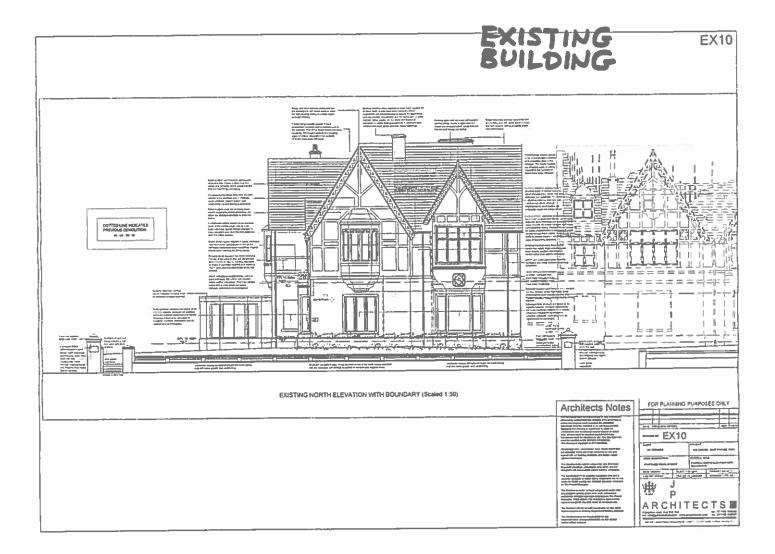
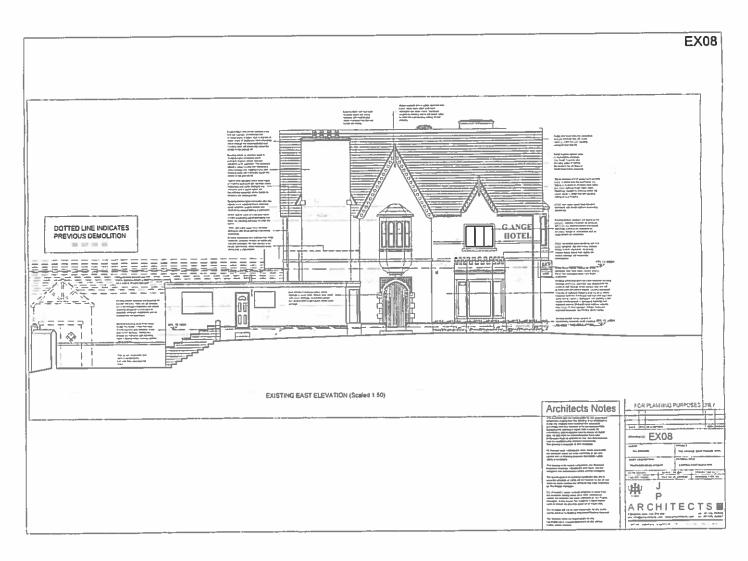
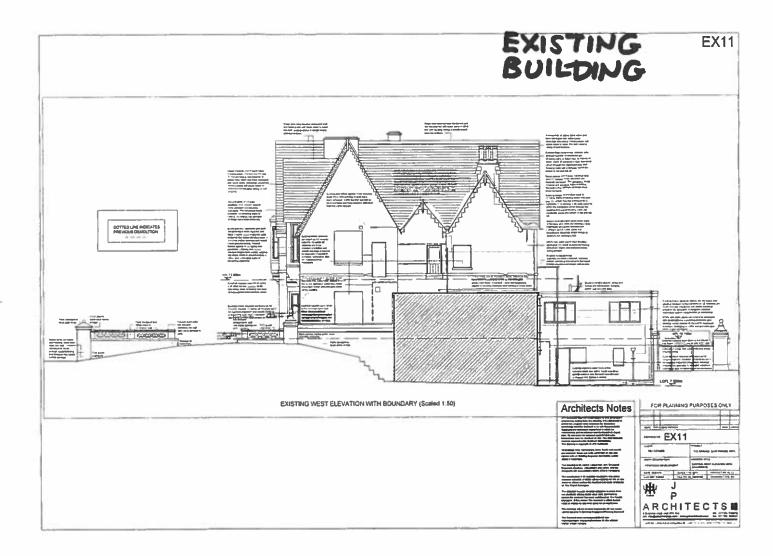
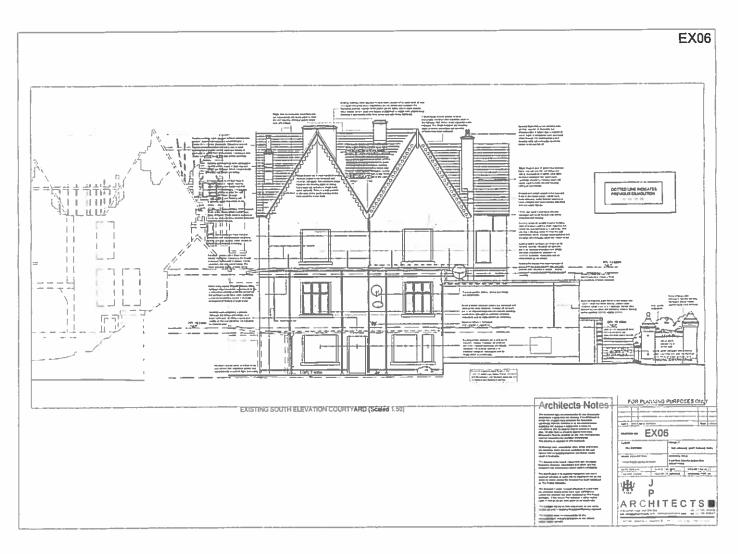


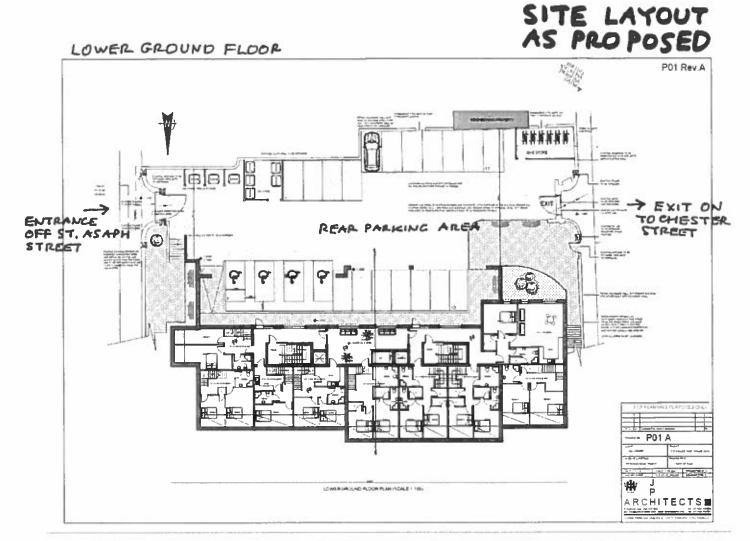
Atgynhyrchir y map hwn o ddeunydd yr Ordnance Survey gyda chaniatâd yr Ordnance Survey ar ran Rheolwr Llyfrfa Ei Mawrhydi © Hawlfraint y Goron. Mae atgynhyrchu heb ganiatâd yn torri hawlfraint y Goron a gall hyn arwain at erlyniad neu achos sifil. Cyngor Sir Ddinbych. 100023408. 2011.

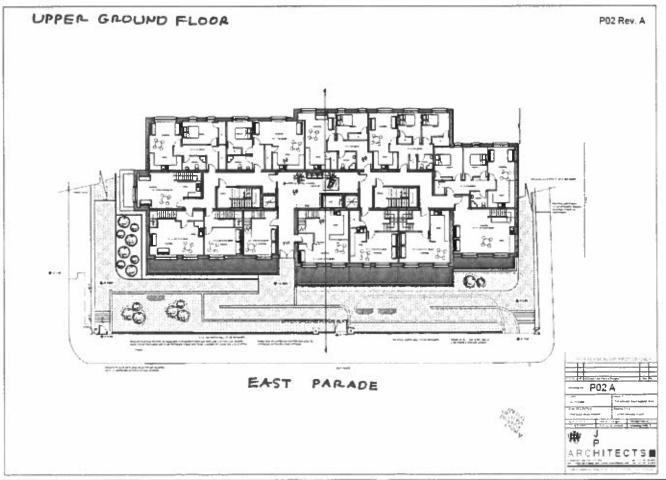


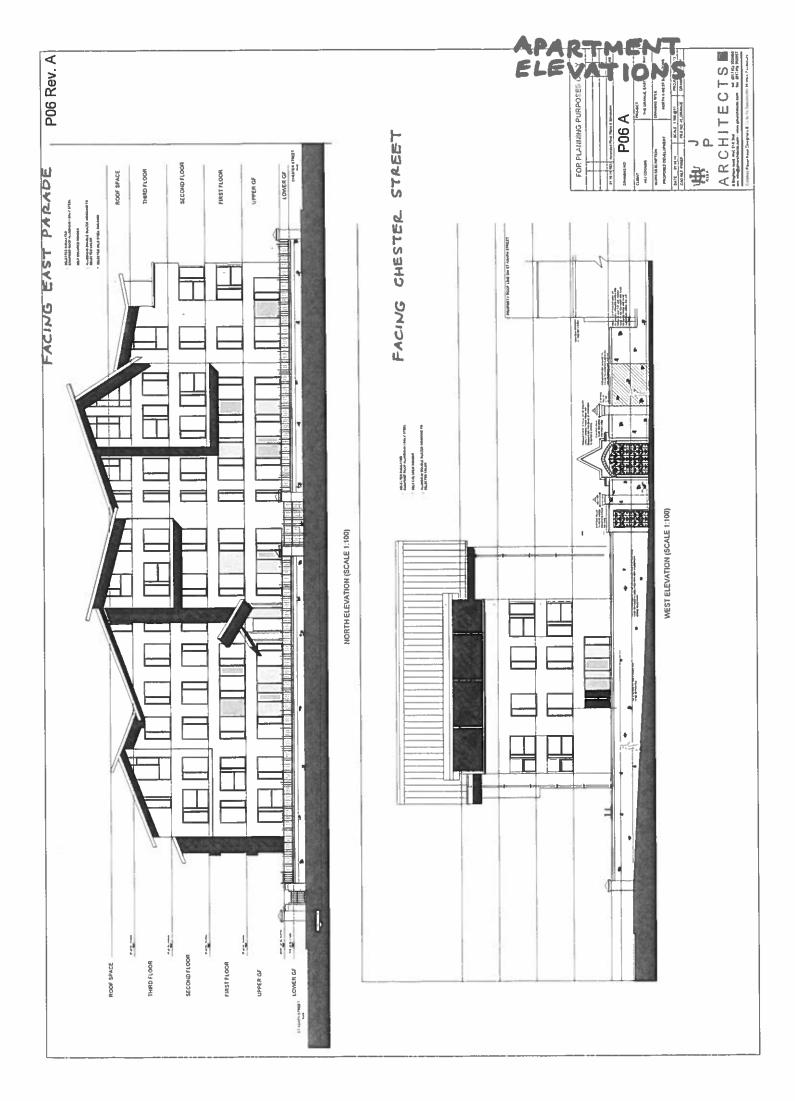


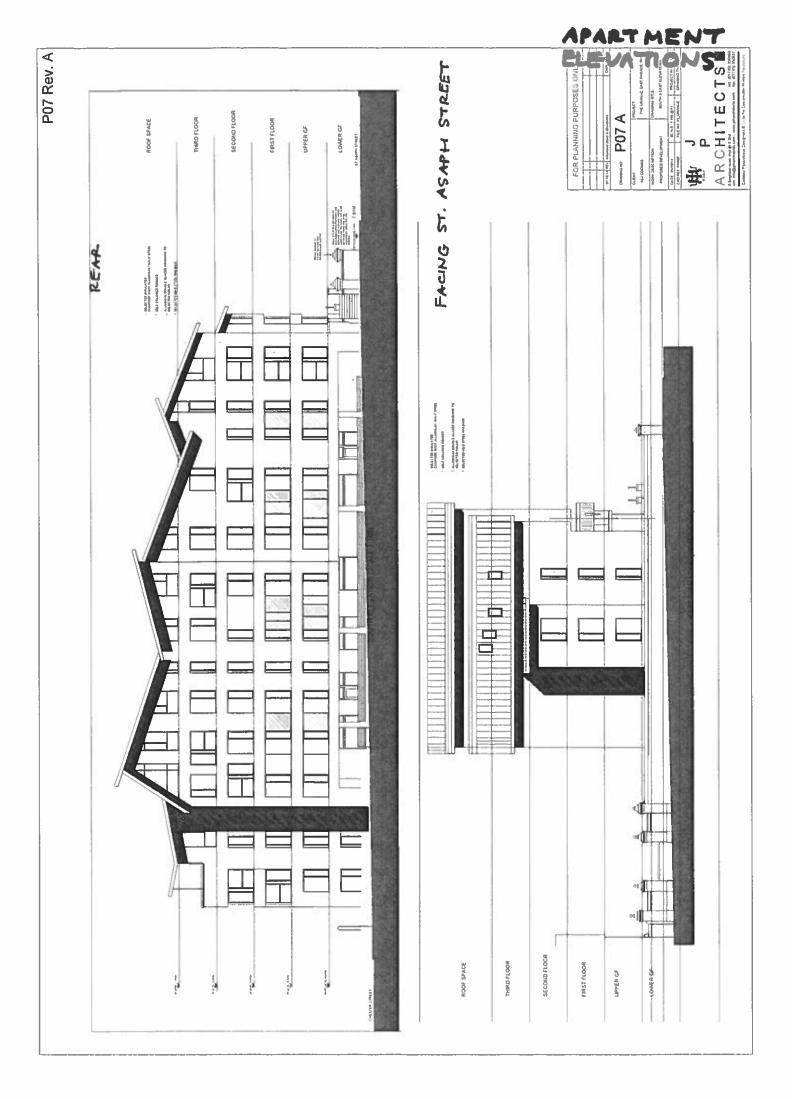


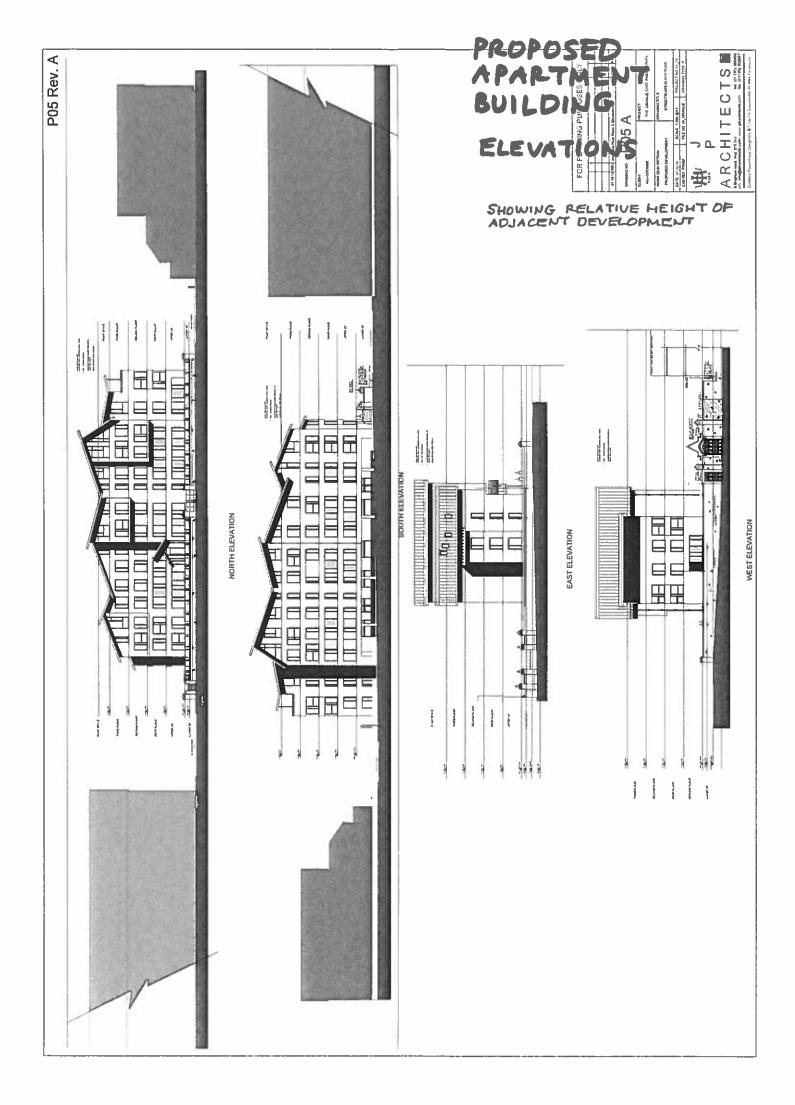












WARD :	Rhyl East
WARD MEMBER(S):	Cllr Barry Mellor Cllr David Simmons
APPLICATION NO:	45/2014/0388/ PF
PROPOSAL:	Demolition of easterly villa and redevelopment of land by the construction of 44 apartments to include 21 on site parking spaces, restoration and alteration of the existing boundary walls and associated works
LOCATION:	Grange Hotel Site 41-42 East Parade Rhyl
APPLICANT:	MrAndy Coombs
CONSTRAINTS:	Listed Building
PUBLICITY UNDERTAKEN:	Site Notice – Yes Press Notice – Yes Neighbour letters - Yes

Ion Moovor

REASON(S) APPLICATION REPORTED TO COMMITTEE: Scheme of Delegation Part 2

- Recommendation to grant / approve Town / Community Council objection
- Member request for referral to Committee

CONSULTATION RESPONSES:

RHYL TOWN COUNCIL **DECISION:** Objection on the following grounds:

 The Council feels that the density of the number of proposed flats would represent an over intensification of the site in terms of the number of apartments proposed.
 (notwithstanding the close proximity of the public car park), The Council considers the provision of only 21 on-site parking spaces for 44 apartments inadequate for the need and that this will result in significant on-street parking to the detriment of the occupiers of surrounding properties.

In the event that the application is approved by the Local Planning Authority then the Town Council would request that the following conditions be applied to any permission granted:

 That Standard Condition No. 1 be amended to require that any development permitted shall be commenced prior to the expiry of 1 year of the date of the grant of permission.
 That a restriction be placed on the route of construction vehicles accessing and departing the site in consideration of the close proximity of particularly the Bradshaw Nursing Home and the frequent round the clock need for emergency vehicles to access that property."

NATURAL RESOURCES WALES

No flood risk objections to the proposals. Defer to County Ecologist for assessment of issues concerning protected species.

DWR CYMRU / WELSH WATER No response received

CLWYD POWYS ARCHAEOLOGICAL TRUST

Have no objection to demolition but require a detailed photographic record of the buildings in their current state prior to demolition works commencing, which can be covered by planning condition.

DENBIGHSHIRE COUNTY COUNCIL CONSULTEES – Head of Highways and Infrastructure

- Highways Officer

No objections subject to inclusion of conditions relating to the detailing of the access and parking layout and submission of a construction method statement. Recognises the scale of the development but the former use involved a 28 bed hotel and owners accommodation with limited onsite parking, and a substandard access which is to be closed. There is pay and display parking on East Parade and residents permits can be obtained for use of East Parade and long stay car parks. Taking all factors into account, including the proximity to the town centre and public transport, it is not unreasonable to support the application.

Pollution Control Officer No response received

Ecologist

No objections in principle. Reiterates previous comments over need for survey work in relation to protected species, albeit the sea front location reduces the attractiveness of the location for bats. Recommends a nesting bird and bat survey should be undertaken demonstrating avoidance, mitigation and compensation measures as required.

Local Housing Strategy and Development Officer

Confirms there is evidence of high housing need in the Rhyl area. Notes the applicants have requested affordable housing provision be waived in this case, but asks that this be considered as an integral part of the site and its costs.

RESPONSE TO PUBLICITY:

Representations from : Mr D. Roberts, 13 Chester Street, Rhyl

Basis of representations

Highway safety / parking

Chester Street and St Asaph Street already suffer from congestion / likely increase in traffic will add to concerns/ concerns over highway safety including for pedestrians / emergency access required for adjacent nursing home/ streets already used for overspill parking for nearby home, offices and businesses/ all limits amount of spaces for residents and their visitors / limited provision for parking and visitor parking within the site / no guarantee that car parking spaces will be available for residents or visitors in the longer term

Drainage

No information on foul or surface water drainage proposals / concerns over potential impacts on area

Residential amenity

Concerns at potential for overlooking and loss of privacy in relation to St Asaph Street and Chester Street properties from the apartments, given the height of the building / unclear from plans if there are proposals to use obscure glazing to limit impacts / potential for noise and nuisance having regard to increased numbers of residents, e.g. traffic noise/ any permission should be subject to residents signing anti social behaviour conditions, to be monitored and managed by the Council

Ground stability

No assessment of risk to nearby property from works involved in ground retaining structures

Other matters

Need for due regard to Listed Building status / concern over general trend towards use of properties as HMO's

EXPIRY DATE OF APPLICATION:

REASONS FOR DELAY IN DECISION (where applicable):

- additional information required from applicant
- protracted negotiations resulting in amended plans
- re-consultations / further publicity necessary on amended plans and / or additional information
- awaiting consideration by Committee

PLANNING ASSESSMENT:

1. THE PROPOSAL:

- 1.1 Summary of proposals
 - 1.1.1 This is a full planning application proposing the demolition of the remaining listed building on the site and the redevelopment of the land by the erection of a single building containing 44 apartments.
 - 1.1.2 The application was submitted in April 2014, and following consideration of consultation responses, was revised in October 2014. The main elements of the scheme, as amended in October, are:
 - Demolition of the East Villa which formed part of the larger range of Grade II Listed Buildings until a serious fire in 2008
 - Redevelopment of the site by way of a building of 'contemporary' detailing with a total of 44 apartments. The floorspace has been reduced from 4446sq metres to 3991sq. metres and involves a building on 6 levels; 5 visible at East Parade level, and a 'lower ground floor ' at the rear. The apartments are of varying size, including 15 x 1 bed units, 27 x 2 bed units, and 2 x 3 bedroom units.
 - Provision of a 'rear' parking area with 22 parking spaces, including 4 for disabled persons; and 12 cycle spaces, all to be accessed off an in and out arrangement

 in from St Asaph Street and out onto Chester Street.
 - Pedestrian access only onto East Parade via steps and graded ramps.
 - Provision of external bin stores / recycling stores in the rear yard
 - Making good of boundary walls and garden areas, with additional hard and soft landscaping.

The basic plans are attached at the front of the report.

1.1.3 The application is accompanied by sets of detailed drawings and a number of supporting documents, including commentary on the revisions undertaken in October 2014 to address issues raised in consultee responses on the original scheme. These set out the case for the proposals and include the following:

A Design and Access Statement

This 30 page document explains the proposals, the background to the submission, the design concept for the new apartment building and the justification for the demolition of the remaining buildings on the site.

In brief, the Statement refers to the extensive fire damage which occurred to the Western villa in March 2008, the previous scheme supported by the Council in 2010 to retain the easterly villa and western annex, and reasons why this never materialised.

The Statement accepts the historic importance of the site and the Grade II status of

the remaining buildings. It explains the series of catastrophies and negative actions over recent years which it is argued have rendered the existing buildings beyond economic repair and restoration in relation to the importance of the listed building and the value derived from its continued use, given also there is no financial assistance from the Authority. It is stated the buildings and the site have been offered to the market as an unrestricted freehold, but to no avail, so the only logical option is to redevelop the site. The merits of alternative use have been considered but the overriding costs of any proposed restoration and repair would outweigh the cost of the works needed for any alternative use, causing any proposed use not to be viable.

There is a section dealing with the detailed condition of the east villa which explains every salvageable or reclaimable item has been broken out and removed, causing significant damage to the internal fabric, and there was a further fire in 2011. It explains the economic value of refurbishment in 2009 before the former owner went into liquidation, and current budget cost estimates. It refers to the separate document providing economic costings of refurbishment to support the case for demolition and redevelopment with residential use in keeping with the site and area – which it is considered would be attractive to a variety of potential residents.

In respect of project viability, the Statement has been updated in an Addendum in October 2014 following reassessment of key parameters and the review of the original submissions by the District Valuer Service. The Addendum indicates that a design review has resulted in the reduction of the proposed floor area, which would generate a saving of £480,000 on build costs, improving viability whilst reducing the overall mass of the building. It is argued that the refurbishment of the east villa is not financially viable, whichever permutations may be considered.

It is anticipated some apartments would be offered for leasehold sale and some retained as a rental portfolio

The design concept has been developed with reference to the adjacent sea in mind, with roof forms being inspired by 'natural and powerful wave forms'. In relation to key Planning Policy and guidance, it is indicated that the apartment and duplex units have been designed with regard to the Council's space standards and that 500 sq m outdoor space is to be provided.

An Order of Cost report

This confidential document submitted with the original application documents has been effectively superseded by the information in the October 2014 update (see the paragraph below)

A pre-assessment Code for Sustainable Homes report

This is a standard document setting out the ability of the proposed development to meet Code level 3 and associated credits.

A Structural Inspection report

This is a 5 page report from Patrick Parsons, Consulting Engineers, on the condition of the buildings on site. The report comments on the deteriorating condition of the buildings and questions the viability of the structures as part of any scheme. (The annex to the west villa was removed in agreement with CADW in June 2014 having regard to its condition and health and safety fears given proximity to a public highway)

The October 2014 Addendum statement

The Addendum statement is an important document in relation to the submission as it updates and pulls together the applicant's case in support of the demolition of the remaining listed building and the financial viability of the redevelopment scheme, following consideration of these matters by the District Valuer Service (DVS) who were engaged by the County Council to provide an independent evaluation of viability considerations. The statement recognises the commentary from the DVS and contends that the redesign of the new build scheme has improved the financial viability whilst reducing the overall mass of the building. It suggests the reconfiguration of the building would reduce construction costs and would generate a residual profit, albeit below the level considered reasonable by the DVS to recognise the level of risk in the scheme. It argues that different permutations involving the refurbishment of the easterly villa as part of the scheme are not financially viable, and that the new build option would provide an interesting aesthetic reflecting the marine environment, providing an attractive opportunity to a variety of potential future purchasers.

The statement recognises the concerns of consultees over the loss of a listed building but stresses the benefits of the regeneration of a 'tired and prominent site' in the town.

1.1.4 The agents have submitted a listed building consent application at the same time as this planning application, under code no. 45/2014/0389/LB. This seeks the separate consent required to demolish the Easterly Villa, and has to be assessed independently in terms of the justification for removing the buildings. The listed building application forms the basis of the following report on the agenda.

1.2 Description of site and surroundings

- 1.2.1 The Grange Hotel is located on the south side of East Parade, one of the main east-west seafront roads in Rhyl. It lies to the west of the Sun Centre, immediately opposite one of main car parks serving that facility. It is bound on the east side by St Asaph Street, and by Chester Street on the west side.
- 1.2.2 The Grange was historically run as a hotel, and a Grade 2 listed building consisting of two main 'villas', constructed in the 1850's with additions of varying styles. The west villa was severely affected by a fire in 2008 and has since been demolished, along with a stone annex to the West villa, which was removed in mid 2014 with CADW's approval on health and safety grounds. The east villa remains on site, and is in a very poor physical condition.
- 1.2.3 Vehicular access into the site has been possible from entrances off East Parade, Chester Street and St Asaph Street, with other pedestrian entrances on these roads. There appears to have been only limited on site parking available for users of the Hotel. The main 'service' accesses have been off Chester Street and St Asaph Street.
- 1.2.4 There are parking restrictions along East Parade and on both sides of Chester Street and St Asaph Street for a distance of some 15 metres down from the junctions with East Parade.
- 1.2.5 Ground levels fall down from the East Parade direction. There is an approximate difference in levels of some 3 metres between East Parade and the yard area at the rear of the site.
- 1.2.6 The predominant land use in the locality is residential, but there are a range of tourist related uses such as hotels, and residential/nursing homes nearby. The Royal Alexandra hospital is some 300 metres to the north east along East Parade.
- 1.2.7 Building styles in the locality vary considerably. There are 4.5 storey units immediately to the east at No's 43-50 East Parade; a 3 storey unit immediately to the west (Bradshaw Manor), 4 storey flats at Glendower Court; and mainly traditional 2 storey houses adjoining the southern boundary along both Chester Street and St Asaph Street. The 'modern' Sun Centre and Pavilion building is some 100 metres to the north east along East Parade.
- 1.2.8 The boundary between the site and the immediately adjoining dwellings on St. Asaph Street and Chester Street is defined by a mix of stone and brick walls of varying height, and there is a gap in the boundary alongside part of the walls between

15 Chester Street and the site.

- 1.3 <u>Relevant planning constraints/considerations</u>
 - 1.3.1 The site is within the development boundary of Rhyl on the proposals map of the Local Development Plan.
 - 1.3.2 Within the Plan, the site has no specific use designation. The area to the north side of East Parade (not including the site) is part of a Coastal Tourism Protection Zone, subject to Policy PSE 13 of the Plan, which does not support proposals which would result in the loss of tourism facilities.
 - 1.3.3 As noted above, the remaining east villa is a Grade II Listed building and is of Tudor Gothic style.

1.4 Relevant planning history

- 1.4.1 Applications for planning permission and listed building consent to convert the original hotel into 20 apartments were refused under Officers delegated powers in 2007, based on the limited case advanced at that time to justify the loss of the Hotel use, and the detailing of the scheme.
- 1.4.2 An alternative scheme for planning permission and listed building consent, involving the demolition of the fire damaged westerly villa, the retention of the stone built annexe, restoration of the easterly villa, and part redevelopment creating a total of 20 apartments with the use of the lower ground floor as a restaurant/functions facility, was submitted in 2009.
- 1.4.3 Denbighshire's Planning Committee resolved to grant listed building consent for the demolition of the remains of the west villa, and this was consented to by CADW in 2010. Committee also resolved to grant the planning permission subject to the completion of a Section 106 Obligation to secure a clawback payment for an affordable housing contribution in the event that the development generated an agreed level of profit when implemented. The Section 106 Obligation was not however completed, and the planning permission has never been issued.

1.5 Developments/changes since the original submission

1.5.1 Having regard to the significance of the proposals, the District Valuer Service (DVS) was engaged to undertake a detailed assessment of the financial viability of the proposals, and this report has assisted the applicants to review the contents of their submissions. This led to the submission of an amended scheme and additional information developing the financial viability arguments in October 2014.

The main conclusions of the District Valuer Service on the original submission were -

- The viability testing results illustrate that the option of refurbishment and new build as previously proposed is unviable and, in the DVS opinion has no chance of becoming viable in the immediately foreseeable future. There may be different configurations of a scheme involving refurbishment and new build, but without some form of public, private or third sector subsidy the development would need to be substantially larger to have any prospect of viability and almost certainly larger to an extent which could lead to the new build element being incongruous to the refurbished element and surrounding architectural environment.
- The proposals for complete site clearance and development face significant viability challenges and based on the assessment are also currently unviable, but are far closer to being viable (potentially within the next 12 to 24 months) and so consideration could be given to approval of this scheme, subject to suitable safeguards to prevent the applicant or successors in title from manipulating any such consent beyond the Council's intentions.
- The viability results show that there is currently no reasonable prospect of the present development proposals delivering the Council's policy requirements in respect of affordable housing and open space and as such these requirements could, on the basis of economic

viability, potentially be waived in this case. This is a decision for the Council having weighed all relevant factors.

- Finally, it may be that the applicant could consider revisions (to units sizes, development density etc) to the current proposals that may lead to improved viability and this might be something for the Council to give further consideration to and potentially review with the applicant.
 - 1.5.2 As noted earlier in the report, the stone annex to the West villa was demolished in June 2014, following Health and Safety concerns, and with the consent of CADW.

1.6 Other relevant background information

- 1.6.1 Assessment of the planning application needs to be undertaken alongside the parallel application for listed building consent to demolish the remaining building on the site, which forms the subject of the following application on the agenda.
- 1.6.2 The Grange has been identified as one of the County's 'Eyesore Sites' where multidisciplinary action has been targeted to remove or deal with issues.
- 1.6.3 The ownership of The Grange changed in 2013. The new owner has engaged positively with the Council in the course of developing the current planning and listed building applications.

2. DETAILS OF PLANNING HISTORY:

2.1 The most recent history is :

45/2006/0705/LB External refurbishment works Granted 21/11/2006

45/2007/0800/PF

Conversion and alterations of existing hotel to create 20 no. Self contained apartments and construction of a new vehicular access.

Refused 8/1//2007

Reason for refusal: Conflict with policy TSM 8 – no evidence to demonstrate attempts to market property as serviced accommodation/site lies in important cluster of serviced accommodation uses which should be retained to ensure an adequate range of holiday accommodation in the town.

452007/0801/LB

Listed building application for conversion and alterations of hotel to create 20 no. Self contained apartments.

Refused 21/12/2007

Reason: Design and detailing unacceptable and would not preserve/enhance the character/appearance/special interest of the Grade 2 listed building.

45/2008/1043/LB

Demolition of fire damaged building (listed building) Withdrawn 20/3/2009.

45/2009/0184/PF

Demolition of fire damaged westerly villa, retention of stone built annexe, restoration of easterly villa, and part redevelopment; creating a total of 20 apartments; use of lower ground floor as restaurant/functions facility, provision of off road parking, open space, refuse and cycle storage.

Committee resolved to grant subject to completion of a Section 106 Obligation (never completed, so no permission issued)

45/2009/185/LB

Demolition of fire damaged westerly villa and part redevelopment (listed building application) Granted April 2010

3. RELEVANT POLICIES AND GUIDANCE:

The main planning policies and guidance are considered to be: Denbighshire Local Development Plan (adopted 4th June 2013) **Policy RD1** – Sustainable development and good standard design **Policy RD5** – The Welsh language and the social and cultural fabric of communities **Policy BSC1** – Growth Strategy for Denbighshire **Policy BSC2** – Brownfield development priority **Policy BSC3** – Securing infrastructure contributions from Development **Policy BSC4** – Affordable Housing **Policy BSC1** – Recreation and open space **Policy VOE1** - Key areas of importance **Policy VOE6** – Water management **Policy ASA3** – Parking standards

3.1 Supplementary Planning Guidance Supplementary Planning Guidance Note Recreational Public Open Space Supplementary Planning Guidance Note Access for all Supplementary Planning Guidance Note Affordable Housing in New Developments Supplementary Planning Guidance Note Residential Development Design Guide

3.2 Government Policy / Guidance

Planning Policy Wales Edition 7, 2014 TAN 2: Planning and Affordable Housing (2006) TAN 5: Nature Conservation and Planning (2009) TAN 12: Design (2009) TAN 15: Development and Flood Risk (2004) TAN 18: Transport (2007) TAN 20: The Welsh Language – Unitary Development Plans and Planning Control (2000)

4. MAIN PLANNING CONSIDERATIONS:

In terms of general guidance on matters relevant to the consideration of a planning application, Planning Policy Wales Edition 7, 2014 (PPW) confirms the requirement that planning applications 'should be determined in accordance with the approved or adopted development plan for the area, unless material considerations indicate otherwise' (Section 3.1.2). PPW advises that material considerations must be relevant to the regulation of the development and use of land in the public interest, and fairly and reasonably relate to the development concerned., and that these can include the number, size, layout, design and appearance of buildings, the means of access, landscaping, service availability and the impact on the neighbourhood and on the environment (Sections 3.1.3 and 3.1.4). There is detailed advice in Section 6.5 of PPW on the approach to demolition of listed buildings including the statement that authorities should not authorise demolition to make way for new development unless it is certain that the new development will proceed.

The following paragraphs in Section 4 of the report therefore refer to the policies of the Denbighshire Local Development Plan, and to the material planning considerations which are considered to be of relevance to the proposal.

4.1 The main land use planning issues in relation to the application are considered to be:

- 4.1.1 <u>Principle</u>
- 4.1.2 <u>Visual amenity / design</u>
- 4.1.3 <u>Residential amenity</u>
- 4.1.4 Ecology

- 4.1.5 Drainage (including flooding)
- 4.1.6 <u>Highways (including access and parking)</u>
- 4.1.7 <u>Archaeology</u>
- 4.1.8 <u>Viability issues</u>
- 4.1.9 <u>Affordable Housing</u>
- 4.1.10 Open Space
- 4.1.11 Density of development
- 4.1.12 Inclusive design
- 4.1.13 Impact on Listed Building
- 4.1.14 Impact on Welsh Language and Social and Cultural Fabric
- 4.1.15 <u>Other matters</u>

4.2 In relation to the main planning considerations:

4.2.1 Principle

There are no policies in the Local Development Plan of direct relevance to a proposal to demolish a listed building and to carry out a redevelopment by way of erecting a substantial apartment block.

Policy BSC 1 of the Development Plan sets out the County's Growth Strategy to meet the needs of local communities and to meet population changes. It outlines the requirement for developers to provide a range of house sizes, types and tenure to reflect local need and demand. Rhyl is a 'lower growth town' in the plan and is expected to accommodate growth to contribute to the County's population needs. The Grange site is included in the table of sites in Rhyl, which reflects the resolution to grant permission at Committee in 2010. The principle of a residential development would be consistent with the basis of policy BSC 1.

Policy BSC 2 sets out a priority for development of brownfield land and directs development proposals towards such land in lower growth towns.

Policy RD 1 sets a range of standard land use planning tests to be applied to development proposals within development boundaries. The relevant tests are reviewed under the following topic paragraphs.

At local level, Members will be aware of ongoing work on strategies for the redevelopment of the town, which are building on the Rhyl Going Forward initiative and the West Rhyl Regeneration Area strategy. The initiative to identify and resolve issues with Eyesore Sites is a relevant consideration. These strategies and initiatives provide general support for proposals which accelerate regeneration in the town. Officers would suggest that the principle of a residential development of the Grange site would not be inconsistent with current planning policy, but the weighing up of the proposal does oblige due consideration of the case for demolition of the listed building and whether there is justification for this in connection with a redevelopment.

4.2.2 Visual amenity

Local Development Plan Policy RD 1 test (i) requires due regard to issues of siting, layout, form, character, design, materials, aspect, microclimate and intensity of use of land / buildings and spaces between buildings, which are matters relevant to the visual impact of development; test (vi) requires that development does not unacceptably affect prominent public views into, out of, or across any settlement or area of open countryside; test (vi) requires the incorporation of existing landscape or other features, takes account of site contours, and changes in levels and prominent skylines; and test (xiii) requires the incorporation of suitable landscaping measures to protect and enhance development in its local context.

The only consultee comments relating directly to the visual impact are from the Town Council, who express concern in their original response over the density of the development and consider it represents an overdevelopment of the site. The Conservation Officer has commented on the listed building aspects of the proposals in the following application on the agenda.

In Officers' opinion, the detailing of the proposed apartment building raises interesting questions given its scale and the 'modern' approach to its design. It would be a

substantial and potentially dominating structure viewed from some angles, certainly compared with the three storey buildings of the original Grange Hotel. However, whilst the building has some apartments at sixth floor level, where the roof height would be marginally above that of the main ridge of the substantial block of existing buildings at 43-50 East Parade, its bulk when viewed from East Parade is broken up by variations on its roof height, as can be seen from the plans at the front of the report. It would nonetheless be a dominant physical presence when viewed from most angles, including the rear gardens of the residential properties on St Asaph Street and Chester Street. In terms of concept, in acknowledging the agent's explanation of the design principles adopted, the relevance of the design to traditional built form in Rhvl is not obvious here and it is considered this would result in a somewhat unique form of development in the context of older buildings in the vicinity. Looking at the wider context, however, it is relevant to consider there are examples of substantial buildings of non-traditional character nearby at the Sun Centre/ Pavilion, and Glendower Court (4 storey flat roof apartments) and there is a distinctly 'modern' approach being adopted in the major redevelopment scheme at the Ocean Beach site at the other end of the seafront in the town. The foregoing suggests there are a number of factors to weigh in considering the acceptability of the visual impact of the proposals.

4.2.3 <u>Residential amenity</u>

Local Development Plan Policy RD 1 test (i) requires due regard to issues of siting, layout, form, character, design, materials, aspect, microclimate and intensity of use of land / buildings and spaces between buildings, which touch on the potential for impact on residential amenity; test (vi) sets the requirement to assess the impact of development on the amenities of local residents, other land and property users, or characteristics of the locality, in terms of increased activity, disturbance, noise, dust, fumes, litter, drainage, light pollution, etc.

There are local concerns expressed by one private individual over potential for loss of privacy and impact on residential amenity from the proposed building.

In Officers opinion, the residential amenity issues arising from the development are mainly from the potential for overlooking / loss of privacy from upper floor apartments facing towards the rear garden areas of St Asaph Street and Chester Street properties. In this context, whilst it is considered there would be a potential for overlooking into rear garden areas of existing properties from the upper floor units, the main rear wall of the apartments would be some 18 - 20 metres from the southern boundary of the site with the nearest dwellings at nos 14 St Asaph Street and 15 Chester Street, and there are screen walls along the boundaries of all these properties which would limit the extent of overlooking from the apartments, particularly as distance increases from the Grange site. In this context, it is to be acknowledged that there would have been a degree of overlooking from rooms at the rear of the old hotel towards the properties nearest the Grange, but it is not considered the scheme would result in additional levels of overlooking sufficient to justify a refusal of permission. Concerns over additional noise and disturbance are acknowledged, but this is not considered likely to be of such significance to merit opposing the development.

4.2.4 Ecology

Local Development Plan Policy RD 1 test (iii) requires development to protect and where possible to enhance the local natural and historic environment. Policy VOE 5 requires due assessment of potential impacts on protected species or designated sites of nature conservation, including mitigation proposals, and suggests that permission should not be granted where proposals are likely to cause significant harm to such interests. This reflects policy and guidance in Planning Policy Wales (Section 5.2), current legislation and SPG 18 – Nature Conservation and Species Protection, which stress the importance of the planning system in meeting biodiversity objectives through promoting approaches to development which create new opportunities to enhance biodiversity, prevent biodiversity losses, or compensate for losses where

damage is unavoidable.

There are limited comments raised over the potential impact on ecology as a result of development. The Biodiversity Officer has raised the requirement for suitable bat and bird surveys, along with relevant mitigation proposals, whilst recognising the location is likely to reduce the attractiveness of the location for bats.

4.2.5 Drainage (including flooding)

Local Development Plan Policy RD 1 test (xi) requires that development satisfies physical or natural environmental considerations relating to drainage and liability to flooding. Planning Policy Wales Section 13.2 identifies flood risk as a material consideration in planning and along with TAN 15 – Development and Flood Risk, provides a detailed framework within which risks arising from different sources of flooding should be assessed.

Whilst the application site is close to areas shown at risk of flooding in the Development Advice Maps accompanying TAN 15 – Development and Flood Risk, Natural Resources Wales have confirmed they have no objections. There are no comments from Dwr Cymru Welsh Water on the application. The individual objector expresses concern over the absence of foul and surface water drainage details with the application.

On the basis that the site is not within a Flood Zone, there are no flood risk issues to consider here. The developers would need to provide relevant drainage information at Building Regulation stage and would need to adhere to current standards in designing and connecting into the existing drainage network.

4.2.6 <u>Highways (including access and parking)</u>

Local Development Plan Policy RD 1 tests (vii) and (viii) oblige provision of safe and convenient access for a range of users, together with adequate parking, services and manoeuvring space; and consideration of the impact of development on the local highway network Policy ASA 3 requires adequate parking spaces for cars and bicycles in connection with development proposals, and outlines considerations to be given to factors relevant to the application of standards. These policies reflect general principles set out in Planning Policy Wales (Section 8) and TAN 18 – Transport, in support of sustainable development.

The plans show detailed proposals for a one way in and out access and a total of 22 vehicle parking spaces on the site. There are objections raised by Rhyl Town Council in their original response on grounds that the number of parking spaces is insufficient for the number of apartments, and that there would be unacceptable pressure on nearby streets for parking. They suggest in the event of permission being granted, that consideration be given to the routing of construction traffic to respect the need for access to the adjacent nursing home. Concerns over general highway impacts are reflected in the individual objection which comments in detail on existing conditions for parking in the vicinity.

In noting the various concerns here, it is significant that the Highway Officer has no objections to the proposal and has no concerns in respect of the adequacy of the local highway network. The Highway Officer has pointed to the previous use of the site as a hotel, and considers with respect to the parking situation that it is not unreasonable to support the application having due regard to this use, the availability of permit parking on East Parade and nearby long stay car parks, the proximity to the town centre and accessibility to public transport.

It is not considered in the context of the Highway Officer's comments, and with respect to objections raised, that there are strong highway grounds to refuse

permission here. In relation to the Town Council's response, any permission could be conditioned to require agreement to a Construction Method Statement, which could ensure consideration is given to securing access to the nursing home at construction stage.

4.2.7 Archaeology

Local Development Plan Policy RD 1 test (iii) requires development to protect and where possible to enhance the local natural and historic environment. Planning Policy Wales (Section 6.5) sets out a range of considerations to be given to the assessment of archaeological issues, including approaches to recording and investigating potential remains in conjunction with new development. Welsh Office Circular 60/96 provided earlier advice on the importance of archaeological matters in the planning process, stressing the need for due assessment of the nature and importance of any features and their setting.

There are no individual representations raising archaeological issues. The County Archaeologist and CPAT have suggested any permission include a condition requiring a photographic survey of the sections of building remaining on the site, prior to demolition.

Subject to inclusion of the type of condition suggested by the Archaeologist and CPAT, it is concluded that archaeological interests would not be adversely affected by the development.

4.2.8 Viability issues

Viability considerations may be material to the assessment of an application, as a factor to be weighed in the acceptability of a particular proposal.

Earlier sections of the report outline the basis of the applicant's submissions on the issue of viability, and how this has been revised as a result of the financial viability assessment carried out by the District Valuer Service. The applicants take the view that the option of refurbishing the existing building on the site with an element of new build development is not feasible given the extent of new development likely to be required to make it viable, as suggested by the DVS. The redevelopment proposals have been amended to take account of the DVS appraisal, reducing the floor area of the building to save construction costs, resulting in a conclusion that the new build scheme has a reasonable prospect of being viable in the short term, making it a deliverable project eliminating concerns over the loss of a listed building and the site being left vacant indefinitely.

Officers view on the viability issue, based on the DVS conclusions and the revisions to the scheme, is that in relation to the refurbishment of the listed building there is no reasonable prospect of developing a scheme with sufficient 'enabling' new build development which would be acceptable to planning and conservation officers given the scale of development necessary to achieve viability, without adversely impacting on the character and appearance, and the setting of the listed building.

In relation to the redevelopment proposals, the evolution of the scheme to reduce building costs in response to points raised by the DVS over the likely time period within which the development may become viable suggests there would be a reasonable prospect of a residual profit, sufficient to encourage a developer to proceed, and sooner than the 12-24 months suggested in the DVS conclusions. The improved prospect of viability is a positive factor emerging from the revisions to the plans and is a matter dealt with further in the following sections in relation to affordable housing and open space requirements in the Council's planning policies.

4.2.9 Affordable Housing

Local Development Plan Policy BSC 4 seeks to ensure, where relevant, 10% affordable housing either on site on developments of 10 or more residential units or by way of a financial construction on development of less than 10 residential units is

provided.

As recorded in the preceding sections of the report, the viability of the development scheme has been subject to close scrutiny in order to inform consideration of key issues. The revised submission takes on board the assessment of the DVS and the reconfiguration of the apartment building has resulted in the applicants contending that the development is closer to being viable. The applicants have acknowledged that where a scheme shows a reasonable prospect of being viable, it may be more justifiable for the Council to insist on consideration of the requirements of its Affordable Housing Policies and to require a financial contribution towards provision elsewhere in the town, linked to the profitability of the scheme. The Council's Housing Officer has advised there is local demand for affordable housing, and requests due consideration of the case for affordable housing provision.

Officers' view on the issue is that in circumstances where there is no guarantee of a scheme being profitable at the time of grant of permission, but there is a clear prospect of viability within the time period of a permission, it would be reasonable to take a similar approach as that on the 2009 application, and to suggest any permission be linked to a suitably worded Section 106 Obligation setting terms for payment of a commuted sum linked to any developer profit above a recognisable level generated on the development, calculated at an appropriate point on the completion of the development. This 'clawback' would need to accept a level of developer profit appropriate to the risks of undertaking such a development, but would secure a payment for affordable housing on the basis of the agreed mechanism. In practical terms, Officers do not consider it would be reasonable to insist on affordable units being provided within the apartment development as this would be impractical in terms of management arrangements within a single building.

4.2.10 Open Space

Local Development Plan Policy BSC 3 seeks to ensure, where relevant, infrastructure contributions from development. Policy BSC 11 requires proposals for all new residential development to make a contribution to recreation and open space either on site, or by provision of a commuted sum.

The applicant has indicated that the development retains some 500 sq m for hard and soft landscaping, i.e. communal amenity space, which it is contended meets the required outdoor space standards. The Council's current open space calculator indicates a development of 44 units requires 2112 square metres Community Recreational Open Space and 1056 square metres Children's Play Space. Taking into account the 500 square metres Open Space referred to, this would translate into a requirement for a commuted sum payment of £117,068.16 for the development. The applicants have indicated that if the development proves viable to the extent that it generates an agreed developer profit, it may be acceptable to include for a proportional contribution towards open space on any return in excess of the agreed figure through a suitably worded Section 106 Obligation.

Taking the above information into account, Officers would suggest that as it is realistically not feasible to provide additional open space within the application site without compromising the viability of the development, it would be reasonable to pursue the idea of securing a financial contribution towards the enhancement of open space elsewhere in Rhyl through a 'clawback' clause in a Section 106 Obligation similar to that outlined above in relation to an affordable housing contribution.

4.2.11 Density

Local Development Plan Policy RD1 test ii) seeks to ensure the most efficient use of land by achieving densities of a minimum of 35 dwellings per hectare, unless there are local circumstances that dictate differently.

Rhyl Town Council raise issues over the number of apartments, suggesting the density of development would represent an intensification of the site in terms of the

number of apartments..

The site area is indicated as 2213 square metres, and with a total of 44 apartments, this would approximate to a development density of 200 to the hectare. With regard to the density figure in Policy RD1, Officers in the Development Plan section have advised that this guideline is intended to refer to the development of dwellinghouses and not apartments / flats, which will inevitably be built in urban areas at densities well in excess of the 35 per hectare figure.

In respecting the concerns of the Town Council, Officers would not consider the proposals represent an overdevelopment of the site likely to result in an unacceptable cramping of the available site area by buildings, as the actual building footprint would occupy less than 30% of the site. The building is set back from the respective highways and the boundary with adjacent dwellings (see the plans at the front of the report) and it is not considered that it would appear cramped up against existing development. There is reasonable space proposed within the site for access, servicing, and a landscaped amenity area between the building and East Parade. Additionally, it is relevant to note that the area along the seafront in Rhyl is characterised by a relatively high density of development compared with the more traditional housing estates behind, and it is suggested that the proposed scheme would not be inappropriate in this context. Parking issues are dealt with separately in section 4.2.6 of the report.

4.2.12 Inclusive design

The requirement to outline how the principles of inclusive design are to be incorporated into a scheme are set out in TAN 12 – Design and TAN 18 – Transport, along with Local Development Plan Policy RD 1vii and Supplementary Guidance Note 8.

The submission includes an Access Statement and details provision to be made for persons with disability, including external ramps, and inclusion of lift and specialist equipment within the building. The proposals will also have to meet specific requirements of Part M of the Building Regulations and demonstrate a satisfactory approach to devising solutions for a difficult site.

4.2.13 Impact on listed building

Policy VOE 1 of the Local Development Plan is a general policy seeking to protect specific interests from development which would adversely harm them. Sites of Built heritage are one of the areas referred to in the policy, and would encompass listed buildings. The loss of a listed building may therefore be a material consideration on a planning application. There are detailed tests to be applied to listed building consent applications, outlined in Planning Policy Wales 2014 and Circular 61/96, which oblige consideration of the impacts on the character and appearance of listed buildings, and sets basic tests for consideration in relation to demolition of listed buildings, which have to be taken into account in the assessment of the merits of listed building consent applications (these are matters dealt with in detail in the following report on the agenda).

None of the consultee responses on the planning application raise issues specific to the proposed demolition of the remaining listed building. In response to the listed building consent application, the Conservation Architect and other Historic Bodies have expressed reservations over the case made to justify demolition, including concerns that the viability of the scheme is questionable.

In respecting the concerns over the loss of a listed building, there are a range of contrasting considerations which need to be addressed in this case. Planning policy and guidance rightly seek to protect historic buildings from harm, and there is a clear emphasis on securing retention unless there are compelling circumstances which might justify an alternative approach. In this case, the East villa is clearly in an extremely poor physical condition, through no fault of the current owner (who

purchased the property in 2013), and it is apparent from the financial viability appraisals, including that of the DVS, that the viability of any scheme involving refurbishment of the villa is questionable, whatever combination of proposals may be considered. The prospect of securing an alternative use for the listed building seems remote. There are regeneration benefits to be considered from consenting to a redevelopment of the site, and some urgency to move forwards given the derelict condition of the East Villa.

In the context of the above, Officers believe it would not be inappropriate to support the principle of demolition of the remaining building. The historic building merits of this conundrum are explored separately in the listed building application which would ultimately be referred to CADW for consideration if the County Council was minded to grant listed building consent.

4.2.14 Impact on Welsh Language and Social and Cultural Fabric

The requirement to consider the needs and interests of the Welsh Language is set out in Policy RD 5 in the Local Development Plan.

The Community Linguistic Statement submitted with the application concludes that the proposals would have no material impact on the needs and interests of the Welsh Language.

In Officers' opinion, a residential development on this site in Rhyl would not by virtue of its size, scale, and location cause significant harm to the character and language balance of the community. The site has been in use as a hotel for many years and its use for residential purposes would assist in meeting the County's population growth targets.

4.2.15 Other matters

Ground stability

Concerns expressed by a neighbour over the stability of the land at construction stage and potential impacts on adjacent property are to be respected, but there are separate legislative safeguards under the Building Regulations to ensure safe building practice is followed. Ground conditions in this area are not known to be inherently unstable.

Limits on the time period for commencement of development Rhyl Town Council suggest consideration be given to limiting the commencement period on any permission to one year. Officers would agree that this is a legitimate suggestion but given the potential for delay in the process of listed building consent (which is dependent on the decision on the following application on the agenda, and on CADW if the Committee does resolve to grant consent), it is suggested that the time period for commencement be two years.

5. SUMMARY AND CONCLUSIONS:

- 5.1 The application proposes the demolition of the remaining dilapidated grade 2 listed building and the redevelopment of the land by way of a substantial apartment building. The following application on the agenda deals with the parallel listed building consent application for the demolition works.
- 5.2 The report sets out in some detail the complex background leading to the submission of the application. The Grange Hotel has a unique place in the history of the town. It has suffered badly from neglect over time and original buildings have been lost following fire damage. What remains is in a state of dereliction, and is on the Council's 'Eyesore Sites' list which seeks to secure action to improve derelict and run down sites in the County. The new owner has assessed the situation and has put forward ambitious plans in an attempt to move forwards.

- 5.3 The planning application raises a range of issues which oblige careful consideration. There are conflicting views on the acceptability of the proposals, including concerns from the Town Council over the impact of the development, and there are concerns in relation to the following listed building consent application from Historic bodies over the justification for demolition of the listed building (the latter being a key issue on the listed building application). The modern design and the scale of the building would make this a distinctive feature along East Parade, a factor to place in the balance with the other issues highlighted in the report.
- 5.4 In terms of current Development Plan policies, Officers suggest there are limited conflicts with the proposals, subject to securing contributions to affordable housing and open space if the development achieves an agreed level of return. The principle of a suitable redevelopment is consistent with emerging strategies for development in the town arising from the Rhyl Going Forward initiative, which Officers suggest are a significant material consideration to be weighed in any decision.
- 5.5 In this instance it is concluded that the loss of the remaining listed building would be regrettable, but having full regard to the derelict condition of the building, the viability information in relation to retaining the building with an element of new build development, and the regeneration benefits for the town from the redevelopment proposals, Officers opinion is that there are justifiable grounds for recommending the grant of planning permission. The early demolition of the dilapidated building and clearance of the site would represent a recognisable gain from the grant of permission.
- 5.6 The Officer recommendation therefore is to grant permission subject to a Section 106 agreement to secure:-
 - (a) The carrying out of demolition of the existing building and clearance of the site within one month of the signing of a contract for the construction of the apartment building
 - (b) The payment of commuted sum contributions for the provision of affordable housing and open space in accordance with the Council's policies and guidance, based on an agreed clawback mechanism accepting a suitable developer profit and identifying a clear trigger point for payment.

In the event of failure to complete the Section 106 agreement within 12 months of the date of the resolution of the planning committee, the application would be reported back to the Committee for determination against the relevant policies and guidance at that time.

RECOMMENDATION: GRANT- subject to the following conditions:-

- 1. The development to which this permission relates shall be begun before the expiration of two years from the date of this permission.
- 2. No demolition shall take place before the contract for carrying out the works of redevelopment on the site has been made, and evidence of the contract has been submitted to the local planning authority. The demolition works shall be completed within one month of the date of the Council's approval of the details of the contract for redevelopment.
- No works on the redevelopment shall commence until the following details have been submitted to and agreed in writing by the Local Planning Authority:
 a. All external materials to be used on the walls and roofs of the building
 b. All hard and soft landscaping details, including the materials to be used on the making good of boundary walls the surfacing of accessways, and proposed planting; and the maintenance thereof.

The development shall be carried out strictly in accordance with the approved details.

- 4. All planting, seeding, turfing, fencing, walling or other treatment comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the completion of the development and any trees or plants which, within a period of five years 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.
- 5. Before the redevelopment hereby permitted is commenced a scheme indicating the provision to be made for disabled people to gain access to the building shall submitted to and approved

in writing by the Local Planning Authority. The agreed scheme shall be implemented before the development hereby permitted is first brought into use.

- 6. No surface water shall be allowed to connect, either directly or indirectly to the public sewerage system, unless otherwise approved in writing by the Local planning Authority.
- 7. Land drainage run-off shall not be permitted to discharge, either directly or indirectly, into the public sewerage system.
- 8. No redevelopment shall commence until the developer has prepared a scheme for the comprehensive and integrated drainage of the site showing how foul water, surface water and land drainage will be dealt with and this has been approved in writing by the Local Planning Authority in liaison with Dwr Cymru Welsh Water Network Development Consultants.
- 9. The developer shall ensure that a suitably qualified archaeological contractor is present during the undertaking of any ground works in the development area, so that an archaeological watching brief can be conducted. The archaeological watching brief shall be undertaken to the standards laid down by the institute of Field Archaeologists. The Local Planning Authority shall be informed in writing, at least two weeks prior to the commencement of the development, of the name of the said archaeological contractor. A copy of the watching brief report shall be submitted to the Local Planning Authority and the Curatorial Section of the Clwyd-Powys Archaeological trust within two months of the field work being completed..
- 10. In relation to the carrying out of the demolition and building works, no development shall be permitted to take place until the written approval of the Local Planning Authority has been obtained in relation to the demolition methodology, site compound locations, traffic management scheme, hours and days of operation, the management and operation of construction vehicles and the construction vehicle routes. The works shall be carried out strictly in accordance with the approved details.
- 11. None of the apartments hereby approved shall be occupied until the access and parking arrangements have been completed in accordance with the submitted plans. The access and parking arrangements shall be maintained as approved at all times.

The reason(s) for the condition(s) is(are):-

- 1. In order to ensure the early redevelopment of the site.
- 2. To ensure the comprehensive redevelopment of the site, in the interests of visual amenity.
- 3. In the interests of visual amenity.
- 4. To ensure a satisfactory standard of development, in the interests of visual amenity.
- 5. To ensure adequate provision for accessibility for persons with disability.
- 6. To ensure a suitable drainage system.
- 7. To ensure a suitable drainage system.
- 8. To ensure a suitable drainage system.
- 9. In order to allow proper opportunity for recording of any archaeological features.
- 10. In the interest of the free and safe movement of traffic on the adjacent highway and in the interests of highway safety.
- 11. To ensure the site is served by an adequate access.

NOTES TO APPLICANT:

You are hereby reminded that the works to which this permission relates also require Listed Building Consent and that it does not necessarily follow that such Consent will be granted. It is a criminal offence for demolition works or other operations affecting the character of a listed building (including internal alterations) to be carried out without Listed Building Consent; no such works should therefore be carried out until Listed Building Consent has also been granted.

Your attention is drawn to the attached Highway Supplementary Notes Nos. 1, 3, 4, 5 & 10.

Your attention is drawn to the attached Part N form (New Road and Street Works Act 1991). Your attention is drawn to the attached notes relating to applications for consent to construct a vehicular crossing over a footway / verge under Section 184 of the Highways Act 1980.