

PLANNING COMMITTEE	DATE: 24/07/2017
REPORT OF THE SENIOR PLANNING AND PUBLIC PROTECTION SERVICE MANAGER	DOLGELLAU

**Number: 7**

**Application Number: C17/0498/16/LL**

**Date Registered: 26/05/2017**

**Application Type: Full - Planning**

**Community: Llandygai**

**Ward: Arllechwedd**

**Proposal: Erect a cheese factory/dairy along with a café and ancillary visitor area**

**Location: Bryn Cegin Park Dairy, Bryn Cegin Park, Llandygai, LL57 4LD**

**Summary of the Recommendation: TO APPROVE WITH CONDITIONS**

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## 1. Description:

- 1.1 This is a full application for the erection of a cheese producing factory / dairy, including an ancillary café and visitor facility, on the designated industrial estate of Bryn Cegin, Bangor. The new facility would have a floor surface area of 4237.4m<sup>2</sup> and it would include a two-storey building measuring 12.6m high, along with a series of silos for the storage of milk and water. The building would have walls with a finish of a combination of timber cladding and grey coloured metal cladding whilst the roof would be covered in charcoal grey coloured metal profiled sheeting.
- 1.2 The proposal would involve erecting the first unit on an industrial estate that has been established for approximately 12 years and which already provides infrastructure such as roads, sewerage and electricity. This particular zone, Platform G2 which measures 3.46ha in area, provided for six separate business units in the outline application. The proposal is now for the development of one substantially larger unit with a section of the zone to be retained for a potential extension in the future. The rest of the site is divided into one area for loading and business activity, parking spaces for 135 vehicles and a landscaping area around the site's boundaries.
- 1.3 The Bryn Cegin site is a 36ha industrial site which has been earmarked for industries in use classes B1 or B2 in the Unitary Development Plan and for businesses in use classes B1, B2 and B8 in the Joint Local Development Plan. The proposed use is use class B2 namely General Industry.
- 1.4 Despite the industrial designation, the site stands outside the development boundary as defined by the UDP and LDP and it lies within the Ogwen Valley Landscape of Outstanding Historic Interest.
- 1.5 The following information was submitted with the application:
- Design, Access and Sustainability Statement
  - Report of the Pre-application Consultation (PAC)
  - Community and Language Statement
  - Protected Species Assessment
- 1.6 This application, due to the building's floor area, is defined as a major development. In accordance with the requirements of the Town and Country Planning Order (General Development Procedure) (Wales) 2009, a pre-application consultation report was received as part of the application. The report shows that the developer has informed the public and statutory consultees of the proposal prior to submitting a formal planning application. The report includes copies of the responses received and the planning application has been drawn up to take those observations into consideration.

## 2. Relevant Policies:

- 2.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and paragraph 2.1.2 of Planning Policy Wales emphasise that planning decisions should be made in accordance with the Development Plan, unless material considerations indicate otherwise.

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2.2 Under the Well-being of Future Generations (Wales) Act 2015 the Council has a duty not only to carry out sustainable development, but also to take reasonable steps in exercising its functions to meet its sustainable development (or well-being) objectives. This report has been prepared in consideration of the Council's duty and the 'sustainable development principle', as set out in the 2015 Act; in making the recommendation the Council has sought to ensure that present needs are met without compromising the ability of future generations to meet their own needs. It is considered that there would be no significant or unacceptable impact upon the achievement of well-being objectives as a result of the proposed recommendation.

2.3 **Gwynedd Unitary Development Plan 2009:**

**STRATEGIC POLICY 16 – EMPLOYMENT**

Developments that will strengthen or divert local economies, unless they harm the environment, cultural features of the area or amenities of nearby residents in a significant way will be approved.

**POLICY A2 – PROTECTING THE SOCIAL, LINGUISTIC AND CULTURAL FABRIC OF COMMUNITIES**

Safeguard the social, linguistic or cultural cohesion of communities against significant harm due to the size, scale or location of proposals.

**POLICY B7 – SITES OF ARCHAEOLOGICAL IMPORTANCE**

Refuse proposals which will damage or destroy archaeological remains of national importance (whether scheduled or not) or their setting. It also refuses any development that will affect other archaeological remains unless the need for the development overrides the significance of the archaeological remains.

**POLICY B12 - PROTECTING HISTORIC LANDSCAPES, PARKS AND GARDENS**

Protect landscapes, parks and gardens of special historic interest in Wales from developments that would cause significant harm to their character, appearance or setting.

**POLICY B20 – SPECIES AND THEIR HABITATS THAT ARE INTERNATIONALLY AND NATIONALLY IMPORTANT**

Refuse proposals that are likely to cause unacceptable disturbance or harm to protected species and their habitats unless they can conform to a series of criteria aimed at safeguarding the recognised features of the site.

**POLICY B21 - WILDLIFE CORRIDORS, HABITAT LINKAGES AND STEPPING STONES**

Safeguard the integrity of landscape features which are important for wild flora and fauna unless it can be shown that reasons for the development override the need to maintain the features and that mitigating measures can be provided.

**POLICY B22 - BUILDING DESIGN**

Promote good building design by ensuring that proposals conform to a series of criteria aimed at safeguarding the recognised features and character of the local landscape and environment.

**POLICY B23 - AMENITIES**

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Safeguard the amenities of the local neighbourhood by ensuring that proposals conform to a series of criteria aimed at protecting the recognised features and amenities of the local area.

**POLICY B25 - BUILDING MATERIALS**

Safeguard the visual character by ensuring that building materials are of a high standard and are in keeping with the character and appearance of the local area.

**POLICY B27 – LANDSCAPING PLANS**

Ensure that permitted proposals incorporate high quality soft/hard landscaping which is appropriate to the site and which takes into consideration a series of factors aimed at avoiding damage to recognised features.

**POLICY B32 – INCREASING SURFACE WATER**

Refuse proposals that do not include appropriate flood minimisation or mitigation measures that will reduce the volume and rate at which surface water reaches and flows into rivers and other water courses.

**POLICY B33 – DEVELOPMENT THAT CREATES POLLUTION OR NUISANCE**

Protect human amenities, the quality of public health and the natural or built environment from high levels of pollution.

**POLICY C1 - LOCATING NEW DEVELOPMENT**

Land within the development boundaries of towns and villages and the developed form of rural villages will be the main focus for new developments. New buildings, structures and ancillary facilities in the countryside will be refused with the exception of a development that is permitted by another policy of the Plan.

**POLICY CH32 – INCREASING ACCESSIBILITY BY PUBLIC TRANSPORT**

Proposals that are likely to lead to a substantial increase in the number of journeys made by private motor vehicles will be refused unless there is an adequate public transport service in place as an alternative, or unless the development will be effectively served by public transport in the future and that consideration has been given to promoting the use of public transport services in the planning and design of the development.

**POLICY CH33 - SAFETY ON ROADS AND STREETS**

Development proposals will be approved provided they can conform to specific criteria relating to the vehicular entrance, the standard of the existing roads network and traffic calming measures.

**POLICY CH36 - PRIVATE CAR PARKING FACILITIES**

Proposals for new developments, extensions to existing developments or change of use will be refused unless off-street parking is provided in accordance with the Council's current parking guidelines, and having given due consideration to the accessibility of public transport, the possibility of walking or cycling from the site and the proximity of the site to a public car park.

**POLICY D2 – INDUSTRIAL SITES**

Protecting land and units on Industrial Sites for use as Class B1, B2 and B8 uses. To approve developments which are not B1, B2 or B8 uses if they are small-scale supplementary business facilities; provide waste management facilities or other 'sui generis' uses with similar features to activities in B1 and B2 classes; or, do not lead to a shortage of land units for B1, B2 and B8 uses.

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#### POLICY D31 - RETAILING FROM INDUSTRIAL UNITS

Proposals for individual shops in industrial units will be refused unless they comply with criteria noting that the shop is ancillary to the main use of the unit, the goods produced within the planning unit only are sold and the shop does not significantly harm either individually or cumulatively the vitality and viability of a town centre.

Supplementary Planning Guidance – Planning and the Welsh language

#### 2.4 **Gwynedd and Anglesey Joint Local Development Plan. (July 2017) (As amended by the Inspector's Report, 30 June 17)**

SP 1: The Welsh Language and Culture  
PCYFF 1: Development Boundaries  
PCYFF 2: Development criteria  
PCYFF 3: Design and place shaping  
SP 13: Providing opportunities for a prosperous economy  
CYF 1: Safeguarding, and designating and retaining land and units in reserve for employment use  
MAN 6: Retailing in the Countryside  
TRA 2: Parking standards  
TRA 4: Managing transport impacts  
AMG 3: Protecting and improving features and qualities that are unique to the character of the local landscape  
AMG 5: Local Biodiversity Conservation  
AT 1: Conservation Areas, World Heritage Sites and Landscapes, Parks and Registered Historic Gardens.

#### 2.5 **National Policies:**

Planning Policy Wales - (Edition 9, November 2016)

Technical Advice Note 12 – Design (2016)

Technical Advice Note 23: Economic Development (2014)

Technical Advice Note 24 - The Historic Landscape (2017)

#### 3. **Relevant Planning History:**

C06A/0819/16/LL - ERECTION OF ELECTRICITY SUB-STATION, ANCILLARY ACCESS ROAD, AND INDEPENDENT ACCESS TO THE WATER PUMPING STATION - Approved 02/01/07

C05A/0390/16/MG - DEVELOPMENT OF ESTATE ROAD AND ASSOCIATED INFRASTRUCTURE, CREATION OF DEVELOPMENT PLATEAU AND STRUCTURAL LANDSCAPING - Approved 07/07/05

C04A/0765/16/LL - CONSTRUCTION OF NEW ROUNDABOUT ACCESS AND PHASE ONE OF THE ESTATE ROAD (APPROVAL OF RESERVED MATTERS UNDER OUTLINE APPLICATION C00A/0361/16/AM) - Approved 14/04/05

C04A/0765/16/LL - CHANGE OF CONDITIONS 4, 16, 17, 19 AND 23 OF OUTLINE PERMISSION C00A/0361/16/AM, RELATING TO THE IMPLEMENTATION AND COMPLETION OF THE DETAILS REGARDING THE ROAD, INFRASTRUCTURE, DRAINAGE AND "DEVELOPMENT BRIEF"

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DETAILS AND "ENVIRONMENTAL STATEMENT" IN FULL BEFORE ANY OTHER DEVELOPMENT TAKES PLACE - Approved 11/01/05

C04A/0374/16/LL - CHANGE OF CONDITION 2 OF OUTLINE PERMISSION NUMBER C00A/0361/16/AM IN RELATION TO USING LAND FOR THE PURPOSES OF USE CLASS B1 (BUSINESS) AND B2 (INDUSTRIAL), PROVISION OF NEW ACCESS, INFRASTRUCTURE AND PLANTING IN ORDER TO EXTEND THE TIME TO SUBMIT A DETAILED APPLICATION FROM 23/01/04 TO 23/01/06 AS REFERRED TO IN A SECTION OF THE TOWN AND COUNTRY PLANNING ACT 1990) - Approved 28/07/04

C00A/0361/16/AM - USE OF LAND FOR CLASS B1 PURPOSES (BUSINESS) AND B2 (INDUSTRIAL), PROVISION OF NEW ACCESS, INFRASTRUCTURE AND PLANTING - Approved 03/01/01

#### 4. Consultations:

Community/Town Council:	Support
Transportation Unit:	No objection
Natural Resources Wales:	The plan could be acceptable provided that conditions are imposed to protect bats. Notes to the applicants in relation to Environmental Licensing and Environmental Management.
Environmental Health:	Not received
Land Drainage Unit:	It does not appear that the development will affect any watercourse. Surface water should be disposed of in accordance with the requirements of TAN 6
Welsh Water:	The proposed drainage system is acceptable in principle. Standard conditions and advice are required to ensure appropriate control of surface water. There are no concerns regarding the sewerage system and water supply.
Welsh Government (Transportation) :	No objection - Welsh Government does not have any intention to give instructions on this application
Biodiversity Unit:	No objection subject to imposing appropriate conditions to protect species and habitats
Economy and Community Department:	Welcome the creation of new jobs in Gwynedd, in particular the likelihood of creating "high value" jobs
Cadw:	There will be no impact on the setting of the nearby Listed Monument

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Gwynedd Archaeological Planning Service:

The proposal does not have any significant implications in terms of archaeology or historic landscapes

Public Consultation:

Notices were posted around the site and nearby residents were informed. The observations below were received in response to the consultation relating to material planning considerations:

- Concern regarding odours
- Concern regarding pollution hazards in particular from liquids in cooling systems
- Likely that there will be light pollution
- Noise needs to be controlled, in particular at night

Other observations were also received; these are not material planning matters to the application, such as:

- There are other places in the county where such a building could be built
- The development will not create many jobs and therefore it is likely that the salaries will be low
- Broadband speed is low in Bangor and this development should be used to improve the provision

## 5. Assessment of the material planning considerations:

- 5.1 In line with the presumption in favour of sustainable development, applications for planning permission or to renew planning consent should be determined in accordance with the approved or adopted development plan for the area, unless material considerations indicate otherwise. Policies in an emerging development plan are material considerations. Planning Policy Wales states that all applications should be considered in relation to up-to-date policies. In terms of a plan that is emerging there is no certainty regarding its contents only when the Inspector presents his final report. The Inspector's binding report was received on 30 June 2017. The Inspector's recommendations for amendments are binding. The policies and proposals of the Plan will not be further amended. On this basis, the policies and proposals of the Plan, as amended by the Inspector, are material considerations that carry substantial weight.
- 5.2 The current 'Development Plan' is the Gwynedd Unitary Development Plan (2001 - 2016) and the Joint Local Development Plan for Gwynedd and Anglesey (Joint LDP) will totally replace the Unitary Plan as the 'development plan' once it is formally adopted. It is likely that the Joint LDP will be submitted before the Council to consider its adoption during July 2017.
- 5.3 The statutory test should be the first consideration at all times when dealing with any planning application, i.e. it is necessary to determine planning applications in accordance with the development plan, unless other material considerations state otherwise. The Joint LDP is now a significant planning consideration for the purposes of development control. Paragraph 3.1.3 of Planning Policy Wales states:
- 5.4 *"Material considerations could include current circumstances, policies in an emerging development plan and planning policies of the Welsh Government. All applications should be considered in relation to up-to-date policies ..."*

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- 5.5 Paragraph 2.14.1 of Planning Policy Wales states:  
*"...thus in considering what weight to give to the specific policies in an emerging LDP that apply to a particular proposal, local planning authorities will need to consider carefully the underlying evidence and background to the policies. National planning policy can also be a material consideration in these circumstances."*

### **The principle of the development**

- 5.6 The principal policy considerations for this application are policies D2 of the UDP and Policy CYF 1 of the LDP which identify the Bryn Cegin Estate as an industrial site to be protected. This application, for industrial use in use class B2 as defined by the "Town and Country Planning Order (Use Classes) 1987 as amended", and this use is in accordance with what is encouraged by the policies above. Therefore it is believed that the principle of developing a cheese production unit / dairy is acceptable in this location. Having said that, this is a major development and there are a number of additional policy considerations that have to be considered and are addressed below.

### **Design and visual amenities**

- 5.7 Although large, the new building would be of a size, design and materials that would be expected within a modern industrial building on a substantially sized estate such as Bryn Cegin. It would measure approximately 12.6m high to the ridge of the mono-pitch roof with a footprint of 80m x 30m, all on an existing purpose-built plateau measuring 3.46ha. The materials and colours are as expected for an industrial building of this type and it is considered that it would be in keeping with its location in an industrial site. The design is modern with much glass and timber in the most prominent elevations and these provide some mitigation for the industrial feel of the building. The building would be visible from some distant views and, possibly, it would appear relatively isolated as this would be the first substantial building on the estate. Having said that, outline planning permission already exists for the estate and therefore, such effects are unavoidable. Bearing in mind the context of the site on an authorised industrial estate, it is believed that the landscaping shown on the plans will assist to mitigate against the visual impacts of the development and, considering the location, the distance from public viewpoints, the formation of the land and the design, materials and landscaping, it is not believed that this development will have a significant harmful impact on the visual amenities of the neighbourhood.
- 5.8 Therefore, it is believed that the development's appearance will be acceptable and that it will comply with the requirements of Policies B22, B23, B24 and B27 of the UDP and policies PCYFF 1 and PCYFF 2 of the LDP.

### **General and residential amenities**

- 5.9 Policies B23 and B33 of the UDP and PCYFF 2 of the LDP also asks for consideration to be given to the impact of proposal on the neighbourhood's amenities. On the whole, despite an objection from the resident of a nearby property, due to the distance between this site and the surrounding houses (the site is over 400m from the nearest house), along with existing land formation and natural growth, it is not



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considered that there will be any significant or unacceptable visual harm to the surrounding properties.

- 5.10 It is acknowledged that nuisance matters such as noise and odours will derive from the site but there are regulations outside the planning system for managing these matters and, accepting that the development will follow the appropriate environmental regulations, it is not considered that significant substantial harm is likely to arise in relation to the amenities of local residents in particular considering that this is a designated industrial site and that the Llandygai operational industrial site is nearby. At the time of writing this report, the response of the Environmental Health Unit to the application had not been received and these issues will be reported upon further at the Committee. It is considered, if a positive response is received from the Environmental Health Unit; that the proposal can be acceptable in relation to aspects of the above policies relating to protecting the neighbourhood's amenities.

#### **Transport and access matters**

- 5.11 The Transportation Unit and Welsh Government's Transportation Department has expressed satisfaction with the plan for access and parking and therefore it is considered that they meet the requirements of policies CH33 and CH36 of the UDP and TRA2 and TRA4 of the LDP.

#### **Land drainage matters**

- 5.12 A consultation was undertaken with Welsh Water, Natural Resources Wales and Gwynedd Consultancy's Land Drainage Unit and none of these bodies raised any objection to the plan, taking that the plan will follow national guidelines on the matter. Therefore, it is considered, from setting an appropriate condition in accordance with Welsh Water's recommendations, that the proposal meets the requirements of Policy B32 of the UDP and PCYFF 2 of the LDP as it relates to the protection of land uses near development sites.

#### **Archaeology Matters and Historic Landscape**

- 5.13 The Gwynedd Archaeological Planning Service confirmed that there would be no significant impact on the Landscape of Outstanding Historical Interest whilst Cadw confirms that there would be no significant harm to the setting of the CN153 monument near the site. Therefore, it is believed that the application meets the requirements of policies B7 and B12 of the UDP and AMG 3 and AT4 of the LDP which relate to protecting sites and landscapes of historical importance from harm as well as the requirements of TAN 24 The Historic Environment.

#### **Biodiversity Matters**

- 5.14 Although they had no objection to the principle of the plan, Natural Resources Wales expressed concern in order to ensure that species are safeguarded and protected during the development. NRW confirm that the proposed development is unlikely to harm or disrupt protected species provided that the mitigation measures described in the Protected Species Assessment are actioned. Therefore, it is believed that it would be appropriate to impose a condition on the planning permission in order to ensure that the recommendations of the report are actioned.
- 5.15 The Council's Biodiversity Unit agreed that the development would be unlikely to have a harmful impact on protected species. They recommend that conditions are

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required to ensure that the site's biodiversity features are protected as much as possible. They note, although the site was created some years ago, that the site has developed into an interesting habitat in itself and that these features need to be protected as far as possible.

- 5.16 Having considered the observations of Natural Resources Wales and the Biodiversity Unit, it is believed reasonable to impose a condition on any planning permission in order to ensure that the mitigation measures included in the Protected Species Assessment are implemented in full. Clear instruction has come from Welsh Government stating that it is inappropriate to attempt to improve biodiversity by means of planning conditions and that conditions must be based on relevant evidence. Therefore, it is believed as the Protected Species Assessment is acceptable to NRW and the Biodiversity Unit, that implementing the recommendations of that report would be an appropriate way to meet the requirements of Policies B20 and B21 of the UDP and AMG 5 of the LDP.

### **The economy**

- 5.17 The Design, Access and Sustainability Statement states that the plan will create 30 full-time jobs and other substantial economic benefits to the local rural economy including providing a service for farms within a 40 mile radius. The Council's Economy Department has been involved in the discussions regarding the plan for some months and it welcomes the potential for job creation, in particular "high value" jobs as well as the creation of other local opportunities along the supply chain. The development would create direct employment opportunities and provide a market for local agricultural produce. Therefore, it is considered that it would be in keeping with the objectives of Strategic Policy 16 of the UDP and SP13 of the LDP.

### **Linguistic Matters**

- 5.18 In accordance with the requirements of Supplementary Planning Guidance, Planning and the Welsh Language, as well as policies A2 of the UDP and SP1 of the LDP, due to the size of the development's surface area, a Community and Linguistic Assessment was provided to support the application. It is believed, as there is an opportunity to create suitable jobs for local people, that this development offers an opportunity for local people to stay in their community and therefore the development could be positive for the situation of the language in Arllechwedd ward (which has an average of 61.9% of Welsh speakers) and the wider local area.

### **Retail matters**

- 5.19 The plans for the application show that a section of the building's ground floor has been earmarked as a shop / visitor facility. Therefore, retail policies D31 of the UDP and MAN 6 of the LDP are relevant. Policy D31 of the UDP sets a series of criteria for retailing from industrial property and these are discussed in turn below:
1. *That the shop is ancillary to the main use of the unit* - the plans show that there will be a shop to sell cheese in a small section of the proposed building (312 m2 out of a total of 4237.4m2) and therefore it is obvious that this use would be ancillary to the main use of the unit.
  2. *That only goods produced within the planning unit are sold.* - It is believed that it would be reasonable to impose a condition binding the shop use to the main building and ensure that only the unit's produce is sold there. By doing so, it is believed that the development would meet this criteria.

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3. *That the shop does not significantly harm either individually or cumulatively the vitality and viability of a town centre* - Due to the type of specialist shop proposed, its separate location in the centre of an industrial estate and its distance from Bangor city centre, it is not considered that the development would have any significant impact on a defined town centre or other adjacent shopping centre.

5.20 Policy MAN 6 of the LDP is similar to the UDP with the main significant difference requesting that a new shop serves a business that already exists on the site. It is obvious that no business exists on the site at present however, considering that the proposal is to create an ancillary facility to the main business use of the site, from reading the policy explanation, it is noted that one of the most important considerations is that such shops serve a specific business rather than them being a separate business on the same site. It is also important that there is no material change to the planning use of the site. By imposing a condition that binds the shop to sell the products of the industrial site and bind the size of the retail floor area, it is believed that this development will be acceptable under this policy.

## 6. Conclusions:

- 6.1 Based on the above assessment, it is not considered that the proposal is contrary to any relevant planning policy within the UDP or the forthcoming LDP. The development proposed makes appropriate use of a site designated for such uses and thus it is acceptable in principle. Consideration was given to all material issues raised during the consultation process including any objections received; however, it is not believed that the proposal is likely to cause any unacceptable detrimental impact in relation to relevant planning policies.

## 7. Recommendation:

To delegate powers to the Planning Manager to approve the application, subject to the observations of the Environmental Health Unit and the following conditions: -

### Conditions

1. Five years
2. Work to be in accordance with the plans
3. Materials / colour
4. Welsh Water Condition.
5. To act in accordance with the recommendations in the Protected Species Assessment
6. The shop / visitor facility must be subservient to the industrial use and the retail floor area will be restricted to what is shown on the submitted plans.
7. Only goods produced in the industrial unit will be sold in the shop.
8. Lighting plan to be agreed
9. Landscaping condition
10. Any necessary conditions following the receipt of observations from the Environmental Health Unit relating to matters such as hours of operation, hours of deliveries and noise level management.

### Notes

Natural Resources Wales  
Welsh Water

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