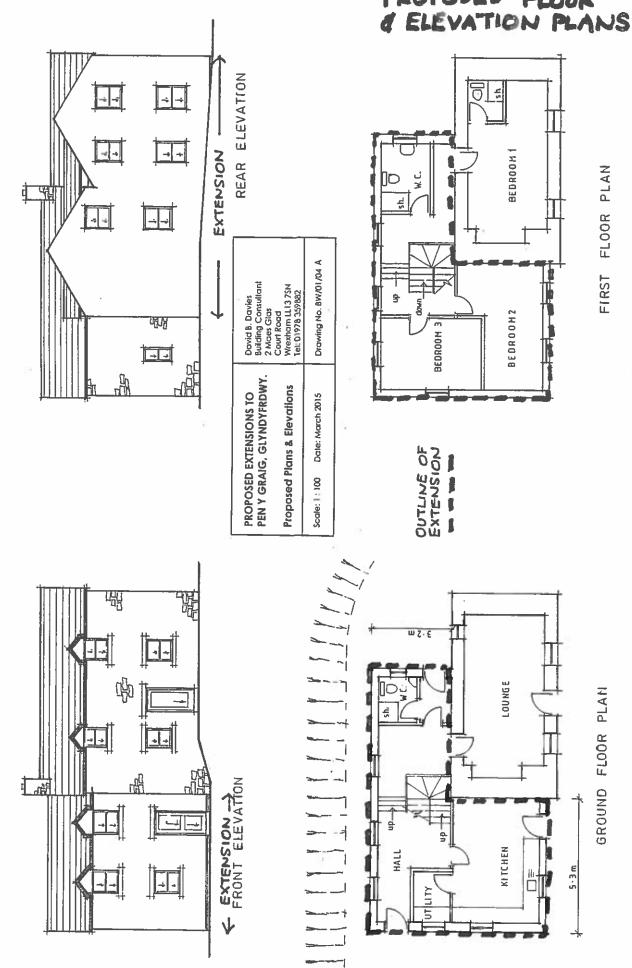
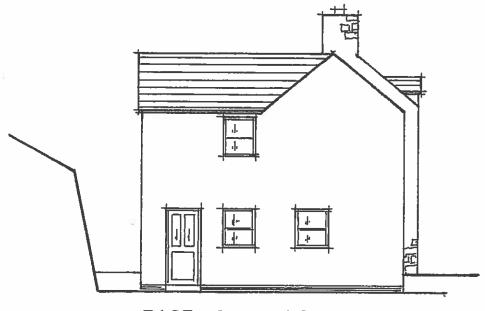


GROUND FLOOR

FIRST FLOOR

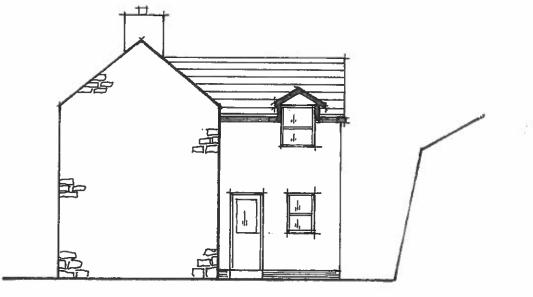


PROPOSED FLOOR



*

EAST ELEVATION



WEST ELEVATION

 10°

PROPOSED EXTENSIONS TO
PEN Y GRAIG, GLYNDYFRDWY.David B. Davies
Building Consultant
2 Maes Glas
Court Road
Wrexham LL13 7SN
Tel: 01978 359882Scales: 1 : 100;Date: April 2015Drawing No. BW/01/06

WARD :	Philip Garner
	oolwen
WARD MEMBER(S):	Cllr Huw Jones
APPLICATION NO:	05/2015/0353/PF
PROPOSAL:	Resumption of residential use of dwelling for local needs occupation and erection of extension
LOCATION:	Pen Y Graig (south west of Plas Tirion) Glyndyfrdwy Corwen
APPLICANT:	Mrs Heather E Wilson
CONSTRAINTS:	PROW AONB
PUBLICITY UNDERTAKEN:	Site Notice – No Press Notice – No Neighbour letters - Yes

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

- Recommendation to refuse 4 or more letters of support received
- Recommendation to refuse Community Council support
- Member request for referral to Committee

CONSULTATION RESPONSES:

CORWEN TOWN COUNCIL – "Fully support the application."

AONB IJAC -

"Subject to the planning authority being satisfied that there are established residential use rights for the building, the Partnership has no objection in principle to the development which it is also understood will help meet a specific local need for a dwelling in the community.

However, the Partnership has some concerns about the scale and design of the proposed alterations and extensions which do not reflect the simple character of the original dwelling. The roof should be natural grey/blue slate and the most prominent extension walls should be faced in natural local slate to match the existing. In addition, any retaining structures should be faced with traditionally finished local slate. It will also be necessary to define a modest residential curtilage, which it is suggested should be enclosed with a traditional hedge comprising native local species. Care will required to ensure that the access track blends into its surroundings by seeding cut and fill areas and using slate grey coloured local stone to surface the track.

Finally, the Partnership would emphasise the need to remove the static caravan from the site when the dwelling is occupied and would also draw attention to the need to ensure that the public footpath which adjoins the site is kept open at all times."

CLWYD POWYS ARCHAEOLOGICAL TRUST

Although the development appears to have limited archaeological implications the proposals will affect a traditional stone house of local architectural interest which is believed to be 17th century in origin. Request an appropriate planning condition be attached to any permission granted requiring a photographic survey of the existing buildings.

NATURAL RESOURCES WALES

Does not object to the proposal. The proposal is not likely to adversely affect Protected species or landscapes.

LLANGOLLEN CIVIC SOCIETY Support the application.

DENBIGHSHIRE COUNTY COUNCIL CONSULTEES

HIGHWAYS OFFICER -

No objection to the proposals subject to inclusion of conditions relating to parking and turning of vehicles.

PUBLIC RIGHTS OF WAY OFFICER – Public Footpath 85 (Corwen Community) abuts the development area and would need to be safeguarded.

RESPONSE TO PUBLICITY:

In support:

Representations received from: Susan Davies, Hafod y Wern, Glyndyfrdwy; Michelle Hale, 2 Bryn Hyfryd, Glyndyfrdwy; David & Srah Jones, Plas Tirion, Glyndyfrdwy; Lisa Jones, Plas Hyfryd, Glyndyfrdwy; Mary Lewis, School House, Glyndyfrdwy; Veronica Jones, 4 New Inn Terrace; Glyndyfrdwy; Enid Williams, Gernant, Glyndyfrdwy; Jeannette Morris, (Church warden), 19 Maes Owain, Glyndyfrdwy.

Summary of planning based representations in support:

- Desire of the applicants to remain in the village;
- House prices preclude the applicants purchasing a house in the village;
- Present home of the applicants is too small;
- The existing building would be saved and the AONB enhanced.

EXPIRY DATE OF APPLICATION: 07/06/2015

REASONS FOR DELAY IN DECISION (where applicable):

- Awaiting consideration at Planning Committee

PLANNING ASSESSMENT:

1. THE PROPOSAL:

- 1.1 Summary of proposals
 - 1.1.1 The application seeks consent to convert an derelict freestanding stone-built structure with a corrugated metal roof into a three-bedroom dwelling via substantial extensions.
 - 1.1.2 The existing building is in two parts. The main section has a footprint of 8.1 metres by 4.2 metres and is of two-storey height, equating to a gross floor area of approximately 69 sqm. Attached to the main stone building is a single-storey outrigger formed from a wooden framework with metal cladding.
 - 1.1.3 The information submitted with the application confirms that the last occupation of the building as a dwelling was in 1952, with domestic rates then subsequently stated as being paid until 1957. Since 1952 (63 years ago) it would appear that the building has been utilised as an agricultural store.
 - 1.1.4 The application proposes to utilise the existing stone building as a ground floor lounge with a bedroom and en-suite shower room above, with a large two-storey L-shaped extension added to the south and east of the existing building to allow for a kitchen, utility room, hall and shower room on the ground floor with two bedrooms and a bathroom on the first floor, along with a new staircase. The extension proposed

would have a total gross floor area of 104 sqm, thereby representing an increase over the existing building of approximately 150%.

- 1.1.5 The development includes the re-roofing of the building with a slate roof in place of the existing corrugated metal, with the extension also using slate for its roof, but with rendered walls. The scheme retains the existing four window openings and a ground floor door to the front (north) elevation of the existing building and adds a small ground floor window into the south elevation of the existing property, but with the extension covering all of the east end elevation and the majority of the rear (south) elevation. The existing west end gable of the building is blank and is not proposed to be altered.
- 1.1.6 The layout proposed shows the use of a track down from the road to the south which leads to a parking area and indicates a septic tank in the north east corner of a hardstanding to the east of the building.
- 1.1.7 An existing caravan at the site is shown as being removed.
- 1.2 Description of site and surroundings
 - 1.2.1 The subject building has stone walls with a metal roof and is in a field to the south of the village, around 50 metres from the hall which fronts onto the A5 running through Glyndyfrdwy from east to west. The site has open fields to the south, east and north, with a footpath to the west leading up from the Nant Y Pandy which runs in a valley to the west.
- 1.3 <u>Relevant planning constraints/considerations</u>
 - 1.3.1 The site stands outside of the development boundary of Glyndyfrdwy. It is within the Area of Outstanding Natural Beauty
- 1.4 Relevant planning history
 - 1.4.1 None
- 1.5 Developments/changes since the original submission
 - 1.5.1 The case officer contacted the agent for the scheme via email to raise concern at the issues of (1) the lawful use of the building given its non-residential use since 1952 and (2) the scale of extensions proposed to be added. It was suggested that the current application be withdrawn to allow for proper consideration of the existing 'lawful' use of the building given that the 63 years since it was last utilised as a dwelling, and its physical condition indicates that residential use has been abandoned.
 - 1.5.2 The agent responded that as the applicants are anxious to urgently provide themselves with satisfactory local accommodation and they consider that extensions are necessary to bring the building up to a reasonable habitable standard, an application is needed anyway, and it was requested that the application be determined as submitted.
- 1.6 Other relevant background information
 - 1.6.1 The application is accompanied by a Design and Access Statement which includes details about the site and the need for the dwelling. The agents Statement contains a number of points of interest to the application:

The dwelling is believed to date from the seventeenth century. The design is that of a small quarry or agricultural worker's house. So far as can be seen, the property is in a sound condition.

There are several attached outbuildings which it is believed provided additional residential accommodation.

The property was lawfully occupied as a dwelling from the seventeenth century up to about 1952. The property was then marketed as the occupiers had left it and the estate owner wished to dispose of it. Some furniture was left in the property by the last occupiers (and this remains there to today). It was purchased by the present owners' grandparents with the intention of re-occupying it in 1954. Domestic rates were paid to the Council on it until 1957.

The owners were given the opportunity to purchase a butcher's shop in the village in 1957 and, as a result, the project to bring the property into residential use had to be deferred. It was also understood about that time mains electricity was being brought to the village and it was decided to wait for that before progressing with the project.

In 1975, in order to progress the project the owner added his wife's name to the deeds in order to facilitate obtaining a mortgage for the improvement works and the erection of an extension.

In 1987, the owners were becoming rather elderly and they decided that the remote nature of the property with the steep access was not suitable for their needs. Accordingly, they transferred the ownership to their son and his wife who had a young family. They were ready to move forward with the project and sought advice from the Glyndŵr District Council planning office. The officer visited the site and discussed their intentions. He concluded that the erection of complete new dwelling might better serve their needs and accordingly permission was obtained to erect the property which still occupied by the applicant's parents.

By 2006, the children (i.e. the applicant) had grown up and wished to provide themselves with their own home in the village. Accordingly ownership of Penygraig was transferred to the daughter and her fiancé. The wife of the original owner gave them £100 to start the fund for the renovation of the property. A mobile home was moved to the site about ten years ago to enable them to live on site whilst they undertook the renovation works. Plans for an extension were prepared and submitted informally to the Council in July 2014.

However, it was not occupied and the construction works did not commence owing to adverse comments from the planning officer on the proposed extension.

Agents Analysis:

There appears to be a strong argument that the intention for the existing dwelling was always envisaged as providing a dwelling for occupation for future generations of the family. The applicants always held the hope that they could bring up a family in it and continue the long connection between them and the Glyndwfrdwy community. Their parents had made this intention clear by contacts with the former Glyndwr Council planning department but were apparently persuaded that a new dwelling (now constructed at Plas Tirion) would provide an easier alternative. However the dwelling was retained and limited works were undertaken to ensure it remained sound. The applicants confirmed their intentions by moving a static caravan onto the site around ten years ago in the hope that as finances became available they would be able to move forward with the renovation works.

Following considerable research, it is clear that the occupiers who left the property did not consider that the house was to be abandoned and Council rates continued to be paid. Some furniture was left in the property and it is still present. The property was transferred into the ownership of the owner's granddaughter (now the applicant) and a sum of money was provided to start the building fund.

An application for a Certificate Of Lawfulness has been prepared but after consideration, it has been agreed to leave that in abeyance for the present and to apply (without prejudice) to apply to resume the residential use and to erect limited extensions necessary to house the applicant's growing family. The Council's policies for conversion of redundant buildings in the countryside requires that they be initially advertised for commercial use. In this case, advice has been sought from local estate agents who have indicated that the building is totally unsuitable for commercial use due to its size, position and location. They suggest that it would be pointless going through the advertisement process.

The building is of considerable local historic interest due to its age and form of construction and is no doubt typical of many rural residential properties which have now long been demolished. Its reuse for its original purpose is clearly the most appropriate way of ensuring its future survival.

However the internal floorspace is particularly small and the provision of a minimal level of accommodation for modern usage requires extensions. The incorporation /reconstruction of the attached ancillary building will minimise the amount of additional building required. It is also important to recognise that the applicants and their family have been assessed by the Affordable Homes Administration Officer of Tai Clwyd and found to be fully eligible for a local needs dwelling. The letter confirms that although they have been trying for some time, there is no site or property in the community which is affordable to them. With a growing family, it is clearly essential that the situation is quickly resolved and not allowed to continue otherwise they will have to sever their connection with the community or live in unsatisfactory accommodation.

The development now applied for would allow them to use a site which they already own and provide a property which will allow them to continue to live within the local community. They have building skills themselves. This will save considerable money and make the project more viable.

The alternatives for them are:

- Move out of the community and lose the valued and historic link to the community
- Attempt to modify their existing property but recognise that this will result in an inadequate standard of accommodation and in the medium term would result in the above alternative.
- Apply for change of use of the property to holiday accommodation and sell the site to purchasers from outside the area.
- With the funds from that, to try and purchase a greenfield site and build new.
- Allow the historic cottage to fall derelict and be lost to the cultural heritage of the area.

2. DETAILS OF PLANNING HISTORY:

2.1 None.

3. RELEVANT POLICIES AND GUIDANCE:

The main planning policies and guidance are considered to be: Denbighshire Local Development Plan (adopted 4th June 2013) **Policy RD3** – Extensions and Alterations to Existing Dwellings **Policy BSC6** – Local connections affordable housing in hamlets **Policy PSE4** – Re-use and Adaptation of Rural Buildings in Open Countryside **Policy VOE2** – Area of Outstanding Natural Beauty and Area of Outstanding Beauty **Policy ASA3** – Parking standards

3.1 Supplementary Planning Guidance

- SPG 1 Extensions to Dwellings
- SPG 7 Residential Space Standards
- SPG 8 Access for All

SPG 16 – Conversion of Rural Buildings

SPG 21 – Parking

3.2 Government Policy / Guidance Planning Policy Wales Edition 7 July 2014 **Technical Advice Notes** Circulars

MAIN PLANNING CONSIDERATIONS: 4

In terms of general guidance on matters relevant to the consideration of a planning application, Planning Policy Wales Edition 7, July 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).

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 Principle
- 4.1.2 Lawful Use of the Building
- 4.1.3 <u>Re-Use of the Existing Building as a Dwelling</u>4.1.4 <u>Visual amenity Scale of the Proposed Extensions</u>
- 4.1.5 Highways (including access and parking)
- 4.1.6 Area of Outstanding Natural Beauty / Area of Outstanding Beauty

Other matters Local Connections Affordable Housing

4.2 In relation to the main planning considerations:

4.2.1 Principle

The planning status of the existing buildings is of considerable significance to the determination of the application.

If the residential use of the dwelling has been abandoned, the relevant planning policy in the local development plan is Policy PSE4, which sets tests for proposals for the re-use or adaptation of an existing building in the open countryside. Such development may be acceptable subject to meeting an employment use test and where the dwelling is affordable to meet local needs.

Should it be held that the building can be considered as an 'existing' dwelling, then alterations and extensions may be acceptable in principle, subject to their scale and appearance being in accord with Policy RD3 and SPG1.

4.2.2 Lawful Use of the Building

When considering the issue of whether the use of a building has been abandoned, Officers are aware that there are four typical tests which may be relevant to a particular situation. These are referred to in the following paragraphs.

The Physical Condition of the Building

The submitted documentation does not include any form of structural survey for the subject building: however an inspection by the case officer did not reveal there to be any immediately evident major structural faults, and the existing corrugated metal roof could be replaced with slate as proposed if the owner wished to make good the existing property. No major concern is therefore raised in respect of the condition of the building.

The Period of Non-use

The submitted design and access statement confirms that the property was last occupied as a dwelling in 1952. Whilst it is further stated that rates were paid for a further 5 years until 1957, the fact of the matter is that the property was last used as a dwelling some 63 years before the current application being submitted. This period of non-residential use is significant and lends weight to an argument that the use of the building as a dwelling has long been abandoned.

Any Intervening Uses

The submission made by the applicant provides no evidence of the building being used for any other purpose since its abandonment in 1952, and although it would appear that the property has been utilised for storage purposes, it is not considered there is clear evidence that a permanent change of use has taken place.

Evidence of the Owner's Intentions for the Building

The submitted information suggests that the owners in 1957 had to make a choice whether to "bring the property into residential use" or set up a business as a butchers shop in the village. Given that they chose the latter, this statement alone appears to confirm that the scheme to bring the property "into" use as a dwelling was abandoned at that time.

The onus of proof for the use of a property is firmly on the applicant. In respecting the information provided in relation to the application, Officers do not consider that this provides clear evidence that what is on site is an existing dwelling, and are of the opinion that the residential use has long been abandoned. On this basis, Officers conclude that the structure has no lawful use as a dwelling, and it is suggested that the application should properly be considered against Policy PSE 4 as it involves the re-use of an existing rural building as a dwelling.

4.2.3 Re-use of the existing building as a dwelling

LDP Policy PSE 4 states that all conversions of rural buildings will be expected to make a positive contribution to the landscape and ensure that any architectural and/or historic features are retained. Proposals for the conversion of rural buildings outside development boundaries for employment use will be supported. Proposals for the conversion of rural buildings outside development boundaries for residential use will only be permitted where:

i) an employment use has been demonstrated not to be viable; andii) the dwelling is affordable to meet local needs.

The justification to Policy PSE 4 confirms that in line with national guidance its reuse for employment purposes will be the first priority. Residential re-use will only be permitted where it has been shown that an employment use is not viable and where the new dwelling would be affordable to meet local need as set out in the reasoned justification to Policy BSC 8. The recently approved SPG in relation to conversions provides up to date guidance on the information required to support an application for conversion, and reaffirms the need for applicants to undertake a marketing test for a period of 12 months to test the market for an employment use, and in relation to the affordable housing test, to provide evidence in support of the occupant's local connections and financial eligibility, or to demonstrate conversion for affordable housing would not be viable, through a viability assessment.

The application does not provide any evidence of marketing of the property for employment use and therefore fails the first criterion. In addition, whilst it would appear that the scheme is intended for use by a family living in the locality, no financial evidence has been submitted to suggest that the circumstances of the applicants allow them to be considered for affordable housing rather than purchasing any open market property in the village. The information provided with the application falls some way short of that required by PSE4 and the Supplementary Planning Guidance, to justify supporting the application.

It is also considered that the scale of the proposed extensions (examined below) will not satisfy the first part of Policy PSE 4 as they would dwarf the existing building, which would be detrimental to the landscape and fail to preserve the inherent character of the property.

The application is therefore considered to be in clear conflict with Policy PSE 4.

4.2.4 Visual amenity - Scale and form of the proposed extensions

In referring to what may be regarded as material considerations, Planning Policy Wales 3.1.4 refers to 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. The impact of a development on visual amenity is therefore a relevant test on planning applications. This is emphasised in Paragraph 3.1.7, which states that proposals should be considered in terms of their effect on the amenity and existing use of land and buildings in the public interest.

Officers' opinion is that the application does not fall to be considered against the policy relating to extensions to existing dwellings. However, if a contrary view is taken, and regard is to be had to Policy RD 3, it is to be noted that this permits extensions subject to the acceptability of scale and form; design and materials; the impact upon character, appearance, and amenity standards of the dwelling and its immediate locality; and whether the proposal represents overdevelopment of the site. SPG 1 and SPG 24 offer basic advice on the principles to be adopted when designing domestic extensions and related developments.

The floorspace of the extensions proposed equates to an increase of some 150% in that of the main stone building and would therefore completely overwhelm the existing property and lead to a detrimental visual impact, which is contrary to Policy RD 3. The form of the extensions is not considered sympathetic to the simple original structure, wrapping around it and introducing a large double gable feature out of character with the original. The use of render on the scale proposed immediately up against the stone of the original building would also change the character of the original. Officers consider the scheme is clearly contrary to RD3 and PSE4 (whichever are deemed relevant to the application) and that it would not make a positive contribution to the landscape or respect the architectural / historic features of the original stone structure, contrary to the intentions of both policies.

4.2.5 Highways (including access and parking)

Planning Policy Wales 3.1.4 refers to what may be regarded as material considerations 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. The acceptability of means of access is therefore a standard test on most planning applications. 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 comments of the Highway Officer are noted and the scheme is considered to be acceptable in this respect.

4.2.6 Area of Outstanding Natural Beauty / Area of Outstanding Beauty

Policy VOE 2 requires assessment of the impact of development within or affecting the AONB and AOB, and indicates that this should be resisted where it would cause

unacceptable harm to the character and appearance of the landscape and the reasons for designation.

The comments made by the AONB IJAC in respect of the inappropriate appearance, scale and design of the extensions as proposed is duly noted. For the reasons outlined in section 4.2.4 of the report, Officers are of a similar view and on this basis the proposed development is considered to be contrary to Policy VOE 2 due to its potentially adverse impact on the AONB.

Other matters Local Connections Affordable Housing

It is noted that one of the letters of support makes reference to Policy BSC 6 which allows for local connections housing in hamlets listed in the policy text.

However, as Glyndyfrdwy is not one of the listed hamlets this policy is not applicable to the subject application.

5 SUMMARY AND CONCLUSIONS:

- 5.1 The application raises important questions relating to application of planning policy and guidance.
- 5.2 There is a clear question over the lawful use of the building, which on the evidence provided seems to have been long abandoned as a dwelling. Even if this issue is overlooked, the scale and form of the proposed extensions are considered wholly inappropriate in relation to the original building and would have an adverse impact on the AONB.

RECOMMENDATION: REFUSE- for the following reasons:-

- 1. The Local Planning Authority consider that the residential use of the property has been abandoned, given the evidence submitted confirms it was last utilised in 1952, and as such the proposals cannot be regarded as for the extension of an existing dwellinghouse.
- 2. The application does not provide any evidence of the marketing of the property for employment use or any financial information to assess the case whether the dwelling would be affordable for local needs, and the extensions would have an adverse impact on the landscape and architectural / historic features of the original building, contrary to the tests of Policy PSE 4 of the Denbighshire Local Development Plan, relating to the re-use and adaptation of rural buildings in open countryside.
- 3. If the existing building is considered to be a dwelling for planning policy purposes, the scale and design of the proposed extensions are considered unacceptable, increasing the floor area of the original building by some 150%, dwarfing the original and having a detrimental visual impact on its character, contrary to Policy RD3 of the Denbighshire Local Development Plan and the Council's Supplementary Planning Guidance 1.
- 4. The proposed alterations and extensions to the existing building do not reflect the simple character of the original dwelling, and the development would therefore be harmful to the character and appearance of the AONB, contrary to Policy VOE 2 of the Denbighshire Local Development Plan.

NOTES TO APPLICANT:

None