
 Item 5 - Report on Planning Applications

Application Ref: NP/13/0441

Application Type	Full
Grid Ref:	SM87422078
Applicant	Mr I Bowie, Humbergrange Ltd
Agent	Mr Tim Colquhoun
Proposal	Demolition of existing Motel & replace with 40 bed hotel with adjoining restaurant & associated parking & landscaping
Site Location	Rochgate Motel, Roch, Haverfordwest, Pembrokeshire, SA62 6AF
Case Officer	Liam Jones

Summary

This application has been reported to the Development Management Committee as it is an application for a Major Development. The application was deferred at the October 2014 Committee meeting due to members requesting that the applicant considers and submits amendments to the scheme.

The scheme has now been amended in draft form to provide for the following:

- Traditionally formed windows on all elevations of the building in lieu of larger glazed openings
- Creation of a roof structure above flat roof at entrance lobby
- Amendment to the 'links' between the proposed buildings

The amended scheme for the replacement 40 bed hotel with adjoining restaurant and associated parking and landscaping is considered to result in an acceptable design approach to this important site on the boundary of the National Park. The scheme will provide for a new hotel to replace what is considered to be an unattractive arrangement of buildings.

Following consideration of the policies contained within the Local Development Plan and National Planning Policy in the form of Planning Policy Wales (Edition 7, July 2014) and having regard to all material considerations it is considered that the development is acceptable subject to further satisfactory plan details being received in addition to a new consultation on the amended drawings. As a result it is considered that the scheme complies with the aims of the policies in the Pembrokeshire Coast National Park Local Development Plan (Adopted 2010).

Consultee Response

Dwr Cymru Welsh Water: No objection - subject to conditions.

Ecologist - Pembrokeshire County Council: No objection - following receipt of bat survey.

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Natural Resources Wales: No objection - subject to comments urging the authority to ensure that the recommendations made in the bat survey are incorporated into the proposed development, comments relating to surface water drainage, foul drainage and building waste materials.

Nolton & Roch Community Council: No objection - We should like to give full support for the proposal to demolish the Rochgate Motel and replace with a 40 bed hotel and adjoining restaurant. We feel that this development would significantly improve the area. Also it would be particularly good for the local economy and provide much needed jobs in the area.

PCC - Transportation & Environment: No objection - The applicants seek to demolish the existing motel and replace with a 40 bed hotel with restaurant. There appears to be adequate parking and turning facilities, together with a drop off zone, within the curtilage of the site. Following discussions between this Highway Authority and the applicants agent, as part of the previous application, the visibility agreed at the proposed access point, measured at an 'x' distance of 2.4 metres back from the edge of the carriageway would be 120m, which can be achieved in both directions. This does not appear to have been indicated on this application so a condition covering this has been recommended. The bus stop is nearby and can be relatively easily connected into the development via a new footpath link and crossing. Details of this will need to be submitted prior to any commencement and completed prior to opening. Alternatively the applicant could provide a contribution to the LHA via a S106 to provide the footpath and crossing point.

Conditions recommended include provision of visibility splays and their retention, stopping up of present means of vehicular access, completing and retaining parking and turning areas and full details of a footpath link and pedestrian crossing being submitted and agreed prior to occupation of the development.

Access Officer - PCC: Conditional Consent

PCC - Head of Public Protection: Conditional Consent

Pembrokeshire CC Planning: No adverse comment

Public Response

The original application was advertised by a site notice displayed at the site on 6 December 2013 in addition to letters forwarded to neighbouring occupiers. Furthermore it was advertised as a Major Development in the local press on 11 December 2013. Further letters were sent to neighbouring occupiers on receipt of amended plans.

To date 2 No. letters of objection were received following registration of the original application. These letters can be viewed on the application file although raise concerns on the following points:

- The nature of the development is one that would be more appropriately sited in an urban setting or a transport hub.

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- The footprint of the development entirely dominates the site on which it sits, involving as it does a threefold increase in the size of the hotel and the addition of a very substantial restaurant and bar. In terms of profile it will also be a dominant feature in the local landscape.
- For the development to be successful it will need to attract significant traffic as there is no apparent market in the local area for its services. In addition the siting of the restaurant and kitchens directly facing the village will result in much increased levels of noise and odour pollution.
- The scale of the development is out of keeping with all other buildings in the area and represents a substantial increase in the visual impact on the landscape. Currently the majority of the development is at single storey level and visually unobtrusive in the landscape, with the buildings sitting naturally adjacent to the village crossroads. The roofline of the proposed buildings will represent a solid line on the landscape in three directions with no natural reference points and the impact will be exacerbated by the high density of parking and extension of that parking out into the countryside away from the village.
- Object to this application on the basis that there is already a surfeit of serviced accommodation bed spaces in Pembrokeshire. Should the application be approved, it will further undermine the fragile nature of this sector in the area.

Due to the length of time that has elapsed and due to the fact that the appearance of the scheme has now changed officers will re-advertise the application following receipt of final plans from the applicant and allowing any further comments to be provided on the scheme within 21 days of advertisement.

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 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 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 31 - Minimising Waste

LDP Policy 32 - Surface Water Drainage

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LDP Policy 35 - Visitor Economy

LDP Policy 36 - Loss of Hotels and Guest Houses

LDP Policy 48 - Community Facilities and Infrastructure Requirements

LDP Policy 52 - Sustainable Transport

LDP Policy 53 - Impacts on traffic

PPW7 Chapter 04 - Planning for Sustainability

PPW7 Chapter 08 - Transport

SPG04 - Planning Obligations

SPG05 - Sustainable Design

SPG06 - Landscape

SPG13 - Parking

SPG21 - Accessibility

TAN 06 - Planning for Sustainable Rural Communities

TAN 12 - Design

TAN 23 - Economic Development

Officer's Appraisal

Background

The application site has been subject to previous planning history with the most recent consent granted in 2009 for refurbishment of the existing motel. As existing the site is considered to be having an adverse impact upon the amenity of the area because of the poor state of repair of the existing buildings and officers have requested that works be carried out to remedy the visual impact of the existing buildings.

The current application was made valid in November 2013 and was an attempt from the owner to improve the condition of the site following concern raised by officers. Early consultation at this time with the Authority's Planning Ecologist raised concern with the lack of a protected species survey to rule out any presence of bats occupying the site. The application was held in abeyance at this time pending receipt of a survey in the summer season. In February 2014 officers met the applicant and agent to discuss the scheme and raised concern with the design approach taken. Options to change the design to produce a more traditional scheme were suggested by officers and the applicant was considering submitting alternative proposals based on the advice given.

A bat survey was received in June 2014 and despite the concerns raised with the design in February 2014 the applicant, in July 2014 advised officers that an alternative approach would not be taken. Following further comments some small changes to the initial plans presented which include the mitigation features mentioned in the bat survey were provided in amended plans received in August 2014.

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These plans were presented to the Development Management Committee in October 2014 with a recommendation of refusal. Officers raised concern with the design approach taken. At the meeting members requested that officers discuss revisions be made to the design of the scheme and for this amended scheme to be reported back to the December 2014 committee.

Amended drawings have now been received detailing changes although these are in draft form due to the agent and applicant both being away on holiday during the interim period. The agent has confirmed that full drawings can be supplied following the December committee meeting.

History

- NP/09/061 – Roch Gate Motel, Roch – Refurbishment – Approved – 17 April 2009
- 00/004/s – Roch Gate Motel, Roch – Post Sign – Refused – 25 April 2000
- 00/003/s – Roch Gate Motel, Roch – Wall mounted sign – Refused- 17 March 2000
- NP/97/190 – Roch Gate Motel, Roch - Extension to kitchen & alterations for living accommodation - Approved – 20 June 1997
- NP/92/477 - Roch Gate Motel, Roch – Additional car parking – Approved – 25 March 1993
- NP/92/472 – Roch Gate Motel, Roch – New Function Room – Approved - 25 March 1993

Current Proposal

The application has been amended from the scheme presented to members at the October 2014 Development Management Meeting. A revised description of the proposal is given below with the main changes including:

- Traditionally formed windows on all elevations of the building in lieu of larger glazed openings
- Creation of a roof structure above flat roof at entrance lobby
- Amendment to the 'links' between the proposed buildings

Officers note that the drawings are 'draft' in so far as additional drawings showing the full site layout are required and that drafting errors relating to the aspect of new false roofing have been omitted from east context elevation and the south elevation shows stonework to the hotel lobby which has been removed from the main hotel entrance elevation. The applicant will be required to address these inconsistencies with a new schedule of drawings.

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Amended Scheme Description received 29 October 2014

The application proposes the demolition of the existing Motel to be replaced with a 40 bed hotel with adjoining restaurant and associated parking and landscaping. The built form of the hotel and restaurant is proposed to arc around the perimeter of the application site with a central courtyard providing parking spaces to serve the buildings.

Hotel

Plans show that the hotel would comprise of an arrangement of four two storey buildings with links positioned around the north and west perimeter of the site. These buildings which consist of pitched roofs are proposed to be integrated with a two storey flat roof structure to form the hotel entrance. Following amendment this structure is proposed to feature a part pitched roof to the front in order to give the impression of a traditional roof structure.

The surrounding buildings measure between 6.6m and 7.1m above ground level whilst the flat roof structure, has been lowered from the initial submission to measure upto 4.8m to eaves level. The front and rear elevations of the block buildings are proposed to contain traditionally formed windows following amendments made to the original scheme.

In terms of materials the walls are proposed to be rendered, include some horizontal wooden cladding and slate is proposed for the roof. The links to each building are proposed to be finished in horizontal wooden cladding with wooden door entrances and high level windows.

Internally plans show the main building would provide a lobby at the ground floor entrance supplemented by a reception, office and various storage rooms, 20 bedrooms with bathrooms on the ground floor, 20 bedrooms with bathrooms on the first floor along with a breakfast bar, kitchen and storage cupboards.

Restaurant

The restaurant is proposed to be provided in a separate building to the east facing aspect of the site also fronting the highway which traverses past the site. The building itself is of traditional form with a two storey pitched roof structure in one portion and a single storey element adjoining. A conservatory forms the end profile of the building. The building measures upto 5.7 to ridge height and measures approximately 37.9m in length by 7.5m in width.

Internally the building consists of a kitchen, toilets, bar and dining area on the ground floor along with kitchen storage, office, staff toilet and storage room on the first floor.

Other proposals include a bat roost structure to adjoin the southern end of the hotel building, two wildlife ponds and landscaping and surfacing throughout the site. The rear aspects of the hotel accommodation buildings are proposed

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to include amenity areas for each ground floor bedroom separated by a timber close board fence and new hedges.

The scheme includes closure of the existing northern access and moving the existing access onto the A487 in a southerly direction.

The application has been supported with the following information:

- Design & Access Statement
- Landscape Specification
- Transport Statement
- BREEAM Pre-Assessment
- Bat Survey

Key Issues

The application raises the following planning matters:-

- Policy and Principle of Development
- Visual Amenity and Special Qualities of the National Park
- Neighbouring Amenity and Privacy
- Highway Safety, Access and Parking
- Water and Drainage
- Ecology

Policy and Principle of Development

In terms of principle the site lies within the countryside and on a key route into the National Park. The site is brownfield and currently occupied by a now redundant single storey block which was formerly used as a motel. The principle of a replacement building to provide a new hotel is considered to be acceptable subject to consideration of detailed planning matters. This is on the basis that whilst the proposal will increase the level of accommodation offered the site is a brownfield site and in proximity to the village of Roch which lies outside of the National Park.

Visual Amenity and Special Qualities of the National Park

Policy 8 of the Pembrokeshire Coast National Park Local Development Plan (LDP) is a strategic policy which refers to the special qualities of the National Park and lists priorities to ensure that these special qualities will be protected and enhanced. Policy 15 of the LDP seeks the conservation of the Pembrokeshire Coast National Park with criteria 'a' and 'b' resisting development that would cause significant visual intrusion and/or, that would be insensitively and unsympathetically sited within the landscape. Criterion 'c' resists development that would introduce or intensify a use which is incompatible with its location. Criteria 'd' and 'e' resists development that would fail to harmonise with, or enhance the landform and landscape character of the National Park, and/or fail to incorporate important traditional features.

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Policy 29 of the LDP requires all development proposals to be well designed in terms of place and local distinctiveness (criterion 'a'). Policy 30 of the LDP seeks to avoid development that is of an incompatible scale with its surroundings (criterion 'b') or is visually intrusive (criterion 'd').

The site lies on the boundary of the National Park along the A487 which provides access in a westerly direction towards Newgale. The site is low lying and is prominent particularly when viewed from the south east on the approach road. It is surrounded by large open fields with some visual breaks including Roch Castle to the east, pockets of woodland as well as a recently constructed housing estate at Roch.

In terms of Policy the Authority's Supplementary Planning Guidance 'Landscape Character Assessment' advises that the site lies within Landscape Character Area (LCA) 12 – St Brides Bay. This is identified as a very large expanse of rolling lowland and associated coastal cliffs and beaches between Solva and Little Haven with the coastal features providing a strong sense of place. The area consists of outstanding and high visual and sensory aspects with the special qualities including the very large tract of landscape with a strong visual relationship to the coast, high degree of exposure, sight and sound of expanse of sea, high ecological value of landscapes and historical landscape with high value and some outstanding value.

The supporting text to Policy 15 at paragraph 4.75 of the LDP states "Attention to detail and the cumulative effects of change are important considerations. Even seemingly minor changes in the landscape can have an adverse effect; prominent individual buildings or widespread application of inappropriate trends in design detailing can have an impact much wider than their immediate environs and cumulatively will subtly and irreparably alter the often fragile landscape character of the National Park."

Any development of the site needs to take account of these special qualities and the existing character of the site. Whilst the existing site is in a poor visual condition and a replacement building or demolition would be supported a detailed consideration of the design and form of the proposed replacement needs to be undertaken.

In terms of layout the development is proposed to be formed in an arc around the existing site with frontage buildings to the A487 and the B road which runs along the north facing aspect of the site. The applicant explains in the submitted Design and Access Statement that the site has been designed to screen the majority of the car parking and internal roads and street lighting by forming a central courtyard around a horseshoe shaped building that encloses them. Landscaping is proposed across the site including native hedgerows alongside the proposed restaurant building and access as well as a pond on the approach into the site. Tegular blocks are proposed for the parking bays whilst the internal routes would be laid to tarmac.

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The applicant has sought to now address the concerns of officers in relation to the design of the scheme by supplying a series of amendments as described in earlier paragraphs. These amendments, although relatively small, have the result of dramatically changing the form and character of the scheme. The outward impression of the buildings is now one of a traditional form through the imposition of a simple window formation which is supplemented by timber glazed links.

The concerns about the design of the flat roof have been addressed through the creation of a false roof projecting from the front of the building to give the impression of a traditional roof formation. The drawings provided need some amendments to be carried out in relation to the detailing of this roof as well as the finishing to each of the elevations. The applicant has also suggested omitting the stone from the entrance elevation given that it appears a heavy addition to this part of the scheme.

On a whole and subject to further detailing of the roof structure the revised scheme results in a more sympathetic development of this important site. Subject to the detailing being received and conditions to control the form and samples of surface finishes the revised scheme of development is considered to comply with the requirements of policies 8, 15, 29 and 30 of the Local Development Plan.

Highway Safety, Access and Parking

Policies 52 and 53 of the Local Development Plan refer to sustainable transport and the traffic impacts of proposed development.

The scheme involves the closure of the existing access onto the B road at the north of the site and relocating the access onto the A487 further southwards. The Highway Authority has been consulted and confirms that there appears to be adequate parking and turning facilities along with a drop off zone within the site. They advise that discussions took place as part of the previous application agreeing to a visibility splay of 120m when measured 2.5m back from the edge of the carriageway. The Highway Authority comments that there is a bus stop nearby and can be relatively easily connected into the development via a new footpath link and crossing. They state that details of this will need to be submitted prior to commencement and completed prior to opening or alternatively the applicant could provide a contribution to the Highway Authority via a Section 106 agreement to provide the footpath and crossing point. Such a matter could be dealt with by a suitable grampian planning condition which would require completion of works to improve the link between the bus stop and the site before commencing works on the hotel development. This would be a reasonable condition in the interests of providing a safe and sustainable link between the site and public transport.

Other conditions suggested include the provision and retention of visibility splays, present means of access to be permanently stopped up and highway reinstated in accordance with plans to be submitted and the parking and turning areas to be completed before development is brought into use. Such

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conditions would be reasonable in the interests of the development. As such it can be concluded that subject to suitable conditions the scheme would comply with the requirements of policies 52 and 53.

Water and Drainage

Policy 32 of the Local Development Plan requires development to incorporate sustainable drainage systems for the disposal of water on site. The drawings provided show the provision of some landscaped areas including ponds, however, no specific details have been provided showing how surface water will be managed on site. Natural Resources Wales comment that surface water from the new buildings/structures should be controlled as near to its source as possible through surface water management (SUDS). SUDS is defined as being an approach to managing surface water run-off which seeks to mimic natural drainage systems and involve a range of technologies including for example soak-a-ways, infiltration trenches, permeable pavements, swales. Welsh Water has commented on the scheme raising no objection subject to conditions requiring surface and foul water to be discharged separately. Such matters could be agreed by provision of a suitable scheme to be provided by planning condition. It is therefore it is considered that the development would comply with the requirements of Policy 32.

Ecology

Policy 11 of the Local Development Plan sets out the protection of biodiversity in that development that would disturb or otherwise harm protected species or their habitats will only be permitted where the effects will be acceptably minimised or mitigated.

On initial receipt the application did not have adequate information to ascertain whether there would be any harm to protected species, namely bats, in removing the existing buildings. An objection was received from Natural Resources Wales pending receipt of a survey. A survey was submitted by the applicant received on 30 June 2014 which revealed no recordings of bats using the buildings although birds roosting in the western apartment block. The report identified opportunities for ecological enhancements including the provision of a bat night roost building and two bat tubes in the building. Natural Resources Wales has now responded and considers that the recommendations of the bat survey are acceptable and urge the Authority to ensure that these be incorporated in the proposed development.

The applicant supplied amended plans detailing these mitigation measures which include the building to be constructed as a timber extension to the south bedroom block and bat tubes within the roofs of the buildings. In summary of the issues therefore it is considered that the development would comply with the requirements of Policy 11.

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Other Material Considerations

Consultation of the original application in December raised 2 No. objections and the substance of the objections has been summarised in above paragraphs. Concerns about the design and form are considered in earlier paragraphs of this report whereby it is considered that the amended scheme adequately addresses the concerns about the design.

Another concern raised by a third party prior to the October 2014 committee is that of viability of the proposal and the knock-on effect for other established serviced accommodation providers in the area. The response raises concern about the impact of new hotels upon the objectors business. It is considered that the provision of the new hotel raises no policy objection in terms of need or requirement and the LDP focuses on improving the quality or provision of visitor accommodation as well as preventing loss of existing hotels and guesthouses. As such the concerns raised do not amount to concerns that would justify refusal of the application.

Conclusion

The amended scheme is considered to result in an acceptable design approach to this important site on the boundary of the National Park. The scheme will provide for a new hotel to replace what is considered to be an unattractive arrangement of buildings.

Following consideration of the policies contained within the Local Development Plan and National Planning Policy in the form of Planning Policy Wales (Edition 7, July 2014) and having regard to all material considerations it is considered that the development is acceptable subject to further satisfactory details being received. As a result the scheme complies with the aims of the policies in the Pembrokeshire Coast National Park Local Development Plan (Adopted 2010).

Recommendation

The application be delegated to the Chief Executive (National Park Officer) / Director of Park Direction and Planning / Head of Development Management to grant planning permission subject to satisfactory receipt of amended drawings, subject to receipt of no new issues following fresh consultation and subject to planning conditions to require the following details.

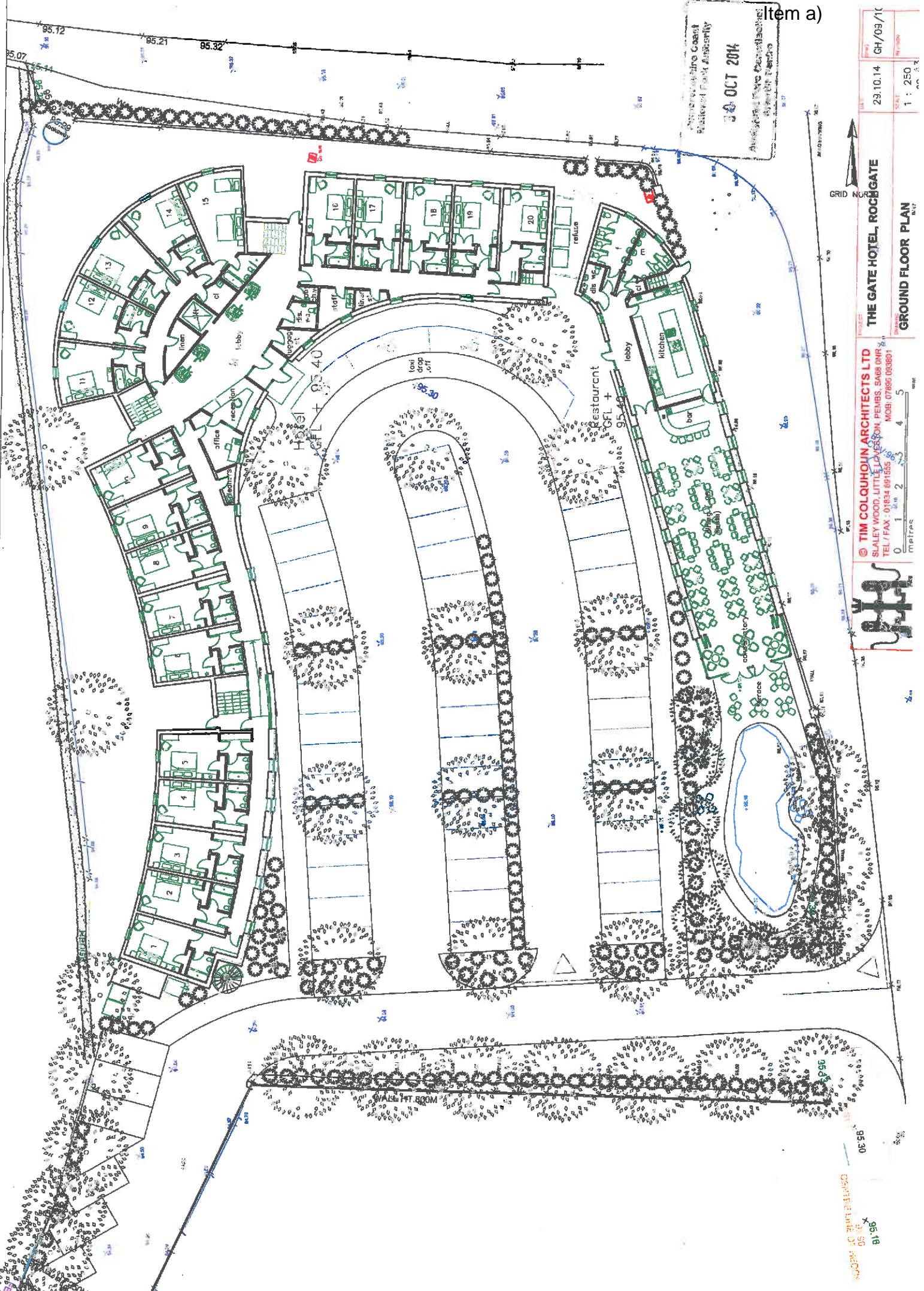
Conditions

- Time limit of 5 years to implement
- In accordance with drawings
- Samples and finish details
- Visibility splays and no growth over 0.6m within this area
- Stopping up of present means of access and reinstate the highway in accordance with plans to be agreed as soon as the new access is brought into use

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- Parking and turning areas to be completed before development is brought into use
- Prior to commencement of development details of a full scheme to provide works to provide a footpath link and pedestrian crossing refuse from the development to the nearby bus stop shall be agreed in writing with the local planning authority and complete the footpath link prior to first beneficial use of the development.
- Full scheme of landscaping and measures to protect existing hedgerows / hedgebanks
- Demolition and construction method statement to define matters including hours of construction works, construction methods and noise levels
- Details of a Sustainable Urban Drainage Scheme (SUDS) be agreed prior to commencement
- Implementation of ecological enhancements
- Lighting Scheme
- Foul and surface water to be discharged separately

Item a)



Approved by the Coast
 Planning Authority
 30 OCT 2014
 Approved Plans Document
 to be used for reference

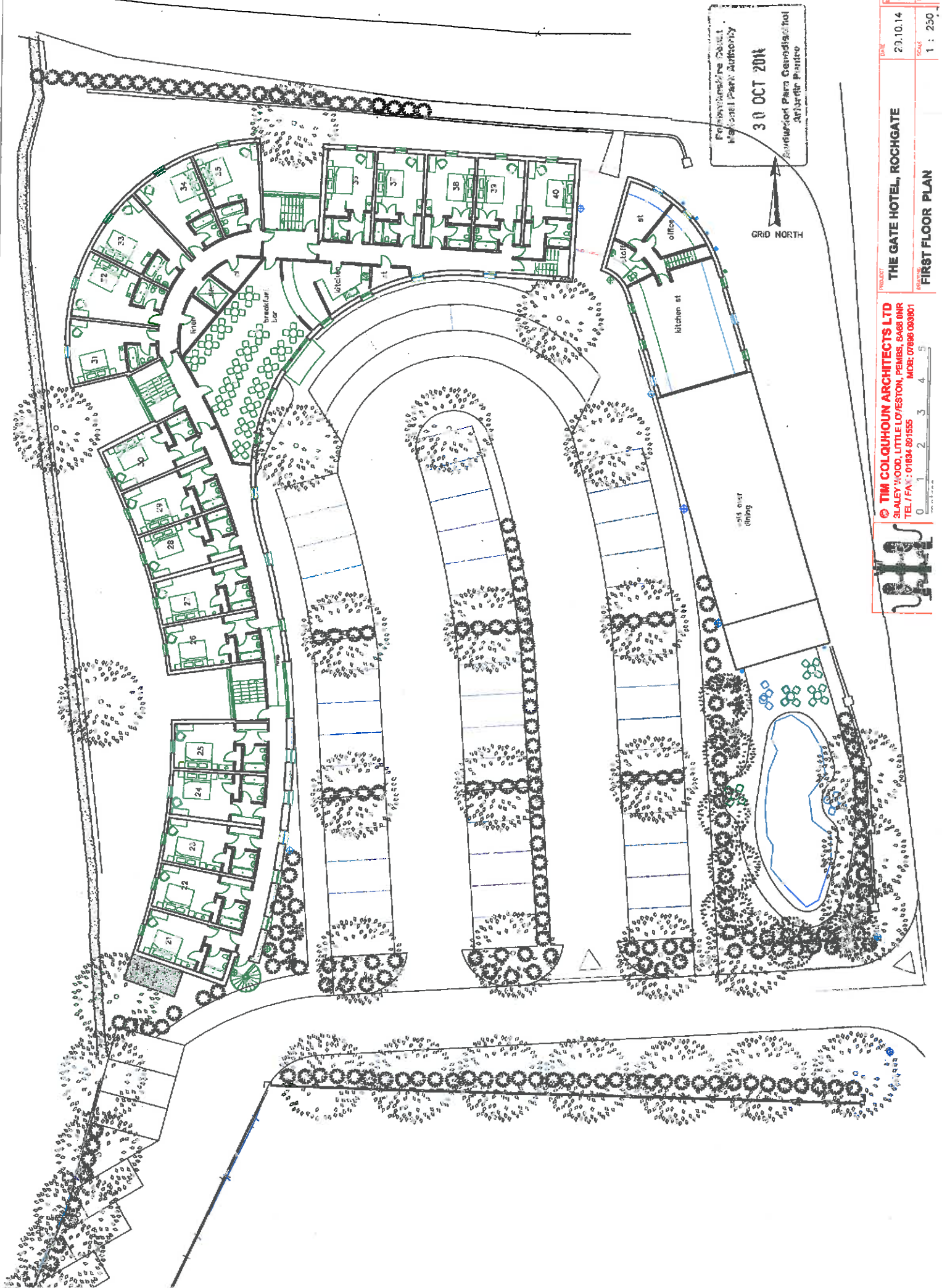
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THE GATE HOTEL, ROCH GATE
GROUND FLOOR PLAN

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 Project Name: The Gate Hotel
 Date: 30 OCT 2016
 Scale: 1 : 250
 Drawing No: 23.10.14

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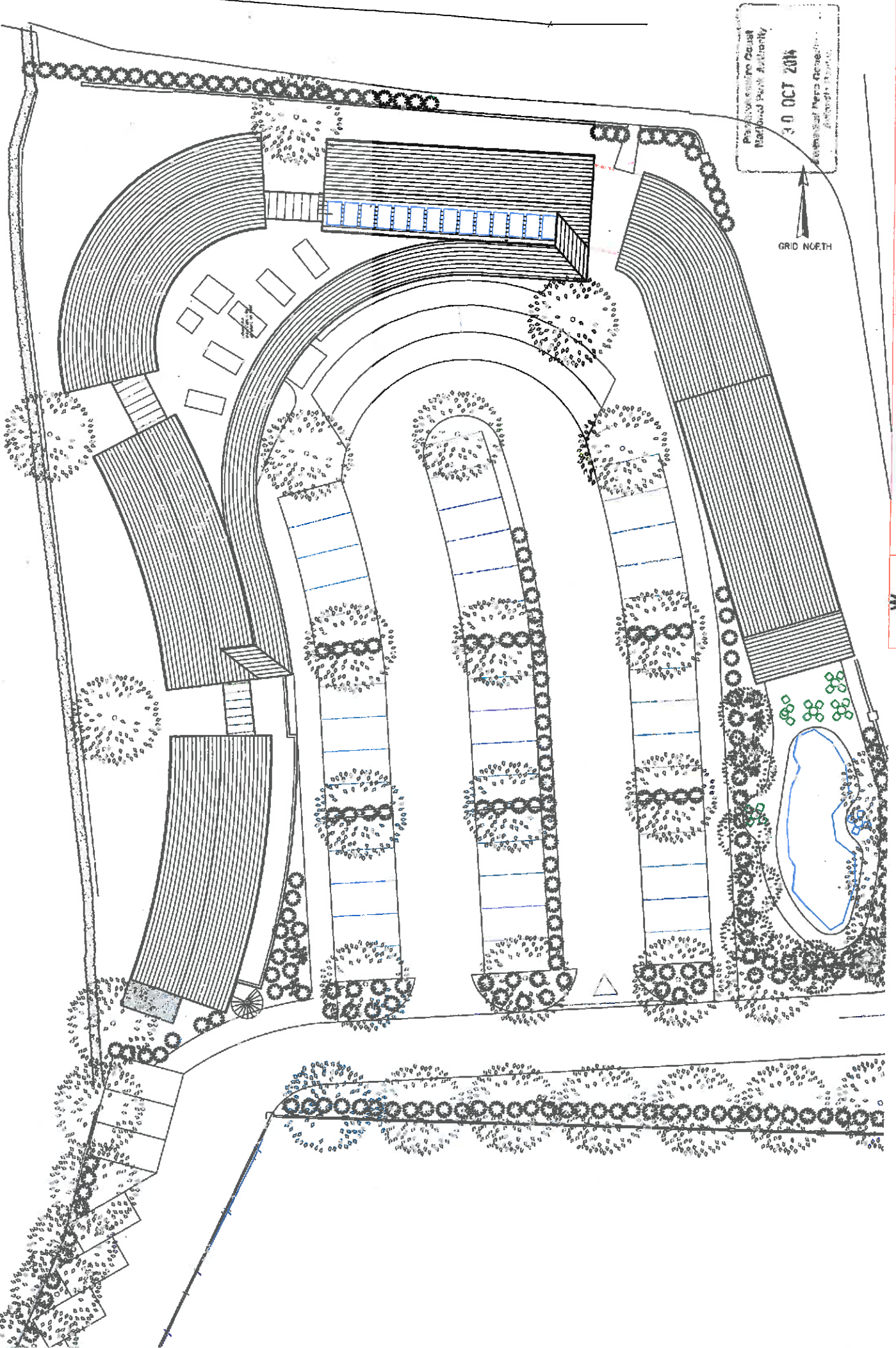


PROJECT: THE GATE HOTEL, ROCHGATE
 DATE: 23.10.14
 SCALE: 1 : 250

DRAWN: CH/09/11
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DRAWING: FIRST FLOOR PLAN

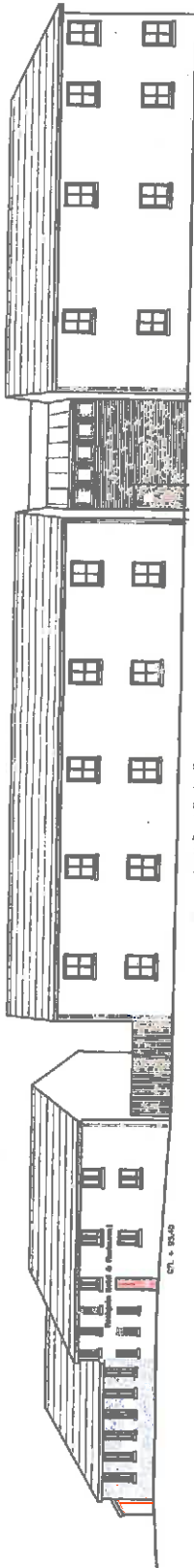
Item a)



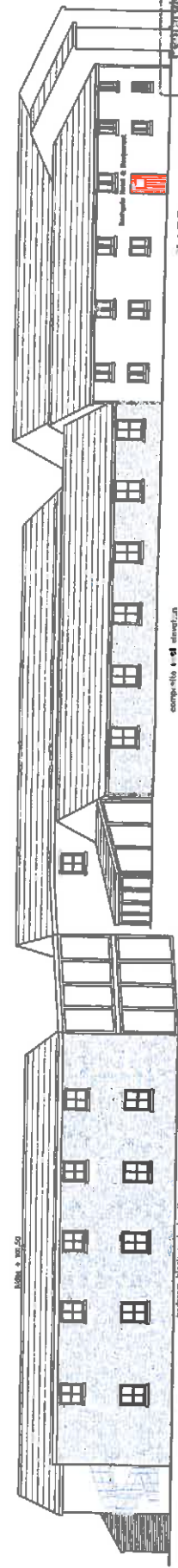
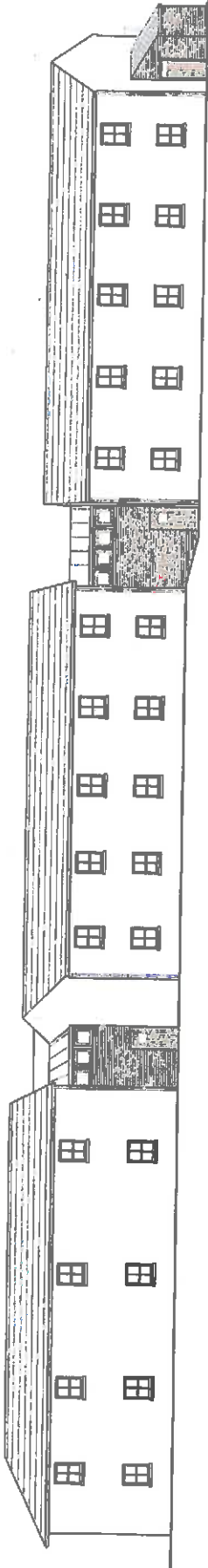
Professional Seal
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30 OCT 2014
Professional Pers. Details
Rochgate, County

GRID NORTH

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CLIENT	ROOF PLAN					
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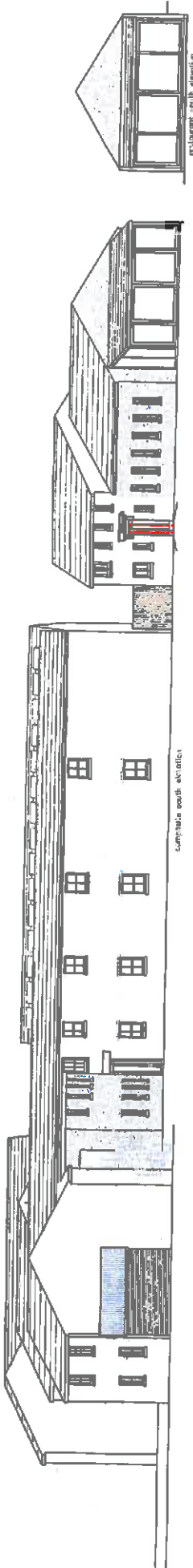
bedroom block east elevation

Professional Services
 National Park Authority
 30 OCT 2014
 Date of issue: 30 Oct 2014

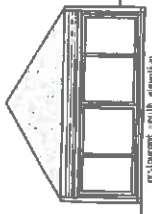
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PROJECT	THE GATE HOTEL, ROCHGATE
DATE	14.03.13
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REVISED	GH/09/10
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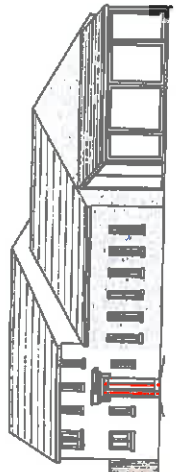
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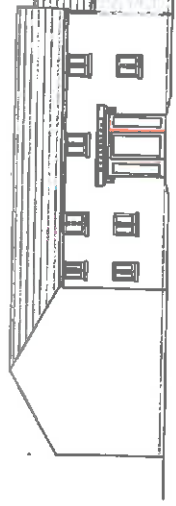
Complete south elevation



restaurant with elevation



restaurant west elevation

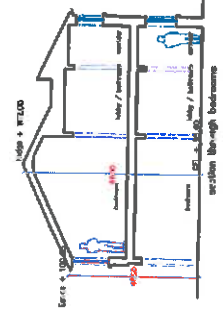


restaurant west elevation

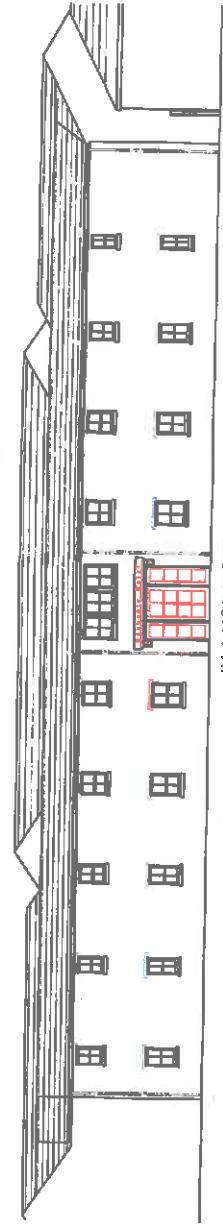


SK-11

For information only
 Not for construction
 30 OCT 2014
 Architects



section through bedrooms



Main level Entrance Direction



section through reception

Item a)

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PROJECT: THE GATE HOTEL, ROCHGATE
 DATE: 23.10.14
 DRAWING: GH/19/11
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PROPOSED SECTIONS AND ELEVATIONS

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