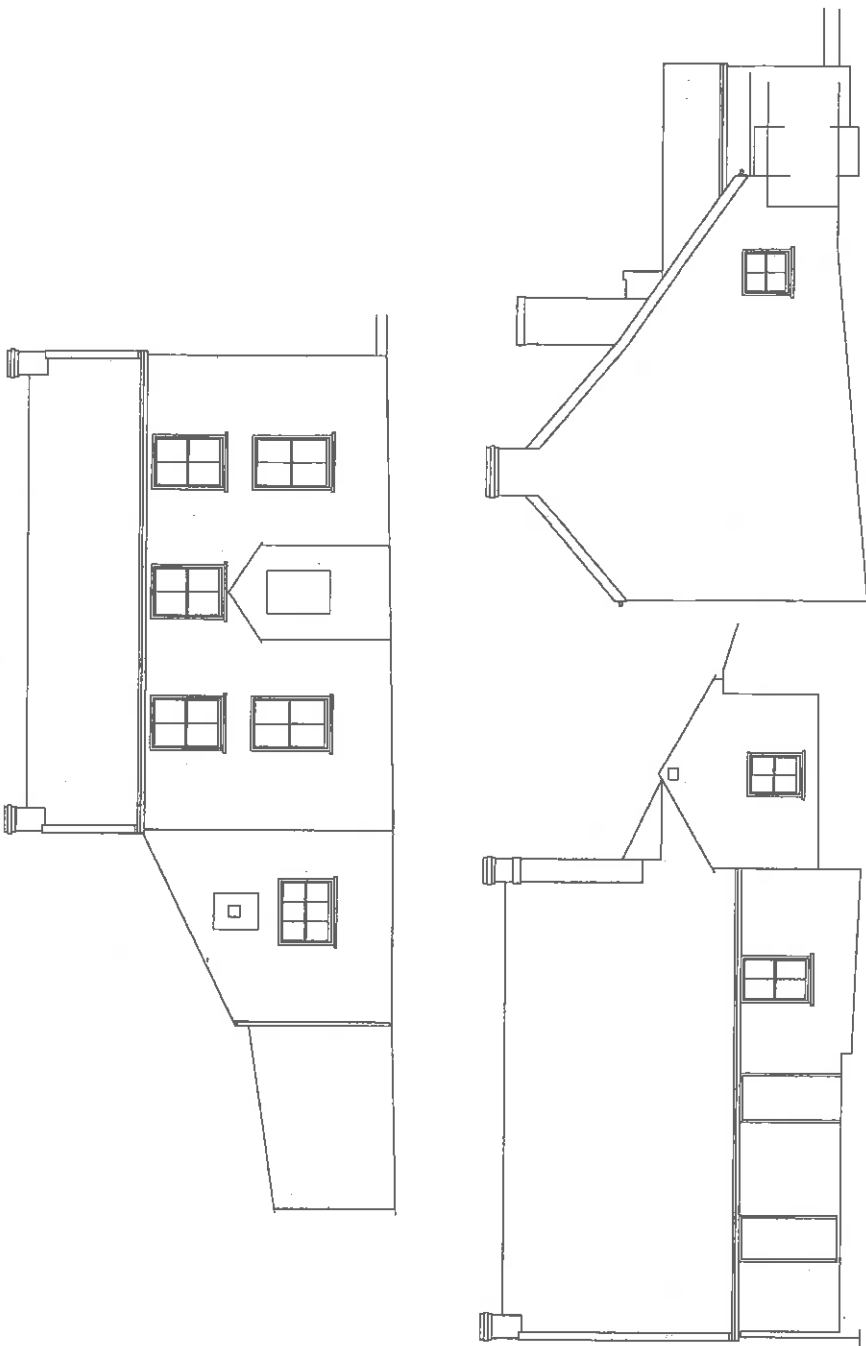
PROPOSED CAFE AT  
 RUNWAYSKILN  
 SCALE 1:50 at A2 RP 02

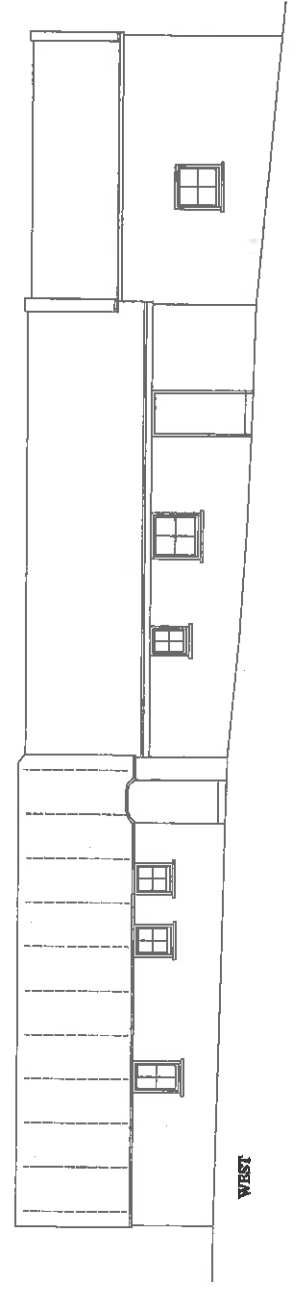
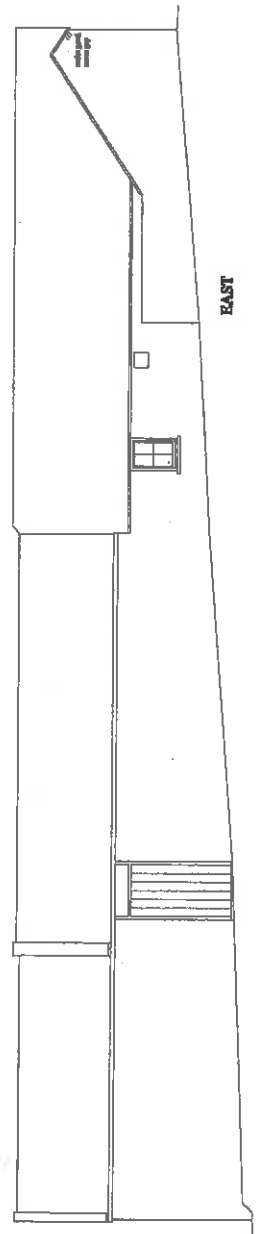
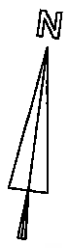
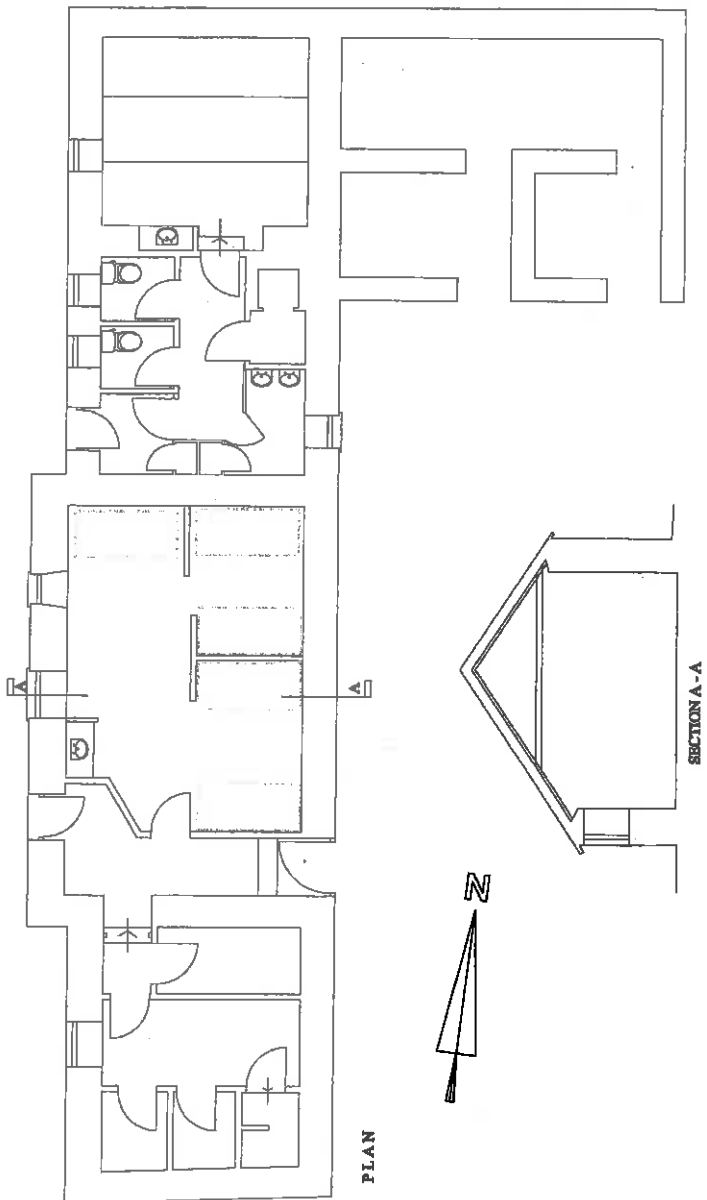
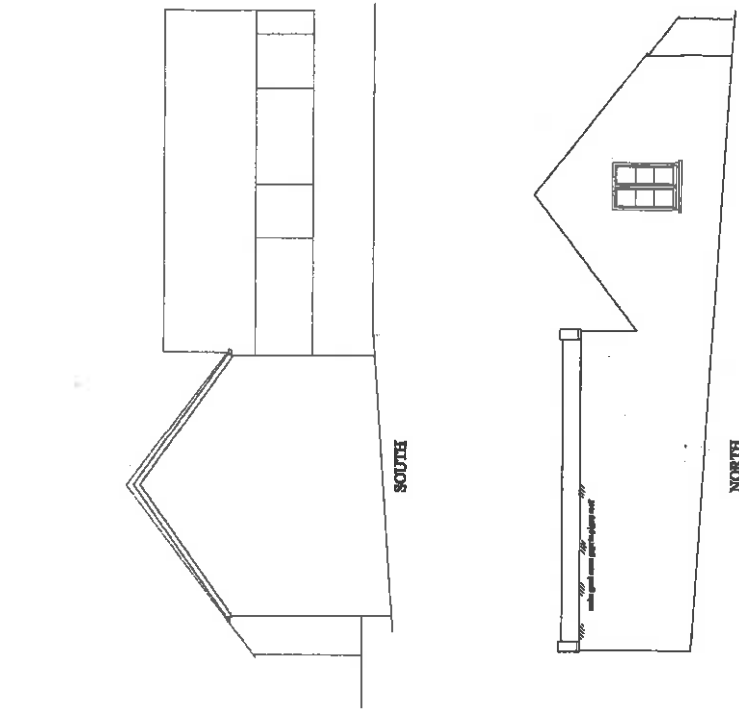
Item 5c)

FARMHOUSE AT RUNWAYSKILN,  
MARLOES  
PROPOSED PLANS 1:50 RP 01

NP 16 4 25

3 AUG 2018  
Architectural Services



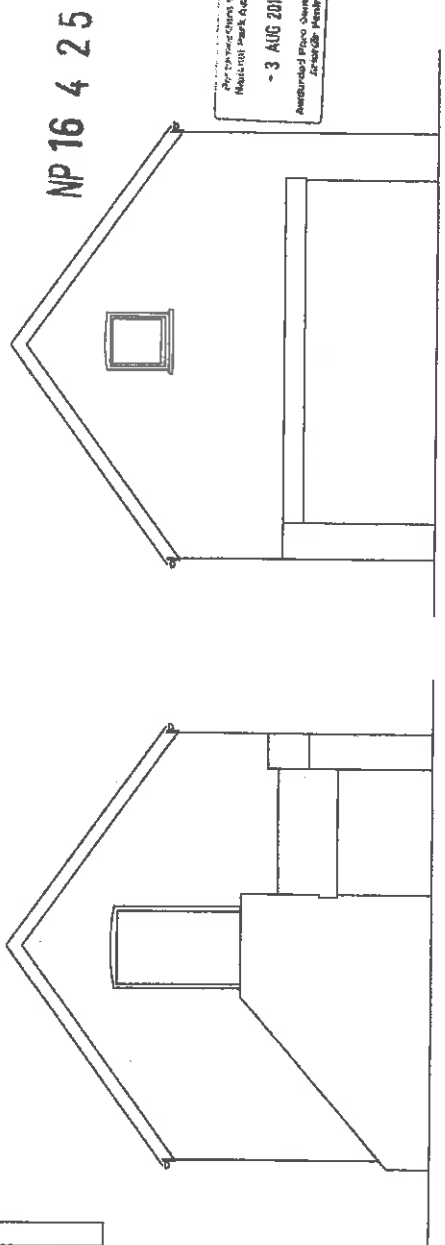
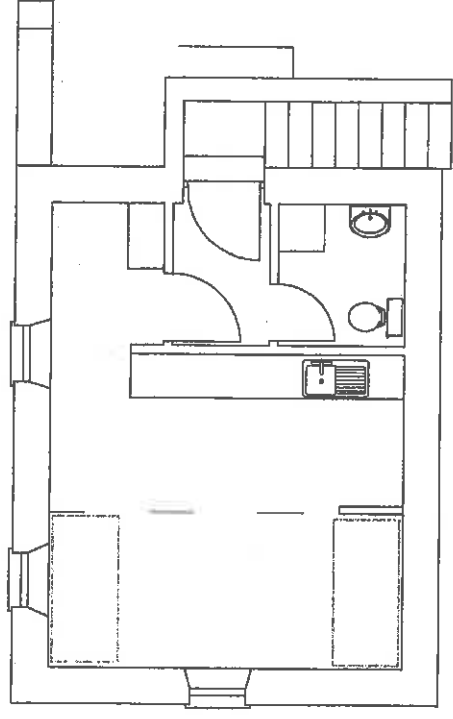
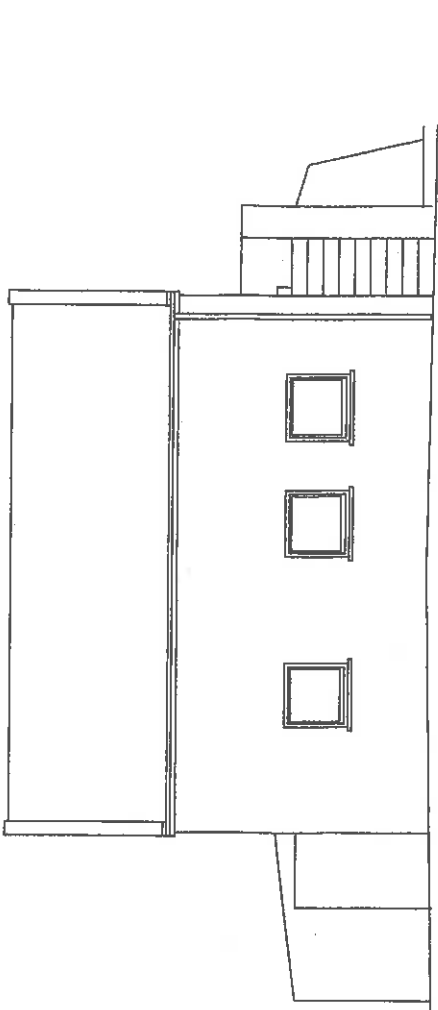
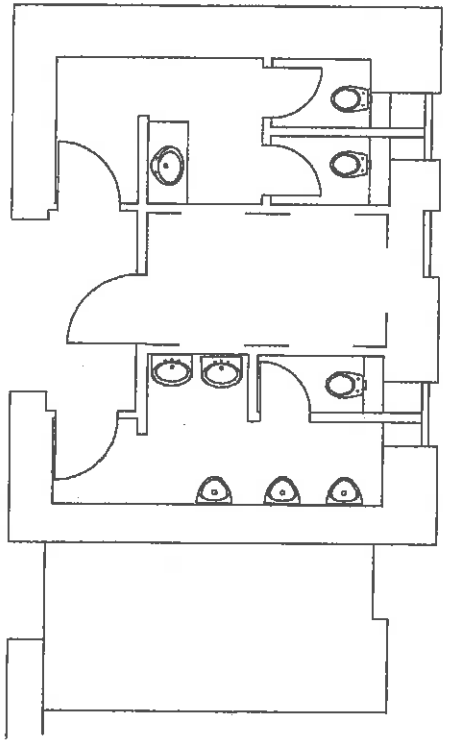
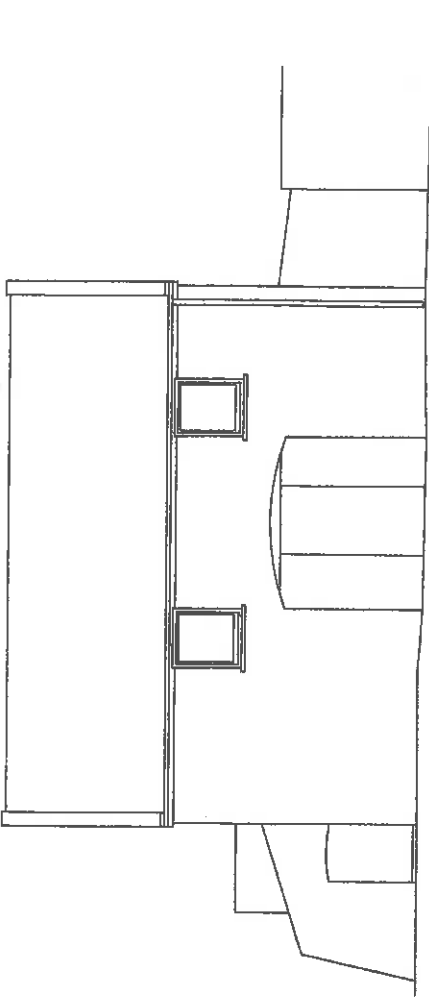


16 4 25

Permitted to Construct  
 12 SEP 2018  
 Approved by the City of  
 Portland, Oregon

Item 5c)  
 BUNKHOUSE AT RUNWAYSKILN,  
 MARLOES  
 EXISTING UNALTERED 1:50 A1  
 RE 03





NP 16 4 25

Item 5c)  
Perched on the Coast  
Marlborough Park Accessibility  
- 3 AUG 2016  
Aurubund Price Observations  
Landscape Architects

LAVATORIES AND BUNKHOUSE AT RUNWAYSKILN, MARLOES  
EXISTING UNALTERED 1:50 A2 RE 01