



Penderfyniadau
Cynllunio ac
Amgylchedd **Cymru**
Planning &
Environment
Decisions **Wales**

Adroddiad

Ymweliad â safle a wnaed ar 8 Chwfror
2023

gan Siân Worden BA DipLH MCD RTPI

Arolygydd a benodir gan Weinidogion
Cymru

Dyddiad: 16.03.2023

Report

Site visit made on 8 February 2023

by Siân Worden BA DipLH MCD RTPI

an Inspector appointed by the Welsh
Ministers

Date: 16.03.2023

TOWN AND COUNTRY PLANNING ACT 1990 – SECTION 77

Application by:

Mr Will Ward

Local Planning Authority:

Denbighshire County Council

For:

Development of land to form holiday park including the conversion of existing clubhouse to form reception building, erection of new clubhouse building, bunkhouse building, 7 holiday pod accommodation units, 23 two bedroom holiday lodges, 7 three bedroom lodges and 7 four bedroom lodges. Works to existing access, formation of internal pathways, 2 wildlife ponds, parking, landscaping and associated works.

At:

**Former Rhyl Rugby Club Waen Road
Rhuddlan Rhyl LL18 5RS**

Reference:

CAS-01507-C2N7W0

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LIST OF ABBREVIATIONS

ALC	Agricultural land classification
AONB	Area of Outstanding Natural Beauty
BMV	Best and most versatile [agricultural land]
CC	Community Council
Future Wales	Future Wales The National Plan 2040
LDP	Local Development Plan
NRW	Natural Resources Wales
PEDW	Planning Environment Decisions Wales
PPW	Planning Policy Wales Edition 11
TANs	Technical Advice Notes
TC	Town Council
WG	Welsh Government

Ref: CAS-01507-C2N7W0

Site address: Former Rhyl Rugby Club, Waen Road, Rhuddlan, Rhyl LL18 5RS

The Welsh Ministers have transferred the authority to decide this appeal to me as the appointed Inspector.

- The application was called in for decision by the Minister for Climate Change, one of the Welsh Ministers, in a letter issued under section 77 of the Town and Country Planning Act 1990, on 24 September 2021.
- The application is made by Mr Will Ward to Denbighshire County Council
- The application ref 47/2020/0593/PF is dated 11 August 2020.
- The development proposed is a holiday park including the conversion of the existing clubhouse to form a reception building, the erection of a new clubhouse building, a bunkhouse building, 7 holiday pod accommodation units, 23 two-bedroom holiday lodges, 7 three-bedroom lodges and 7 four-bedroom lodges. Works to existing access, formation of internal pathways, 2 wildlife ponds, parking, landscaping and associated works.
- The reason given for making the direction was that the proposed development is a departure from the adopted LDP and, due to its conflict with national planning policies, it is of more than local importance.
- On the information available at the time of making the direction, and further to the issues identified in the request for the application to be called in, the following are the matters on which this report shall inform the Minister for Climate Change for the purpose of her consideration of the application:
 - The relevant national policies relating to sustainability, placemaking, and the protection of BMV land;
 - The development plan for the local planning authority's area.

Summary of Recommendation: That the application be refused.

Background and Procedural Matters

1. On 24 September 2021, the Minister for Climate Change called in the planning application for determination by the Welsh Ministers. At that time, the Council had not made a formal determination on the application. In accordance with the Council's adopted scheme of delegation, the planning application required a committee level decision. A report was therefore taken to the December 2021 Planning Committee to seek a resolution on the Council's Statement of Case.
2. The resolution of the December 2021 Planning Committee was to: "Support refusal of planning permission...' for the following reasons:
 - The proposed development would be too large in the open countryside, contrary to planning policy;
 - The proposed development was contrary to LDP Policy PSE12 [on chalet, static and touring caravan and camping sites]
 - The proposed development would be on agricultural land of Grade 3A quality;
 - Access to the proposed development by non-car modes would be poor; it would not offer good active travel connections; and highway access would be poor.

The Site and Surroundings

3. The application site is in open countryside surrounded largely by agricultural fields. The land in this area undulates and routes through it are winding and narrow. Fields are generally enclosed with hedgerows which include sporadic mature trees. To the south east boundary of the main site there is woodland; a footpath also runs through the site in this location.
4. The main part of the site, where the now disused pitches, clubhouse and other club facilities are located, is a rectangular parcel of land set well back from the lane passing the entrance, the B5429, along a curving access way. The margin of undeveloped land running alongside the access way widens at the junction with the lane forming a flat, open area of some size adjacent to the site entrance.

The Proposal

5. The proposal is for a holiday lodge park with 44 permanent holiday lodges and pods. The existing, single storey club house would be refurbished to form a reception area, café, games area, shop and cycle hire office. Adjacent to this would be a mainly two storey, newly built club house containing a gym and swimming pool, and upstairs, a restaurant and external terrace.
6. In addition, a 1½ storey bunkhouse would be constructed on the area of land adjacent to the entrance. This would have 24 bedspaces in two dormitories and two single rooms, shower rooms, a kitchen, dining, and sitting area. Parking for the bunkhouse would be adjacent to it; for the refurbished club house and new club house it would be in front and to the side of these buildings; parking for the pods and chalets would be in small blocks throughout the site.

National and Local Planning Policy

Future Wales – the National Plan 2040 (Future Wales)

7. Future Wales was published in February 2021 and is part of the development plan. Policies in it which are most relevant to this application include:
 - Policy 5 – Supporting the rural economy
 - Policy 12 – Regional Connectivity
 - Policy 21 – Regional Growth Area – North Wales Coastal Settlements 4.6

Planning Policy Wales (PPW)

8. The main parts of PPW which deal with matters relevant to this application are:
 - Development in the countryside - paragraph 3.60
 - Best and Most Versatile agricultural land – paragraphs 3.58 -3.59
 - The rural economy – section 5.6
 - Landscape, including AONB and local landscapes – paragraphs 6.3.1 – 6.3.19
 - Sustainable transport and active travel – paragraphs 4.1.9 – 4.1.35
 - Tourism – section 5.5

Technical Advice Notes (TANs)

9. The relevant TANs are:
 - TAN 5 Nature Conservation and Planning (2009)

- TAN 6 Planning for Sustainable Rural Communities (2010)
- TAN 12 Design (2016)
- TAN 13 Tourism (1997)
- TAN 16 Sport, Recreation and Open Space (2009)
- TAN 20 Planning and the Welsh Language (2017)

Denbighshire Local Development Plan 2006-2021 (LDP)

10. The LDP was adopted in June 2013. The LDP policies most relevant to this case are:

- Policy BSC12 – Community facilities
- Policy PSE4 – Re-use and adaptation of rural buildings in open countryside
- Policy PSE5 – Rural economy
- Policy PSE11 – Major new tourism developments
- Policy PSE12 – Chalet, static and touring caravan and camping sites
- Policy PSE14 – Outdoor activity tourism
- Policy VOE1 – Key areas of importance
- Policy VOE2 – Area of Outstanding Natural Beauty and Area of Outstanding Beauty
- Policy VOE5 – Conservation of natural resources
- Policy ASA3 – Parking standards

Planning History

11. The site is a former rugby club and its land and buildings are therefore within use class D2. The Council notes that there are a number of historical planning consents for the site in relation to the former rugby club use but these are not relevant to the current proposal.

The Case for the applicant

12. The applicant's case, which I have summarised from their planning statement, is as follows.
13. The applicant's proposals are the provision of a high quality holiday lodge park, together with bunkhouse, a leisure complex with restaurant and conversion of the existing sports/social club to provide reception, cafe, shop and cycle hire office. The proposals should not however be considered in isolation.

Securing the Future of Rhyl Rugby Club

14. The application site is land previously occupied by the former Rhyl and District Rugby Club. The proposals represent the final phase of relocation of the club and development of the Tynewydd Fields community facility in Rhyl. Purchase of the application site by North Wales Construction at a figure reflecting redevelopment value, together with assistance received from Denbighshire County Council, has secured relocation of the rugby club and has allowed the development of a new community social and sporting facility at Rhyl. As a result of the assistance received, the rugby club is now operating in profit. The proposed development will further secure the future of the rugby club through a long term sponsorship commitment provided by North Wales Construction. That is not however the only community benefit resulting from the proposals.

Additional Community Benefits

15. In addition to helping secure the future of Rhyl Rugby Club, development at the Waen Road site will bring further community benefits locally. North Wales Construction is a local firm with a strong social corporate responsibility ethos, committed to offering elements of community use of the facilities to be provided at the site. These will include use of the bunkhouse facility at certain times for local groups, use of the swimming pool complex at certain times for local residents and for swimming lessons and also use of facilities at the site for local community events. The developers are also committed to raising voluntary contributions from visitors to the lodge facility when booking in order to further support nominated local initiatives and charities with match funding from the site management company.

A Sustainable Development & Facility

16. The proposed lodges would be permanent, purpose-built structures constructed to a high specification. All lodges will be constructed of natural pine interlocking logs with natural wood doors and windows and natural slate roofs and would have a timber patio area with hot tub, together with glazed gables. The bunkhouse would also be constructed of natural pine logs with natural wood windows and natural slate roof.
17. Comprehensive landscaping and biodiversity improvements are an integral part of the proposals, and the pods/lodges would be arranged in clusters interspersed by open space and additional landscaping. The existing silted-up pond would be reinstated, and additional balancing ponds and swales would provide additional habitats and further enhance biodiversity. The enhancements would retain existing planting with the provision of additional planting, decorative shrub planting, native under storey planting and wild-flower meadows. Planting would be a mix of mature and semi-mature specimens ensuring rapid cover. All significant boundary tree cover will remain intact. The landscaping and planting proposals for the site will ensure that landscape quality within the site and wider landscape is not harmed.
18. Further to comments received from NRW during pre-application consultation, a detailed mitigation strategy has been prepared. It demonstrates a beneficial impact post-development with regard to protected species, including great crested newts. The strategy demonstrates how the development will provide safeguards and fund mitigation and habitat enhancement in the long term.
19. A key objective of the facility is to develop the site as a base for outdoor holiday activities. The tourism/business viability study shows that there is significant range and choice of outdoor activities within easy reach. A key management strategy will be to partner the facility with appropriate local businesses and volunteers to create activity packages and there will be on-site activity tuition and organised/communal transport provided from site to pre-booked activity locations. This will involve targeted promotions to prospective customers who can plan and book everything whilst booking the accommodation.
20. Car parking provision at the site would include disabled parking facilities, electric vehicle and electric bike charging facilities, and there would be cycle hire available on site or as part of a pre-booked package. Location of the site provides ideal access to the Clwydian footpath which runs close to the south eastern site boundary and links with the Offa's Dyke footpath network. The developer is committed to minimising use of the private car once visitors arrive at the facility and to encouraging and supporting cycling and walking.

Business Viability and Economic Benefits

21. The applicant considers the scheme will increase productivity and competitiveness of the tourism industry in this rural part of North Wales and will support local businesses in and around the AONB which collectively deliver outdoor experiences. The development will

contribute to the local economy through the attraction of new visitors, their associated expenditure and use of local suppliers. It is intended that all the accommodation will be designed to meet or exceed Visit Wales 4*/5* Self Catering Accommodation Standards and will seek gold awards under the Green Tourism Business Scheme. The scheme will also aim to increase overall accommodation quality ratings within the area.

22. The tourism business viability study concludes that the facility will generate local employment and visitor spending in the local economy. The majority of employment on site will be created in business management, marketing and administration, as well as cleaning, maintenance and catering. Based on 70% occupancy, the annual lodge income is estimated at approximately £1.25 million per annum and additional growth expenditure within the local economy is estimated at a further £1.44 million. It is anticipated that there will be 10-12 full time equivalent jobs on site (excluding catering and casual labour). In addition, it is estimated that there will be a 4-5 additional full time equivalent jobs created by indirect employment at local shops, pubs and restaurants etc. Full time equivalent job creation therefore is likely to be 14-17 excluding restaurant, bar and cafe staff.

Summary

23. It is clearly the case that the facility is viable, will create employment locally and will help sustain the rural economy. The site will be developed in a sustainable manner utilising locally sourced natural materials and incorporating comprehensive and substantial landscape improvements and biodiversity enhancements. A sustainable drainage scheme will be incorporated to ensure there is no increase in surface water runoff. Careful attention has been given to design of the scheme and landscaping improvements in order to ensure that the facility is appropriate in scale and nature to its location. A landscape and visual impact assessment has been undertaken and has concluded that there will be no detriment to landscape character. There will be a small shop selling local produce and the facility will offer additional services to the local community. Whilst not in itself of particular architectural quality, the proposals include for the conversion of the existing sports/social club and significant landscape improvements at the site. Clearly, the applicant's proposals accord with LDP Policy PSE5.
24. The proposals will reinforce the tourism offer in the county and further support the outdoor activity sector whilst at the same time providing community benefits. The proposals therefore also accord with LDP Policies PSE4 and PSE14. As concluded in the community linguistic statement provided, the proposals would impact positively on the community and the Welsh language. Acquisition and proposed development of the site has facilitated relocation of the rugby club and development of the Tynwydd community facility. Clearly therefore, the proposals accord positively with the provisions of policy RD5 and are in accord with the spirit of Policies BSC3, 11 and 12.
25. Whilst it is acknowledged that the site comprises for the most part good quality agricultural land, the need to realise development value and subsequent development of the site in order to secure the relocation and continued survival of the rugby club, a hugely important recreational and community asset, is clear. That development value could not be realised at any other location. It should be noted that, in agricultural terms, the Waen site is of modest size only and the ALC surveyor has commented that the development would result in the loss of only a 'fraction of a percentage' of the best and most versatile land in the area, which also includes significant levels of grade 1 and 2 land. The impact of the proposed development in terms of loss of agricultural land is therefore considered to be low. Furthermore, the site is in any event not in agricultural use. The site has been used for the past 45-50 years, until very recently, as a rugby club. The site therefore retains lawful use rights which dictate that the site could be used for other similar recreational/leisure use without the need for planning permission.

26. PPW confirms that the countryside must be conserved and enhanced for the sake of its ecological, cultural and agricultural value as well as for its landscape and natural resources. However, PPW also advises that the need to conserve these attributes must be balanced against the economic, social and recreational needs of local communities and visitors. PPW specifically acknowledges that tourism development is vital to economic prosperity and job creation in many parts of Wales. In rural areas, PPW advises that tourism development is an essential element in providing a healthy and diverse economy, provided it is delivered in a way that is sympathetic in nature and scale to the local environment. The guidance goes on to say that a strong rural economy is essential to support sustainable and vibrant rural communities and that the establishment of new enterprises is crucial to the growth and stability of rural areas. It is considered that the applicant's proposals are in accord with these broad objectives. The facility can be provided in a manner that assists both the local economy and local community, whilst at the same time protecting the local landscape and protecting and enhancing biodiversity.

The Case for the LPA

27. The case for the Council, taken from its statement of case, is set out below.

Principle / scale of development

28. The site is located within the open countryside as identified in the adopted Denbighshire LDP. PPW states that development in the countryside should be located within and adjoining those settlements where it can be best be accommodated and that new building in the open countryside must continue to be strictly controlled. New development should be of a scale and design that respects the character of the surrounding area and the countryside must be conserved and, where possible, enhanced for the sake for its landscape and agricultural value.
29. The former rugby club site is positioned in open countryside close to the Clwydian Range and Dee Valley AONB and Offas Dyke Path National Trail. The application is for a very large luxury holiday accommodation comprising of holiday pods and lodges and a bunk house; at capacity the park could sleep 228 persons.
30. Whilst the lodges proposed are built development, the proposal includes holiday pods, which could fall within the legal definition of a caravan and be contrary to Policy PSE12.
31. The business case contained in the applicant's Tourism Report sets out the wider economic benefit to the County and region and confirms the proposal would generate jobs and increase visitor spend in the County. It does not, however, demonstrate a direct link to the local economy to help sustain local rural communities, and is therefore in conflict with PSE5.
32. The development would have a huge impact on the visual amenity and the landscape character of the area, introducing an urban feel to open countryside. The existing clubhouse is single storey with a flat roof. The proposed new clubhouse is two storeys with a pitched roof, and will have a greater impact on the skyline. The holiday lodges, and bunkhouse are also two storeys, again having an impact on the skyline. In total 38 two storey buildings will be erected. The bunkhouse is close to and will be visible from the B5429 highway.
33. The AONB Advisory Committee comments that the lighting needs to be controlled to protect the setting of the protected landscape and dark sky ambition. This will be very difficult to achieve with the lodges and club house having floor to gable glazing; harm from light spillage could not therefore be controlled through the imposition of conditions.
34. The proposal would also be visible in views from Moel Hiraddug which is open access land within the Clwydian Range and Dee Valley AONB and from higher ground along the

Offa's Dyke Path National Trail, affecting the setting of these assets. The proposal cannot therefore be considered to be appropriate in scale and nature to its location, or to respect the character of the rural setting, contrary to Policy PSE5 (i) and PPW.

Loss of best and most versatile agricultural land

35. PPW gives weight to protecting land of grades 1, 2, and 3a quality in the Agricultural Land Classification (ALC). It notes that this land is the best and most versatile (BMV) which justifies conservation as a finite resource for the future. Land of this quality should only be developed if there is an overriding need for the development, and previously developed land or land of a lower grade is unavailable. The applicant's business case sets out the economic benefit of the proposal to the County and region but the Council does not consider a compelling case has been made to demonstrate an overriding need for the development in this specific location. There is no evidence of a sequential assessment being carried out to consider alternative brownfield sites or lower grade land elsewhere and therefore the loss of BMV land is unjustified.

Highways, access and accessibility

36. The Council quotes several passages from PPW and Future Wales relating particularly to minimising the need to travel and reliance on the car, locating most new development in rural areas in settlements which have relatively good accessibility by non-car modes, and active travel.
37. The site is located on the B5429 which is narrow and twisting with blind bends. It is also frequently used by slow moving tankers and agricultural vehicles. The road does not have public footpaths along it, is poorly lit, has a speed limit of 60mph, and is thus dangerous for pedestrians and cyclists. It is unrealistic to expect holiday makers to walk nearly 2 miles to the centre of Rhuddlan or 2.5 miles to the centre of St Asaph along such a road before they can access public transport. The site cannot therefore be considered to be accessible, or well served by public transport, and it is likely that visitors to the site would be predominately car based.
38. Historic visitor vehicle movements for Rhyl Rugby Club have been provided to demonstrate the highway network can accommodate a development of the scale proposed. The Council contests that this is sufficient evidence to demonstrate the highway can cope with the anticipated level of traffic generated by the new development, as the traffic levels and frequencies are not comparable. High levels of traffic associated with the rugby club use were sporadic. Games and other activities were seasonally based with a mixture of home and away games, and training sessions were split into age group session.
39. In contrast, the majority of visitors to the holiday park proposed will not be local and not familiar with the character of the highway or area. The holiday park will operate 12 months of the year at a target occupancy rate of 70%. As well as the residential guests staying onsite, there would also be traffic generated by the visitors using the restaurant, leisure facilities and swimming pool. The traffic generated by the proposed holiday park along a narrow country lane is therefore not comparable to the traffic generated by the former rugby club use of the land. The previous land use does not establish a precedent for development which would be heavily reliant on the use of private cars. It would therefore be a car-based development, not easily accessible by sustainable modes of travel. It is considered to be located in an unsustainable location, contrary to national planning policy.

Conclusion

40. Having regard to the resolution of December 2021 Planning Committee, it is the opinion of the Council that:

- i. The proposal involves development in an open countryside location away from any settlement or development. Due to the scale, form and design of the proposal, it is not considered to be appropriate to its location and would not enhance the natural and distinctive qualities of the local landscape. Insufficient information has been provided to demonstrate how the proposal would support the local economy to help sustain local rural communities. The proposal also includes pods which meet the legal definition of static caravans. The principle of the proposal is contrary to LDP Policy PSE5 and Policy PSE12 and the guidance contained in PPW
- ii. The majority of the site comprises Grade 3a agricultural land, which is BMV. Insufficient information has been provided to demonstrate an overriding need for the development in this location or to demonstrate that there is no alternative previously developed or lower grade agricultural land available for development. The loss of BMV land has not been justified, contrary to PPW.
- iii. The site is located along a minor county road with no footpath, limited street lighting and which is not served by public transport. It is therefore in a location which has poor accessibility by non-car modes and which does not offer good active travel connections to settlements in the locality. The development would therefore be heavily reliant on the car and is in an unsustainable location, contrary to Future Wales and PPW.

41. The Council therefore requests that planning permission is refused.

Written Representations

Clwydian Range and Dee Valley AONB Joint Committee

42. The proposed development would be within the setting of the protected AONB landscape. This substantial development will permanently change the currently open and undeveloped character of the area and is sporadically located in open countryside distant from any existing settlement or established tourism business. It is also noted that the proposal is not part of an agricultural diversification scheme and involves the loss of high quality agricultural land.
43. There are significant policy objections to a large scale tourism development of this nature in the open countryside. However, given the distance from the protected landscape, subject to appropriate landscape mitigation measures the impact on the AONB will not be significant. The landscaping proposals submitted with the application are acceptable and will help mitigate the impact on the AONB but further detail is required including a long term landscape/woodland management plan.
44. The proposed amenity building would be close to the site boundary and it ought to be repositioned further away from the boundary to allow for more substantial planting to enclose the site. The application documents state that external lighting details are yet to be decided. A sensitively designed minimal lighting scheme should be required to conserve the AONB's dark sky and nocturnal wildlife.

Highway Authority

45. The comments of the Highway Authority, which is part of Denbighshire County Council, reported here are those made in response to the planning application and date from November 2020.
46. The Transport Statement details the impact of the development traffic on the local highway network. The capacity assessment has taken into account the extant use of the site as the former Rhyl and District Rugby Club and the proposed development site use as a holiday lodge park. The capacity assessment of the site access junction and the B5429 demonstrates that minimal queueing will occur at the access point. In summary,

the traffic impact assessment shows that the proposed development would not have a detrimental impact on the local highway network. The new access junction operates well within capacity across all arms in all scenarios. Having regard to the scale of the proposed development, the existing highway network and the submitted highway details, it is considered that the proposals would not have an unacceptable impact on the local highway network in terms of capacity.

47. A detailed assessment of the accessibility of the site by non-car modes of transport has been provided in the Transport Statement. Whilst it is acknowledged there are limited footpaths along the lanes leading to the site, this is not uncommon for rural country lanes throughout the county leading to similar developments and rural housing estates.
48. Two recorded accidents along the B5429 survey area illustrated in the Transport Statement were not related to the existing site access or a result of the existing road layout. There is no evidence of any specific problems with the operation of the junctions surrounding the site. Pedestrian and cycle access will be taken from the same point.
49. As summarised in the assessment, the site is considered to be adequately served by all major non-car modes of transport. In relation to sustainable modes of travel, there is frequent access to bus services and other forms of public transport networks. There is also one available railway station and local amenities within a 5.0 mile radius of the site. Along with this there are available pedestrian/cycle routes within this radius such as National Cycle Route 84. It is therefore considered that the proposals are acceptable in terms of accessibility.
50. LDP Policy RD 1 requires that developments provide safe and convenient access for disabled people, pedestrians, cyclists, vehicles and emergency vehicles. In order to comply with this requirement site accesses should meet relevant standards and have adequate visibility. The development must also have adequate parking, services and manoeuvring space. The existing site has a single point for vehicular, pedestrian and cycle access on the east side of the B5429 where it is subject to the national speed limit of 60mph. The visibility splays to be provided at this entrance would comply with the visibility standards set out in TAN 18 and are therefore acceptable.
51. The internal road layout of 6.0m in width, would allow for two cars to pass comfortably or a vehicle towing a caravan. Suitable parking and turning facilities are shown on the proposals. Swept path analysis has been undertaken to demonstrate that a refuse vehicle can safely enter the site, manoeuvre and exit in a forward gear. The number of car parking spaces provided would be consistent with the Council's standards. The Highway Authority did not, therefore, object to the proposed development subject to the imposition of appropriate conditions.

NRW

52. Great crested newt (GCN) are present at the application site. However, subject to conditions controlling the works the proposed development is not likely to be detrimental to the maintenance of the favourable conservation status of the local population of GCN.
53. The site lies within an area of wooded estate vale 1.5km to the west of the AONB. The proposal represents a large tourism development in open countryside that has a traditional farmed character, estate woodlands, with limited, scattered rural settlements. Much of the site would change in character from open grassland to a lodge development within an evolving framework of tree planting. Elevated open views from the AONB would be possible from Y Voel; occasionally from public footpaths; and from lanes and residential properties along Cwm Road. However, due to viewing distance, subject to landscaping, the development would have a limited visual presence within the landscape view of the vale and would be unlikely to cause a significant effect on the setting of the AONB.

54. Foul drainage would be discharged to a private sewerage system. NRW raised no concerns regarding this matter conditional on an approved drainage scheme. In order to operate a private sewerage system, the applicant will also need to apply for an environmental permit with NRW.

Denbighshire Council Planning Policy

55. The main elements in this response have been incorporated into the Council's statement of case and so are not repeated here. Further points made include that:

- The development must provide a net benefit for biodiversity as set out in PPW;
- PPW states it will encourage tourism where it contributes to economic development. The proposed job creation must be balanced against the social and environmental impacts. There is also an expectation in PPW that holiday accommodation will be located in urban areas. Economic development supporting the rural economy should be small and within or adjacent to a settlement boundary;
- Denbighshire County Council has declared a climate change emergency and has amended its principals of decision making in the Council's Constitution. Planning decisions must therefore be considered having regard to tackling climate and ecological change as well as sustainable development principles and the well-being of future generations;
- LDP Policy BSC 12 supports the development of community facilities outside development boundaries where they provide an essential facility. Consideration should be given as to whether an essential facility is being provided whilst remembering that the immediate community is an agricultural community and so it is this farming community that should benefit from the facility;
- The current evidence submitted demonstrates an economic benefit but this appears to be for the region rather than the immediate surroundings. It is not clear whether the immediate, farming and rural community and economy will greatly benefit or be sustained.
- The design of the site (services, landscaping and lighting) should meet the guidance set out in the Supplementary Planning Guidance Caravans Chalets and Camping;
- Conditions will be required to ensure that the accommodation is retained for holidays as short term lets and not occupied as permanent residences.

Rhuddlan Town Council (TC)

56. There is a concern about the size of the development which is not appropriate to its scale and location. The development does not meet the criteria of LDP Policies PSE11 and 12. This development would be a blot on the landscape and there are also concerns over access with regards to traffic on the rural roads and the potential for more traffic and possible speeding.

Tremeirchion, Cwm and Waen Community Council (CC)

57. The proposal is far too big and would result in overdevelopment of the site. In addition, the road is inadequate and unsuitable for a development of this size and there are concerns that it would end up being permanent residences.

Wales and West Utilities

58. No development should take place above or within 10m of the gas mains in proximity to the site without prior consultation with the utility company.

Third party responses to planning application consultation

59. Six objections to the proposed development have been received by PEDW. These include the following comments:

- Contrary to LDP policy;
- Loss of high quality agricultural land;
- Concern it may become permanent residential accommodation in future;
- Scale of use too large for its location;
- No evidence of a need for the type of holiday accommodation proposed;
- Negative impact on visual amenity of landscape including the AONB;
- Increased volume of traffic to and from site would be detrimental to highway safety, particularly cyclists and walkers;
- Would be difficult to move livestock on lane with more traffic spread throughout the week;
- Private treatment works would not be suitable and could not handle the amount of waste water from the development;
- Disruption from increased activity from site, including walkers with dogs in adjoining fields, would be harmful to wildlife and livestock;
- Disturbance to visitors from existing activities and uses eg shooting and farm odours;
- General harm to wildlife;

60. Eighteen responses to consultation on the planning application were received. As summarised in the planning committee report [April 2021], these included the following matters:

Principle of development:

- Contrary to LDP – PSE12 states no new caravan sites will be permitted;
- Loss of high quality agricultural land;
- Concern it may become permanent residential accommodation in future;
- Onsite facilities will mean site is self-sufficient and will have little benefit for the local economy;
- Many existing holiday parks in area, some are under-used or rundown & there's a consented scheme close to the site (Oakleigh House) – no need for additional holiday accommodation developments in this part of the County;
- Brownfield sites should be developed before greenfield sites;
- Large scale development proposed is not necessary or sustainable.

Visual amenity and landscape character

- Site is in open countryside and unrelated to any settlement;
- Overdevelopment;
- Urban development not appropriate in rural location;
- Out of proportion and character with the rural setting and landscape character;
- Light pollution from site would have adverse impact on AONB dark skies;
- Adverse impact on views from AONB and along Offas Dyke trail;

Highway safety, access, sustainable transport

- Road leading to site is fast and dangerous with blind spots and is used by farm vehicles / HGVs - not suitable for extra volume of traffic that would be generated by the development;
- Road traffic incidents have already occurred along road;
- When site was used as rugby club, traffic was very heavy on match days;
- Already caravan parks along the road which would add to the traffic;

- Increased risk to pedestrians;
- Transport Statement overstated volume of traffic associated with former rugby club use – big match days / special days were rare, and typical traffic movements to and from site were low.
- No regular bus service and not close to existing settlements - proposal would be dependent on car based traffic.
- If facilities onsite open to the public / local community, local visitors would also be dependent on car travel.
- Increased traffic would have adverse impact on cyclists and pedestrians.

Residential amenity:

- Unacceptable noise in rural community would destroy peace and quiet, and have a detrimental impact on local residents' health and wellbeing.

Impact on neighbouring farms:

- Livestock would be unsettled by noise and disturbance from the development and by the increased use of footpaths which cross the fields, including by dogs;
- Site is located in a working country environment - pheasant shoots in neighbouring fields would cause concern for guests;
- Guests may complain about farm smells;
- Increased traffic using roads would make it more difficult for farm vehicles to manoeuvre & to move sheep & cattle across the road.

Community impact:

- Scale of development would have an adverse impact on community and change character of area;
- No direct benefit to local community.

Ecology

- Reports state site has high ecological value – whilst mitigation is proposed, disturbance from human presence would still occur;
- Adverse impact on wildlife / protected species;
- Concern that dogs staying onsite would kill livestock and wild animals;
- Construction disturbance would adversely impact on wildlife

Drainage

- Large development should not rely on private treatment plant, it should connect to the public sewer;
- The site lies on heavy clay and is subject to severe ponding;
- Questions as to how the treatment plant deal would deal with the large amount of water discharged from the development and swimming pool and treat the chlorine discharge;
- Any failure in the private treatment system would result in pollution of watercourses which feed into River Clwyd;
- Detailed surface water drainage scheme not provided.

Other:

- Letter from Richard Greenwood submitted as a supporting document refers to financial benefits to the rugby club and infers the Council has already agreed the scheme is acceptable – concern that the Council / Planning Committee may have pre-determined the application;
- Wider consultation should have been carried out.

Conditions and Obligations

61. In the event that the Welsh Ministers decide to approve the application, I consider the conditions set out in the attached schedule at Annex 1 to be reasonable and necessary and would satisfy the tests set out in Circular 16/14: The Use of Planning Conditions in Development Management.
62. It is not necessary for condition 2 to list submitted documents which do not make recommendations or provide guidance on the way the proposed development should be carried out. I have included a requirement in condition 5, which covers materials, that the specification of glazing should be provided in order to reduce light spillage from interiors and to protect the setting of the AONB.
63. The Council recommended a condition restricting the use of the café, restaurant and shop to guests staying at the site only and not opening them up to the general public. In my view, the additional traffic and activity attracted to the site from the use of those facilities by the public would not be considerable. Neither would those users be likely to behave any more noisily than visitors staying on the site. In those respects, the condition would not control development in the open countryside or protect residential amenity. It is not, therefore, necessary.

Conclusions

Main considerations

64. I consider the main considerations in this case to be:
- The principle of its location of the proposed development in the open countryside and its effect on the character and appearance of the countryside;
 - Whether the proposed development would be in a sustainable location with regard to its proximity to settlements and access to local transport provision; and
 - The proposed development on, and thus loss of, BMV agricultural land.

Open countryside - principle

65. The application site is in the countryside and not adjacent to any development boundaries identified within the LDP. The site is therefore classified as being in the open countryside.
66. PPW states that development in the countryside should be located within and adjoining those settlements where it can best be accommodated in terms of infrastructure, access, habitat and landscape conservation. New building in the open countryside away from existing settlements must continue to be strictly controlled.
67. LDP Policy RD 1 states that proposals for development will be supported within development boundaries, subject to a long list of criteria. Whilst the policy is silent on the approach to be taken outside of development boundaries, a paragraph in the LDP strategy chapter is explicit that all other areas outside those defined in the LDP are classified as open countryside where development opportunities will be strictly controlled in line with national policy.
68. Aside from the single storey clubhouse and hardstanding, the existing site is now mostly open, green and in character with its rural setting and the surrounding fields. The proposed scheme would replace it with a significant amount of new development on a larger scale and would include a sizeable building by the entrance and visible from the lane. In addition, the new use would introduce a considerable amount of activity to the site which would take place throughout the year and during much of the day and evening. Consequently, the proposed development and accompanying activity would be

considerably greater than could be appropriately described as strictly controlled. The proposal would therefore be contrary to PPW and the LDP.

Open countryside – character and appearance

69. The application site has most recently been used by a rugby club; much of the infrastructure, such as goal posts and the single storey club house, are still in place although the latter is dilapidated. There is a large area of hardstanding around the club house, presumably used for parking in the past, but in the main the site is open, greenfield and undeveloped. In those respects, and despite not being used for agriculture, the site has similarities with the land around it. When in rugby club use, as far as I am aware, there was no provision for anyone to stay overnight on the site, at least not on a frequent basis.
70. It is likely that a successful rugby club would periodically host games and hold special events leading to many vehicles entering and leaving the site, and the generation of much noise and activity. These events would, however, be limited in duration and number. The fundamental difference between the rugby club use and holiday park is that many people would be staying overnight and, in effect, living on it. As for the rugby club, the proposed holiday lodge park would also result in vehicles accessing it, and activity and noise emanating from it, but this would be spread throughout the day and evening, and whilst the winter season might be less busy, all through the year. The provision of a hot tub for every lodge, which again could be used throughout the year, would also be likely to create operating noise and the sound of voices outside.
71. All in all, the characteristics of the proposed development would be more those of a small residential estate than a rural sports club; it would, therefore, significantly change the character of the site.
72. With regard to appearance, the proposed development would result in over forty new buildings on the site. Whilst many of these would have a small footprint, over 30 of them would have two storeys. There would be an area of open space roughly in the centre of the site with the lodges and pods arranged around it. There would thus be development, albeit at a fairly low density over the majority of the site.
73. The main part of the site, which is where the lodges, pods, new club house and refurbished existing building would be, is set well back from the lane and enclosed by hedgerows; these would be reinforced with new planting. A public footpath runs along the southeast boundary. Although it is in woodland it is likely that walkers along it, and on the path approaching it, will catch glimpses of the site and note its developed appearance.
74. As described earlier, the site broadens at the lane end of the access drive and this is where it is proposed to locate the bunkhouse. This would be a substantial building with 24 bedspaces, showers and a large open plan space in which to cook, eat and relax. The building is of 1½ storeys but this feature alters its form rather than its scale; the roof is deep with gabled dormers and roof lights to accommodate the first floor rooms. With its simple, functional structure, natural materials of wood and slate, and large panel of glazing, I consider that the proposed bunkhouse would be attractive to look at.
75. It is a building of considerable size, however, in a currently undeveloped and open location, and would be clearly visible through the entrance way to all passing along the lane. There are not many buildings along this part of the B5429 but they are mainly dwellings and farm buildings constructed from stone and brick. As such the proposed bunkhouse would be noticeably out of character with the surrounding area. It would also draw attention to the larger area of development located at the inner end of the access way.

76. PPW states that all new development should be of a scale and design that respects the character of the surrounding area. In these respects, the proposed development is contrary to the national policy set out in PPW and the LDP which restates this constraint, albeit not in a policy.
77. Due to the undulating topography, twisting lanes and widespread hedgerows, it did not seem to me that there is much opportunity for distant views into the site. Although the land in the AONB is elevated, due to its distance from the application site and the vegetation around it, I do not consider that the proposal would be harmfully visible to either the AONB or its setting. This would be dependent, however, on the implementation through conditions of a sensitive and subdued lighting scheme for external areas and effective measures being taken to minimise light spillage from interiors. Subject to such conditions, the proposal would comply with LDP Policy VOE 2.

Open countryside – other policy considerations

78. The appellant's case, although it acknowledges that the countryside must be conserved, leans heavily on LDP Policy PSE 5 which covers the rural economy. Policy PSE 5 supports tourism development in order to sustain the rural economy, subject to criteria. It includes a requirement that proposals for new buildings are supported by an appropriate business case demonstrating that the scheme will support the local economy to help sustain local rural communities.
79. The appellant has submitted a Tourism Report which provides a general description of the holiday lodge market and a simple analysis of whether the proposed development would fit well into that. It concludes with an estimate of annual gross expenditure in the local economy by visitors, and of the number of jobs which might be created on the site. As the report seems to have been prepared prior to the proposals being finalised these must be regarded as broad approximations. The report does not purport to be a business case and does not fulfil the functions of one.
80. In addition, and as described above, the proposed development would not be of an appropriate scale and nature to its location. In this respect, and that of the absence of a business case, the proposed development is contrary to LDP PSE 5.
81. Policy PSE 5 also requires proposals to make a significant contribution to sustainable development. Measures to improve the sustainability of the scheme would include the use of local, natural materials; the creation of jobs for local people; the knock-on benefits to the local economy; and improvements to habitats and landscaping in the interests of biodiversity and landscape character. Several of these are policy requirements and, in any case, they would not outweigh the fundamental locational shortcoming of the scheme. All things considered, the scheme would not make a significant contribution to sustainable development, contrary to LDP Policy PSE 5.
82. The applicant also cites Policy PSE 14 which deals with outdoor activity tourism. The majority of the proposal would be holiday accommodation and facilities to serve this, such as the gym, swimming pool, restaurant and reception office. There would also be on-site facilities for bike hire but these would be a small part of the development as a whole and not sufficient for the scheme to be classed as an outdoor activity facility.
83. It is not the applicant's case that the proposal should be considered as such. His evidence does, however, refer to the potential to develop the scheme as a base of outdoor holiday activities by partnering with appropriate businesses in the area to create activity packages. At the moment this appears to be an aspiration only and there is no evidence provided of such contacts being developed. Neither would it be possible to ensure that the majority of visitors to the site engaged in recognised outdoor activity during their stay. The proposed development would not, therefore, necessarily expand or reinforce the County's tourism offer in the outdoor activity sector.

84. In any event, even if the proposal was considered likely to do this, it would not be appropriate in its setting or within the capacity of the local environment and infrastructure. Furthermore, although the potential for the scheme to provide accommodation for outdoor activity tourism has been postulated, a significant need for it has not been explicitly demonstrated. On these grounds the proposed development would be contrary to Policy PSE 14.
85. As the proposed development is not a new caravan site, nor an existing chalet site, it is mostly beyond the application of LDP Policy PSE 12.

Sustainable location and transport

86. PPW states clearly that the planning system has a key role to play in reducing the need to travel, particularly by private car, and in supporting sustainable transport. This can be achieved by facilitating developments which are sited in the right locations, where they can be easily accessed by sustainable modes of travel and without the need for a car, and by making it possible for all short journeys within and beyond the development to be easily made by walking and cycling. The town of Rhyl is about five miles away from the application site and the nearest settlement is the village of Rhuddlan which is just under two miles to the north. Here there is a range of useful facilities such as a bank, post office, supermarket, pharmacy and pub; the closest bus stop to the site is at Bryn Crescent which is within 1.5 miles.
87. The applicant's transport statement quotes several paragraphs from national policy and guidance on active travel and travel provision for non-motorised users. It states that walking is the predominant mode of travel for journeys under 2 miles, and that 2 miles is a distance that can be easily walked by the majority of people. Be that as it may, the consideration in this case is whether the future holiday makers would be likely to make journeys in the local area on foot.
88. It is possible that some visitors to the site, perhaps to the bunkhouse, would arrive in some form of shared transport such as a bus or shared cars. The great majority, however, would arrive in single or family cars; bringing luggage and supplies for their stay. It is highly unlikely, therefore, that during their holiday and when visiting other locations in the area they will leave their cars at the site in order to walk 1.5 miles to catch a bus, or up to 2 miles to shop or visit a pub.
89. The B5429, along which it would be necessary to walk, is narrow, twisting, unlit and has no footways. To my mind the journey to off-site facilities would be unpleasant and hazardous for a single pedestrian let alone those in couples or groups. It would thus be a significant disincentive to leaving the site on foot. Proficient, frequent cyclists would not be deterred by routes such as the B5429. In the main, those hiring bikes on-site are likely to have less cycling ability and experience; for those people, as for pedestrians, the difficult conditions along the B5429 would discourage visitors from cycling into Rhuddlan to access more suitable cycle routes.
90. Measures to reduce car use once visitors have arrived are suggested in this report. These do not include any infrastructure and are limited to creating itineraries for car-free days out, compiling material on walks and cycle routes from the site, enabling bike hire, and publicising the availability of supermarket deliveries. It is not clear how these suggested mitigation measures would be implemented or ensured; there is no travel plan included with the submission documents. In any event, I do not consider that they would address the unsustainable location of the application site to any significant extent.
91. The original officer's report of April 2021 stated that the applicant had confirmed that he would be willing to make a reasonable and proportionate contribution towards sustainable modes of transport such as improvements to public transport, public rights of way, and promoting active travel. For such measures to be taken into account, they must

be legal requirements supported by a finalised, signed unilateral obligation. No such obligation has been provided and I cannot, therefore, give these measures any weight in making my recommendation to the Minister.

92. The applicant's tourism report recognises that the site is not well placed in relation to public transport services and that it would be impractical to expect the majority of visitors to journey to the site other than by car. Users of the proposed development would be heavily if not solely reliant on the private car. It would, therefore, be contrary to PPW and would not contribute to the overall objectives of reducing the need to travel, particularly by private car, and in supporting sustainable transport. In not demonstrating that walking and cycling would be prioritised for all local travel, the proposal would also be contrary to Policy 12 of Future Wales.

BMV agricultural land

93. The applicant's Agricultural Land Classification (ALC) report found that 3.8 ha, 82.6%, of the application site is Grade 3a land and therefore of BMV quality. The only part of the site not classed as such was the non-agricultural land under hard-standing, the access track and pond. The report also notes that all agricultural land in the surrounding, five square mile, area is of BMV quality. The development of the application site as proposed would thus lead to a loss of only 0.65% of the BMV land in the wider area.
94. PPW provides the salient national policy on this matter. It states that BMV should be conserved as a finite resource for the future adding that considerable weight should be given to protecting such land from development because of its special importance. BMV should only be developed if there is an overriding need for the development.
95. In addition, the main thrust of TAN 6 Planning for Sustainable Rural Communities is that, in deciding planning applications, the quality of agricultural land should be considered. It points out that BMV is the most flexible, productive and efficient land in response to inputs.
96. The land has not been farmed for many years and the applicant states that it is not likely that it will be returned to agriculture in the near future. Whilst it is undeveloped and laid out with rugby pitches, however, its potential to be used as BMV quality land remains intact. The proposed development would permanently remove that potential and high quality agricultural land would be lost.
97. The applicant's case emphasises the benefits to tourism and the local economy that he considers the proposed development would deliver. He has not, however, put forward the case there is an overriding need for the scheme nor demonstrated previously developed land or land in lower agricultural grades is unavailable. Although the amount of BMV lost as a proportion of the wider area would be small, the proposed development is nonetheless contrary to PPW (para. 3.59) which does not make any exception for smaller scale reductions in BMV.

Other matters

98. The Rhyl and District Rugby Club which previously used the application site has now relocated to a community facility in Rhyl. This was facilitated by the applicant's company, North Wales Construction, buying the application site for a sum reflecting its value if redeveloped, together with funds from Denbighshire County Council. I am aware that the rugby club is now operating at a profit and that the proposed development would enable North Wales Construction to sponsor the club in the longer term. The applicant claims the proposed development would help secure the future of the rugby club. However, I have seen no evidence to show that the continued existence of the rugby club would be threatened if permission is withheld, indeed it appears to be operating in profit without it.

99. The applicant also intends that the on-site facilities, such as the gym and swimming pool, would be available for use by non-residents. These benefits of the proposal to the local community are commendable and would be welcomed. They are not, however, of such value as to outweigh the considerable harm of the proposal and do not provide compelling reasons to allow the development.
100. The applicant's traffic assessment indicates that the proposed development would not have a severe impact on the local highway network. The new access junction would operate well within capacity; the impact of the development traffic was shown to be negligible; and no significant level of queuing was predicted. I have no reason to disagree with this assessment and do not consider that the proposal would be detrimental to highway safety.

Planning Balance and Overall Conclusion

101. The proposed development would introduce a large development, and high levels of activity, into the open countryside, contrary to the policy principles of strict control which operate in such locations. In addition, by reason of its scale and use, the proposed development would harm the character and appearance of the surrounding, rural area.
102. National and local policy generally supports tourism proposals and those which would enhance the local, rural economy. This support is dependent, however, on proposals being consistent with policy criteria, such as being of an appropriate scale and nature to suit their location. As explained above, the proposed development does not meet the requisite criteria and does not, therefore, comply with tourism and rural economy policies.
103. The rural location of the proposal, together with the lack of realistic, safe access to non-car modes of travel, would increase use of the private car contrary to the fundamental principles of national and local policy. It would not be in a sustainable location. Furthermore, there would be a permanent and unjustified loss of BMV land.
104. These are all reasons for refusal in themselves, let alone in combination. I have considered all the matters raised, including the benefits of the proposed development, but not found any sufficient to outweigh the significant harm that it would cause.

Recommendation

105. For the aforementioned reasons, and taking into account all matters raised, I recommend that the application be refused.



Inspector

Appendix A: Schedule of Recommended Planning Conditions

- 1) The development begin no later than five years from the date of this permission.

Reason: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990.

- 2) The development hereby permitted shall be carried out in strict accordance with details shown on the following submitted plans and documents unless specified as otherwise within any other condition pursuant to this permission:

i	Location Plan	Drawing No. W.1438/16
ii	Site Layout Plan	Drawing No. W.1438/6 (Rev G)
iii	Proposed Two Bed Lodge	Drawing No. W.1438/7
iv	Proposed Three Bed Lodge	Drawing No. W.1438/8
v	Proposed Four Bed Lodge	Drawing No. W.1438/9
vi	Proposed Bunkhouse Floor Plans	Drawing No. W.1438/10
vii	Proposed Bunkhouse Elevations	Drawing No. W.1438/11
viii	Proposed Pods	Drawing No. W.1438/16
ix	Proposed Maintenance Shed	Drawing No. W.1438/17
x	New Club House Floor Plans	Drawing No. W.1438/12
xi	New Club House Elevations	Drawing No. W.1438/13
xii	Proposed Alterations to Existing Clubhouse Building	Drawing No. W.1438/15
xiii	Topographic Survey	Drawing No. 18_220/01
xiv	Landscape Principles	Drawing No. QD748_101_Rev A
xv	Schedule of External Materials	
xvi	Drainage Strategy	
xvii	Preliminary Ecological Appraisal	Stephen Cutmore Arboricultural & Ecological Services, 15 Sept 2019 Ref: 112019/PEA/WW
xviii	Habitat Plan, Bat, Badger, GCN and Reptile Statements	
xix	Ecological Mitigation Strategy	edc Ecological Consultants May 2020 V-3
xx	Tree Condition Survey	

NB With the exceptions of viii and ix, all drawings are those received by the LPA on 11.8.2020.

Drawings viii and ix are those received by the LPA on 18.9.2020

Reason: For the avoidance of doubt and to ensure a satisfactory standard of development.

- 3) The development shall be occupied as holiday accommodation only and no unit shall be occupied as a person's sole or main place of residence or by any persons exceeding of 3 months in any calendar year. An up to date register shall be maintained at the holiday accommodation hereby permitted and be made available for inspection by the local planning authority upon request. The register shall contain details of the names of all of the occupiers of the accommodation, their main home addresses and their date of arrival and departure from the accommodation.

Reason: The development is permitted for holiday accommodation only, in the interest of compliance with rural restraints policy including LDP Policy PSE12.

- 4) The development hereby permitted shall not commence until a detailed Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The Statement shall provide details of:
- a) the arrangements for the parking of vehicles of site operatives and visitors;
 - b) the location of any construction compound and measures to reinstate the land following completion of the works;
 - c) the hours of site works and deliveries;
 - d) the proposed routing of delivery vehicles, and directional signing along public roads where necessary;
 - e) the location of areas designated for the loading, unloading, and storage of plant and materials;
 - f) the proposals for security fencing or hoardings around the site;
 - g) pollution prevention and control measures, including measures to control the emission of dust and dirt, and to prevent pollution of watercourses;
 - h) measures to minimise noise and disturbance to neighbouring residential properties / properties in the vicinity of the site;
 - i) wheel washing facilities;
 - j) a scheme for recycling/disposing of waste resulting from demolition and construction works;
 - k) any proposed external lighting.
 - k) the piling methods, in the event that this form of foundation construction is proposed.

Development shall be carried out in accordance with the approved details.

Reason: In the interests of highway safety and of pollution prevention/control, and to comply with LDP Policy RD1.

- 5) Prior to the construction of the development hereby approved details of the materials to be used in the construction of the external surfaces of the buildings shall be submitted to and approved in writing by the Local Planning Authority. The details shall also include the specification of the glazing to designed in order to minimise light spillage from the interior of the buildings. The development shall be carried out in accordance with the approved details.

Reason: In the interest of visual amenity, to protect the setting of the AONB and to comply with LDP Policies RD1 and VOE2.

- 6) No development shall commence until an updated site wide scheme of hard and soft landscaping has been submitted to and approved in writing by the Local Planning Authority. The 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) detailed of proposed trees, hedgerows, shrubs or vegetation planting, including confirmation of species, numbers, and location and the proposed timing of the planting and maintenance schedule;
 - c) proposed materials to be used on the driveway(s), paths, parking 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 type of boundary treatment.

The landscape scheme shall be carried out in accordance with the approved details.

Reason: To ensure the development conserves and enhances the character and visual amenity of local and designated landscapes in line with LDP Policy RD1.

- 7) All planting comprised in the approved details of landscaping shall be carried out no later than the first planting and seeding season following the commencement of development. Any trees or plants 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 interests of visual amenity and landscape character and to comply with LDP Policy RD1.

- 8) No external lighting shall be installed until the full details of the proposed lighting scheme, including emergency/security lighting, have been submitted to and approved in writing by the Local Planning Authority. The scheme shall include the design of the lighting and associated columns / means of fixture to buildings, their position, height, the means and intensity of illumination, hooding, the extent of lumination and the anticipated spread of light, the hours of operation of the lights. The approved scheme shall be implemented strictly in accordance with the approved details.

Reason: In the interests of visual amenity, landscape character and the setting of the AONB and to comply with LDP Policies RD1 and VOE2.

- 9) No development shall commence until a Conservation Plan has been submitted to and approved in writing by the Local Planning Authority. The Conservation Plan shall include:
- a) Details of ecological avoidance, mitigation, compensation and enhancement measures based upon the principles outlined in the Ecological Mitigation Strategy (edc Ecological Consultants May 2020 V-3);
 - b) Details of Great Crested (GCN) avoidance and mitigation measures to include fence construction and maintenance. Submission to include timescales and reporting requirements;
 - c) Submission of a long term (25 year +) site management that includes habitat management prescriptions; contingency measures if fish or invasive non-native

species are detected; licensing requirements for undertaking habitat management and surveillance; current and any proposed tenure to the compensation area; persons or bodies responsible for undertaking management and surveillance together with required skills and competencies; reporting requirements; and proposals that are capable of being implemented in the event of failure to undertake identified or contingency actions;

- d) Submission of details concerning the installation and maintenance of an amphibian friendly surface water management system that does not include gully pots;
- e) Details of timing, phasing and duration of construction activities and conservation measures;
- f) Timetable for implementation demonstrating that works are aligned with the proposed development;
- g) Implementation and reporting of Ecological Compliance Audit, including key performance indicators;
- h) Confirmation of persons responsible for implementing the works;
- i) Post construction monitoring and record dissemination for a period of not less than 25 years;
- j) Implementation of a biosecurity risk assessment.
- k) Details of an external lighting/internal light spillage scheme, designed to avoid negative impacts on bats.

The Conservation Plan shall be carried out in accordance with the approved details.

Reason: In the interests of conserving and enhancing ecological interests and preserving the favourable conservation status of protected species, consistent with LDP Policy VOE1.

- 10) No development shall take place until a fully detailed scheme of foul drainage has been submitted to, and approved by, the Local Planning Authority and the approved scheme shall be completed before the development is first brought into use.

Reason: In the interest of the management of flood risk and pollution of ground and water and to comply with LDP Policy RD1.

- 11) A Management Plan which should set out, amongst other matters, the maximum capacity and hours of use of the on-site facilities, shall be submitted to and approved in writing by the local planning authority prior to the development hereby approved being first brought into use. The Holiday Park shall then be operated strictly in accordance with the approved Management Plan.

Reason: To protect the amenity of residential properties within the vicinity of the site, consistent with LDP Policy RD1.

- 12) All signage at the site entrance and within the site shall be bilingual with English and Welsh text.

Reason: In the interests of promoting the Welsh language and to comply with LDP Policy RD5.