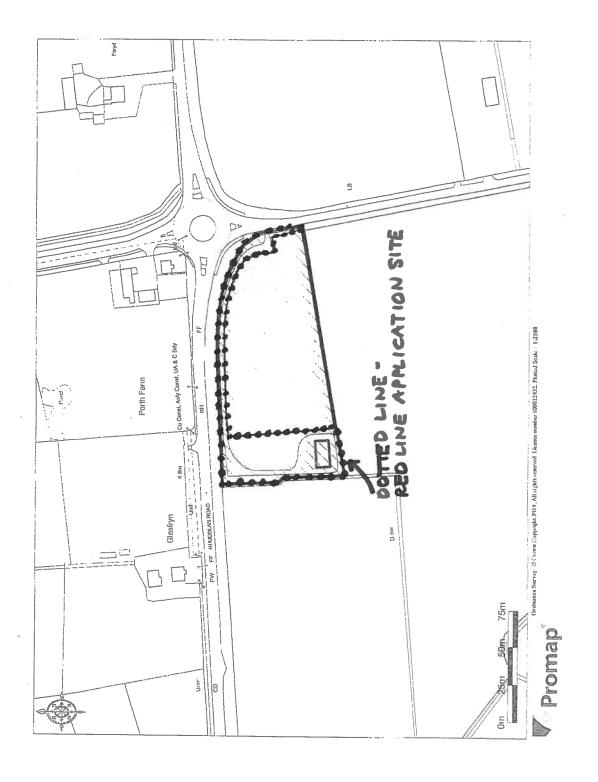
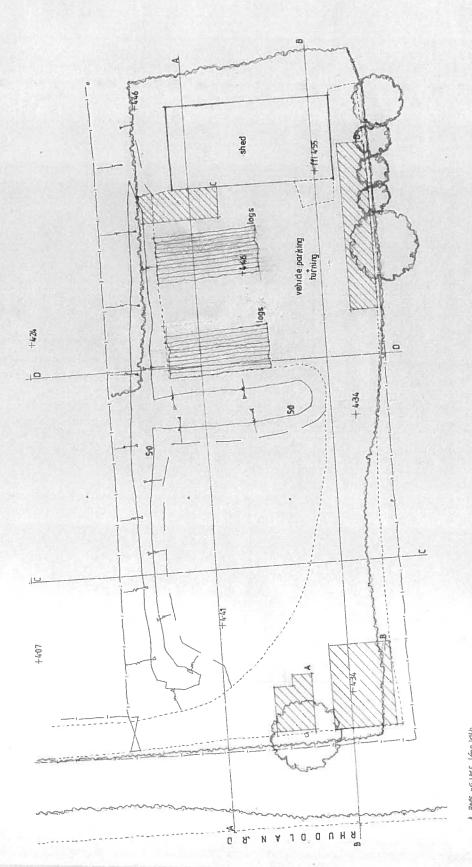


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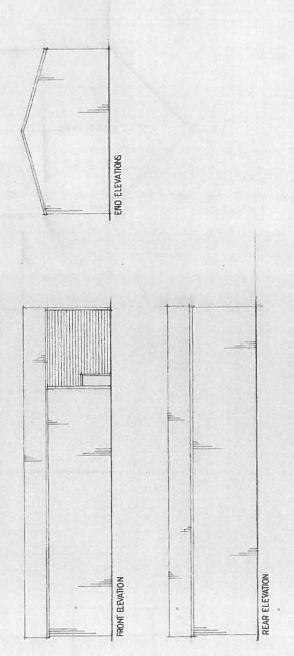
PROPOSED CHANGE OF USE LAND ADJACENT TO BORTH CROSS ROADS ABERGELE SITE PLAN SIGLE 1:200 PRINTAZ NORTH —#

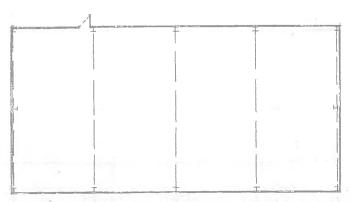


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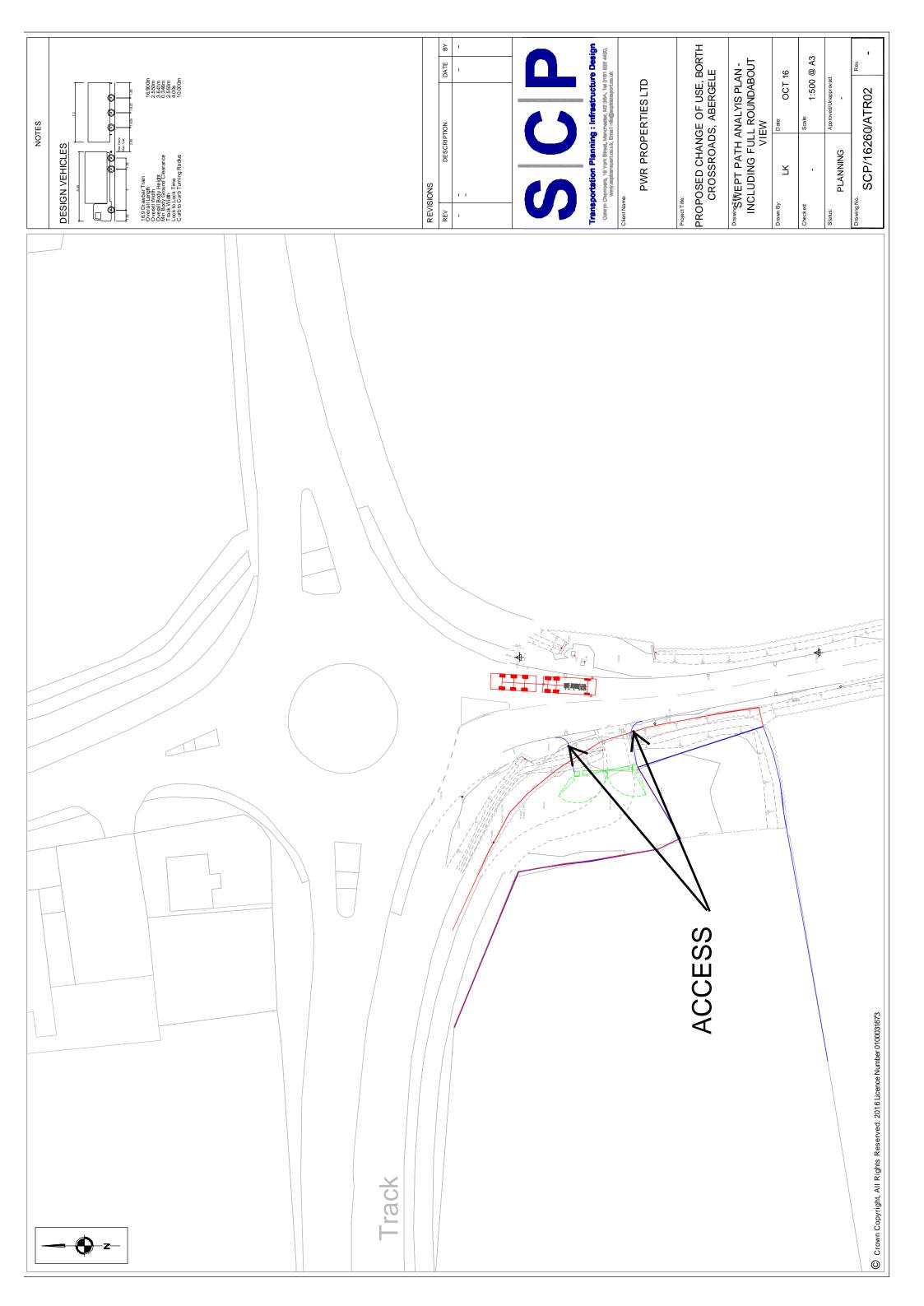
MAIN BUILDING

RADPOSED CHANGE OF USE LAND A DIACENT TO BORTH CROSS ROADS ABERGELE SHED SCALE THO PRINT AZ





P. AN



Philip Garner

WARD: Bodelwyddan

WARD MEMBER: Councillor Alice Jones (c)

APPLICATION NO: 40/2016/0256/PC

PROPOSAL: Retention of and change of use of agricultural building to allow

wood processing and use of yard for wood storage

(Retrospective Application)

LOCATION: Fields South-West Of Borth Crossroads Abergele

APPLICANT: Mrs Penny Broadway PWR Properties

CONSTRAINTS: C1 Flood Zone

PUBLICITY
UNDERTAKEN:
Site Notice – Yes
Press Notice – No
Neighbour letters – Yes

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

Member referral

CONSULTATION RESPONSES:

BODELWYDDAN TOWN COUNCIL -

Original response

"The Town Council objects to this application for the following reasons. The access and egress on the highway is very close to the roundabout and the creation of a recess and other measures still does not make this a safe place for vehicle movements. The activity affects the residential amenity of the area and the neighbouring properties."

No response to re-consultation undertaken at the time of drafting this report.

NATURAL RESOURCES WALES -

No objection. Note that the site is within zone C1 as per the Development Advice maps accompanying TAN15 and tend to agree with the content of the FCA in that it has identified the potential sources of flood risk to the site. No indication on flood depths, etc, have been produced and it is suggested that in preparing the FCA reference should have been made to a Coastal flood risk study undertaken by Conwy County Borough Council.

CONWY CBC

No objection subject to restrictions on hours of use and all wood processing to be undertaken inside the building.

DENBIGHSHIRE COUNTY COUNCIL CONSULTEES PUBLIC PROTECTION OFFICER (NOISE AND POLLUTION) –

Notes the findings of the submitted noise assessment and raises no objection to the scheme on this basis, subject to conditions to address (i) the hours of operation which should be limited to 0900 hours to 1700 hours Monday to Friday and 0900 hours to midday on Saturday with no working on Sundays or Bank Holidays as per the noise assessment document; and (ii) the processing of the timber shall only take place within the building.

It is further suggested that notes to the applicant should be included to ensure that: the chainsaw used to "trim up" the logs should be battery operated not the petrol unit as pictured in the noise report or the noise will be louder than stated in the report; the doors of the processing building should remain closed during the processing of timber whenever practically possible; and the reversing beepers of the on-site fork lift truck should be of the white noise variety only.

HIGHWAY OFFICER

Due consideration needs to be given to provision for safe access for a range of users together with adequate marking, services and manoeuvring space; and the consideration of the impact of development on the local highway network.

Having further evaluated the submitted details and the amended swept path analysis plans which includes the full roundabout view, it is clear from the documents that if a 16.9m drawbar HGV is waiting to turn right and is behind another vehicle accessing the site, the drawbar HGV will extend into the path of vehicles using the roundabout. Its position on the roundabout will be sideways onto oncoming vehicles which will create a danger to all users of the highway.

Referring to the swept path analysis plans it is clear that most vehicles entering and the leaving the site will have to utilise the whole carriageway of the highway, close to a busy roundabout, increasing the conflict of traffic movements close to a junction resulting in additional danger to all users of the highway.

Given the above, the Highway Authority consider that the use would have a detrimental impact on highway safety and therefore does not support the application.

Having regard to the information contained within the revised application, the Highway Authority are of the opinion that the use of the access into and from the site for the use applied for, in close proximity to the adjacent A547 roundabout, would have adverse impact on highway safety. Given the limited distance from the access to the nearby roundabout the application fails to demonstrate how the use of the access would not hamper the free flow of traffic on the highway.

RESPONSE TO PUBLICITY:

In objection

Representations received from:

- i) The RT Hon David Jones MP/AS
- ii) Mrs M Jones, Foryd
- iii) Mr and Mrs Jones, Llecyn Braf
- iv) R & O Lloyd, Glasfryn
- v) Mrs D Rodwell, Porth Farm
- vi) Lynn Jones, Pen-y-Bont Cottage
- vii) Mr & Mrs Labban, Tyn-y-Llyn
- viii) Ester Tedeschi, Three Oaks
- ix) Peter Derbyshire, Morfa Chapel
- x) James and Jacqueline Cuthill, Ty Newydd, Borth Crossroads

Summary of planning based representations in objection:

- i) Inappropriate industrial/commercial development in a rural area;
- ii) Noise pollution including existing problems from the use which has commenced;
- iii) Detrimental impact on road safety:
- iv) Previous reasons for refusal remain valid;
- v) Loss of agricultural land
- vi) Drainage concerns

EXPIRY DATE OF APPLICATION: 05/05/2016

REASONS FOR DELAY IN DECISION (where applicable):

- Submission of additional information
- Ongoing discussions relating to highways.

PLANNING ASSESSMENT:

1. THE PROPOSAL:

- 1.1 Summary of proposals
 - 1.1.1 Members may recall the consideration of this application was deferred at the 14th September 2016 meeting of the Committee to allow opportunity to seek further information from the applicant.

The application was subject to a Site Inspection Panel meeting at 8.30am on Monday 12th September 2016.

In attendance were:
CHAIR – Councillor R. Bartley
VICE CHAIR – Councillor B.Cowie
LOCAL MEMBER(S) – Councillor A. Jones

GROUP MEMBERS –
Conservative group – Not represented
Independent group – Not represented
Labour group – Not represented
Plaid Cymru Group – Councillor A.Roberts

COMMUNITY COUNCIL - Councillor L.Daintree

The Officers present were Paul Mead and Gail McEvoy.

The reason for calling the site panel was to enable Members to view the access/egress into the site, the proximity of nearby properties and the use of the site and surroundings.

At the Site Inspection panel meeting Members considered the following matters:

- 1. The existing use of the land as a wood processing and storage place.
- 2. The access/egress into the site.

In relation to the matters outlined above:

 Members noted that the building associated with the wood processing was screened from view behind high trees and hedges. The building was located some distance from the access into the site with a gravel path running east to west parallel to the main road linking the access to the building. Members noted some outside storage of unprocessed wood adjacent to the building.

Members noted that unprocessed wood is delivered to the site, it is processed within the building and then it will either be stored or taken away from the site. Members discussed the types and frequency of vehicles using the site noting the intended new width of the access and turning areas within the site.

- 2. Members noted the location of the existing vehicular access/egress to the site.
- 1.1.2 The application relates to the retention of and change of use of an agricultural building and the adjacent field to a wood processing business, wood storage, parking and a turning area within the field.
- 1.1.3 The use is stated on the submitted form as having commenced in April 2014 and operates from 0900 hours to 1700 hours each weekday and from 0900 hours to midday at the weekend.
- 1.1.4 The site has an area of 1.16 hectares, with the building having a floor area of 161 sqm, and the use employs one full-time member of staff and one part-time employee.

- 1.1.5 The application follows a previous refusal by the Council on 6 November 2015 of an application seeking the same basic uses on the site.
- 1.1.6 The submission is accompanied by a Design and Access Statement, a Planning Support Statement, a Noise Assessment and a Flood Consequences Assessment.
- 1.1.7 It is concluded in the Planning Statement that "the proposal is an appropriate application for the re-use of a redundant rural building for a suitable business use that is suited to both the site and its setting." The other supporting documents provide information to assist consideration of the application, including material which seeks to address the reasons for refusal of the 2015 application.
- 1.1.8 Additional information was sought from the applicant in relation to the size of the building and additional swept path analysis information to assist consideration of highway issues given the location of the access onto the public highway close to the roundabout with the A547.

1.2 Description of site and surroundings

- 1.2.1 The site is comprised primarily of an open field with an access at the eastern end approximately 30 metres south of the roundabout junction with the A547, known as Borth Crossroads.
- 1.2.2 The field is bounded by hedges to all sides with tree planting along the road frontage to the north and contains a pre-fabricated metal clad building within its south western corner.
- 1.2.3 There are dwellings across the road to the north and across the fields to the south, along with a number of other residential properties in the locality.

1.3 Relevant planning constraints/considerations

1.3.1 The site stands outside of any development boundary in an area without any specific designation in the Local Development Plan.

1.4 Relevant planning history

- 1.4.1 The site has a history of agricultural related development. See Section 2 of the report.
- 1.4.2 The previous retrospective application to change the use from agriculture to wood processing and storage was refused in November 2015 on grounds of amenity impact, traffic and use of high quality agricultural land.

1.5 Developments/changes since the original submission

1.5.1 Further information has been submitted relating to the detailing of highway arrangements along with a change in the description of the application to include the retention of and change of use of the building, as it became apparent that the building constructed on site was a 4 bay unit, not a 3 bay unit as granted planning permission in 2007.

1.6 Other relevant background information

- 1.6.1 Additional information has been submitted in relation to highway detailing in response to feedback from the Highway Officer which includes amended swept path analysis plans which includes the full roundabout view.
- 1.6.2 The applicant's agent has forwarded additional information in relation to the business case for the development. This is set out below:
 - "Policy PSE 5 and its supporting paragraphs require that business development in rural areas makes a contribution to and supports the local economy, and that detail is provided "to establish the benefits of the scheme in relation to sustaining local employment and the rural economy. The benefits could include provision of local

employment opportunities, use of locally sustainable sources for any raw materials, scope to sell local produce, and provision of services to local communities."

It is submitted that the business in this case is a clear example of an enterprise that makes a valuable contribution to the local economy in a number of respects. In particular it:-

- Employs a local person, with the operator of the site living locally. It is expected
 that any increase in employment in the future would also employ local people.
 Indeed, the nature of this type of business is that it will be locally based due to
 its fairly small scale;
- The timber that is processed on the site is sourced from local woodlands in the county and neighbouring areas. As such the business clearly sources its raw materials from the locality;
- The products provided by the enterprise are then sold locally, either directly to local private customers (by delivery from the site to customers' properties) or to local trade customers (who then sell the enterprises products to their customers). As such it is clear that the enterprise provides a service to the local community and economy, and that it also sells local products;
- Local firms are used to deliver the timber to the site. Therefore it is clear that the
 enterprise also supports employment in other local businesses by using their
 services;
- Indeed, the equipment used by the business is also sourced from local suppliers, and local companies are used for on-going servicing of the equipment. Local firms are also used for maintenance work on the building and site (such as maintenance of the building, yard, cutting of hedges etc.).

As such it is clear that the business that is the subject of this application supports local employment and the rural economy, and that it therefore clearly fits into the policy requirements of Policy PSE 5 in this respect (and indeed its other requirements as set out in the Planning Support Statement)."

A further letter has been submitted by the agent along with amended application forms reflecting the fact that the building on the site is of a different size to that consented under planning permission ref 40/2007/0448/PF. The applicant has stated that, "retrospective consent is sought for the building as it exists although it should be noted that the building has been on site for well in excess of 4 years and images have been provided to demonstrate this."

2. DETAILS OF PLANNING HISTORY:

- 2.1 40/2003/1126 Erection of agricultural building: Refused 18/03/2004.
- 2.2 40/2004/0807 Erection of agricultural building: Granted 22/09/2004.
- 2.3 40/2006/0577 Details of external wall and roof materials submitted in accordance with condition no. 2 of planning permission code no. 40/2004/0807/PF: Granted 11/05/2006.
- 2.4 40/2007/0448 Retention of agricultural building and access track, hard-standing and bund: Granted 11/05/2007.
- 2.5 40/2011/1159 Erection of an agricultural building for storage of hay and silage: Granted 18/11/2011. Condition 2 of this consent reads as follows:

"The building hereby permitted shall be used for agricultural purposes. Should the use of the building for agricultural purposes cease the building shall be removed from the site.

Reason: The building is located in the open countryside where rural restraints policies exist, the permission has been granted on the basis of a need existing for the building."

- 2.6 40/2015/0869 Change of use from agriculture to wood processing and storage (retrospective application): Refused 06/11/2015 for the following three reasons:
 - 1. The change of use proposed is contrary to Paragraphs 3.1.4 and 3.1.7 of Planning Policy Wales 7 due to the adverse impact on the neighbourhood via a loss of amenity from the noise and disturbance emanating from the wood processing business and its associated yard area.
 - 2. The submitted application fails to demonstrate that the increased traffic generation from the proposed use would not have an adverse impact on highway safety due to the location of the access close by to the road junction, and accordingly the scheme is contrary to Paragraph 3.1.4 of Planning Policy Wales 7.
 - 3. The proposal involves development of an area of high quality agricultural land within the grades considered as 'best and most versatile' in Paragraph 4.10.1 of Planning Policy Wales, Edition 7 which Welsh Government considers is of special importance and should be conserved as a finite resource for the future. Paragraph 4.10.1 requires Local Planning Authorities to give considerable weight to protecting such land from development, and outlines considerations to be applied to proposals when determining applications. In this case, the Local Planning Authority do not consider the application demonstrates that the use cannot be met on either previously developed land or on land in lower agricultural grades in the area, or that the application site is the most appropriate for the development, and the proposals are considered to be in conflict with the requirements of 4.10.1 of Planning Policy Wales Edition 7.

3. RELEVANT POLICIES AND GUIDANCE:

The main planning policies and guidance are considered to be:
Denbighshire Local Development Plan (adopted 4th June 2013) **Policy PSE4** – Re-use and adaptation of rural buildings in open countryside **Policy PSE5** – Rural economy

- 3.1 <u>Supplementary Planning Guidance</u> SPG – Re-use and adaptation of rural buildings
- 3.2 Government Policy / Guidance
 Planning Policy Wales Edition 9 November 2016
 Technical Advice Notes
 TAN 18

4 MAIN PLANNING CONSIDERATIONS:

In terms of general guidance on matters relevant to the consideration of a planning application, Planning Policy Wales Edition 9, 2016 (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' (PPW section 3.1.3). 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 (PPW section 3.1.4). Development Management Manual 2016 states that material considerations 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 (DMM section 9.4).

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 Visual amenity
 - 4.1.3 Residential amenity and noise
 - 4.1.4 Highways (including access and parking)
 - 4.1.5 Loss of agricultural land
- 4.2 In relation to the main planning considerations:

4.2.1 Principle

There are policies in the Local Development Plan which offer support for employment development in the open countryside, subject to tests and assessment of local impacts. The policies reflect general support in Planning Policy Wales and the strategy of the LDP for the start up and growth of local businesses.

Policy PSE 4 of the Local Development Plan establishes a presumption in favour of the conversion of rural buildings outside development boundaries for employment use.

In this regard, it is relevant to note that the existing building at the site was granted consent in November 2011 subject to the condition that it was to be utilised in connection with agricultural purposes, and that if such a need ceased then the building should be removed. Permission was only granted for the structure at that time as it was stated it was required in connection with the existing agricultural use. The short passage of time since the grant of permission for what is an agricultural building requires due caution in the application of Policy PSE4 to the merits of the current application.

Policy PSE 5 allows for 'appropriate' employment proposals for new build outside of development boundaries and outside of the AONB/AOB provided that the following criteria are met:

- i) the proposal is appropriate in scale and nature to its location; and
- ii) any suitable existing buildings are converted or re-used in preference to new build; and
- iii) proposals for new buildings are supported by an appropriate business case which demonstrates that it will support the local economy to help sustain local rural communities.

The planning statement put forward by the agent suggests that the development proposed would "make a small but valuable contribution to the local economy, both through employment on the site, and through use of local suppliers" The agent has provided additional information, referred to in 1.5.2, in relation to the business case to assist consideration in relation to Policy PSE 5, which suggests there are positive benefits arising.

In principle, therefore, Policies PSE4 and PSE 5 allow for new employment development in open countryside, subject to consideration against tests and assessment of local impacts. The local impact issues are reviewed in subsequent sections of the report.

4.2.2 Visual amenity

Planning Policy Wales 3.1.4 confirms that factors to be taken into account in making planning decisions (material considerations) must be planning matters; that is, they must be relevant to the regulation of the development and use of land in the public interest. Visual amenity impacts of a development proposal are a material consideration.

The area is reasonably well screened especially along the northern boundary where it is closest to residential properties, and the building and its use is not in itself considered to give rise to visual harm to a degree which would justify a refusal of permission.

4.2.3 Residential amenity and noise

Planning Policy Wales 3.1.4 confirms that factors to be taken into account in making planning decisions (material considerations) must be planning matters; that is, they must be relevant to the regulation of the development and use of land in the public interest. The residential amenity impacts of a development proposal are a material consideration.

Comments from the Community Council and letters of objection from nearby residential occupiers and the MP/AM refer to noise and disturbance which has occurred since the change of use took place in April 2014. These contend that the creation of a wood yard and wood processing business in this location could give rise to a level of disturbance which is detrimental to residential amenity.

The agent has submitted a noise assessment produced by Martec Ltd to seek to demonstrate that the levels of noise generated by the use are appropriate and are not detrimental to the amenity of nearby occupiers. Based on the measurements and available data, the report suggests that firewood processing noise would have a "Low Impact", which in turn indicates that consent could be granted for the development.

The Council's Pollution Control Officer has assessed the application and considers the submitted report demonstrates that the use is acceptable subject to conditions to limit the hours of use and to restrict certain activities to within the building.

In respecting the concerns of local residents, it is relevant to note that the Public Protection Officer considers on the basis of information submitted with the current application there is a basis for considering the grant of permission, subject to imposition of suitable controls / conditions. This suggests the grounds for refusal based on residential amenity may now be difficult to substantiate.

4.2.4 Highways (including access and parking)

Planning Policy Wales 3.1.4 confirms that factors to be taken into account in making planning decisions (material considerations) must be planning matters; that is, they must be relevant to the regulation of the development and use of land in the public interest. The Highway impacts of a development proposal are a material consideration. 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.

There are local concerns relating to the highway safety impact on the use of the site.

Highways Officers have further evaluated the submitted details and the amended swept path analysis plans which includes the full roundabout view. They indicate it is clear from the documents that if a 16.9m drawbar HGV is waiting to turn right and is behind another vehicle accessing the site, the drawbar HGV will extend into the path of vehicles using the roundabout. Its position on the roundabout will be sideways onto oncoming vehicles which will create a danger to all users of the highway.

Referring to the swept path analysis plans the Highways Officer indicates it is clear that most vehicles entering and the leaving the site will have to utilise the whole

carriageway of the highway, close to a busy roundabout, increasing the conflict of traffic movements close to a junction resulting in additional danger to all users of the highway.

Given the above the Highway Officers consider that the use would have a detrimental impact on highway safety and therefore do not support the application.

Having regard to the information contained within the revised application the Highway Officers are of the opinion that the use of the access into and from the site for the use applied for, in close proximity to the adjacent A547 roundabout, would have adverse impact on highway safety. Specifically, given the limited distance from the access to the nearby roundabout, it is considered the application fails to demonstrate how the use of the access would not hamper the free flow of traffic on the highway.

On this basis, it is considered that the submitted application fails to demonstrate that the increased traffic generation from the proposed use would not have an adverse impact on highway safety due to the location of the access close by to the road junction. This is considered a significant material consideration in the weighing up of the application.

4.2.5 Loss of agricultural land

Planning Policy Wales (Section 4.10.1) obliges considerable weight to be given to protecting land of grades 1, 2, and 3a quality in the Agricultural land Classification system of the Department for Environment, Food and Rural Affairs. This land is considered to be the best and most versatile and justifies conservation as a finite resource for the future. PPW indicates that land of this quality should only be developed if there is an overriding need for the development, and either previously developed land or land of a lower grade is available, or available lower grade land has an environmental value recognised by a landscape, wildlife, historic or archaeological designation which outweighs the agricultural considerations.

The submitted planning statement suggests that a change to the red line site area to reduce the area of land associated with the use as compared to the 2015 refusal is sufficient to overcome the reason for refusal relating to loss of agricultural land. However it is acknowledged that a small loss of agricultural land will still result.

Whilst wood processing uses of the type involved here are traditionally sited in agricultural areas, in cases where land of higher agricultural grades is involved, there is inevitably a potential for conflict with advice in Planning Policy Wales in relation to the protection of such land from development. However it has to be noted that apart from the existing building on site, which it is proposed to continue using in connection with the use, the proposal involves a 'reversible' use of the remainder of the land, which could be returned to agricultural use if the wood processing business ceases to operate. These are considerations to put in the balance in weighing the merits

5 SUMMARY AND CONCLUSIONS:

- 5.1 The application relates to a use which has been operating since 2014, and which has been the subject of a refusal of permission in November 2015.
- 5.2 The submission contains information which seeks to address the substance of the grounds of refusal of the 2015 application.
- 5.3 There remain local concerns from the Community Council and private individuals over the use.

- 5.4 The Public Protection Officer suggests amenity issues have been and can be addressed and that these are now not grounds to merit a refusal recommendation.
- 5.5 The consultation response from the Highways Officer raises concerns in relation to the use of the access and considers there to be a detrimental impact on highway safety and therefore does not support the application.
- 5.6 There are positive and negative considerations to balance here. The use offers local employment benefits which are in line with the economic / regeneration strategies of the Local Development Plan and Planning Policy Wales. There are specific concerns over the highway impacts from the Highways Officer which Officers consider are of some significance, and are difficult to overlook in the weighing of the merits of the application.
- 5.7 It should be noted that the building to which this application relates has probably been in situ for over 4 years based on the Google images provided by the applicant. This means that the building itself will be beyond enforcement controls. However, should Members accept the Officers recommendation then the cessation of the unauthorised wood processing use of the building will be sought through an enforcement notice.

RECOMMENDATION: REFUSE- for the following reasons:-

The reason is:-

1. It is the opinion of the Local Planning Authority that the use of the access /egress for the Wood Processing use in close proximity to the adjacent A547 roundabout, would result in an adverse impact on highway safety. Given the limited distance from the access to the nearby roundabout it is considered the application fails to demonstrate how the use of the access by Heavy Goods Vehicles would not hamper the free flow of traffic on the highway and the proposal is therefore likely to give rise to unacceptable dangers to users of the highway. Highway impact is a material consideration in the determination of planning applications, and in respect of paragraph 3.1.4 of Planning Policy Wales 9, it is concluded that the effects of the proposal on the locality would be unacceptable.