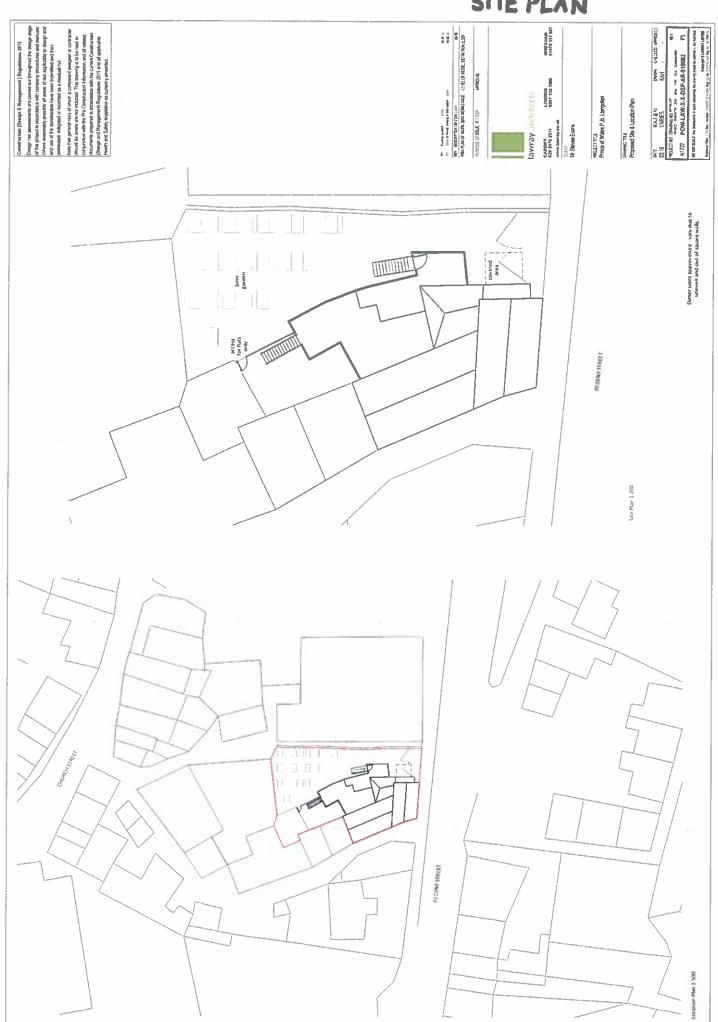
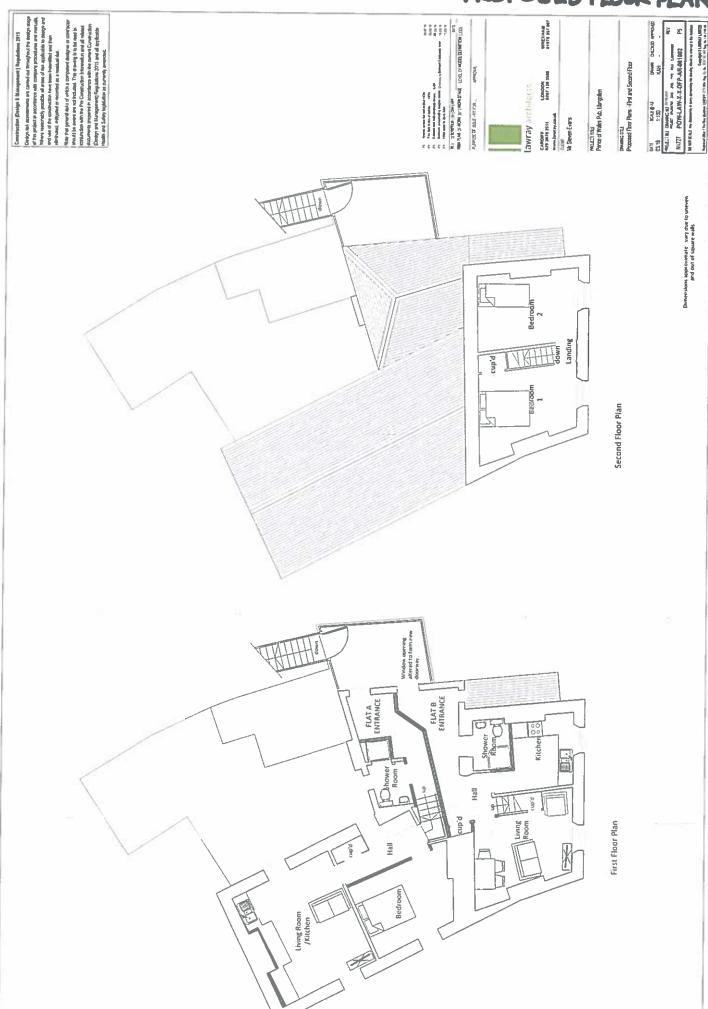


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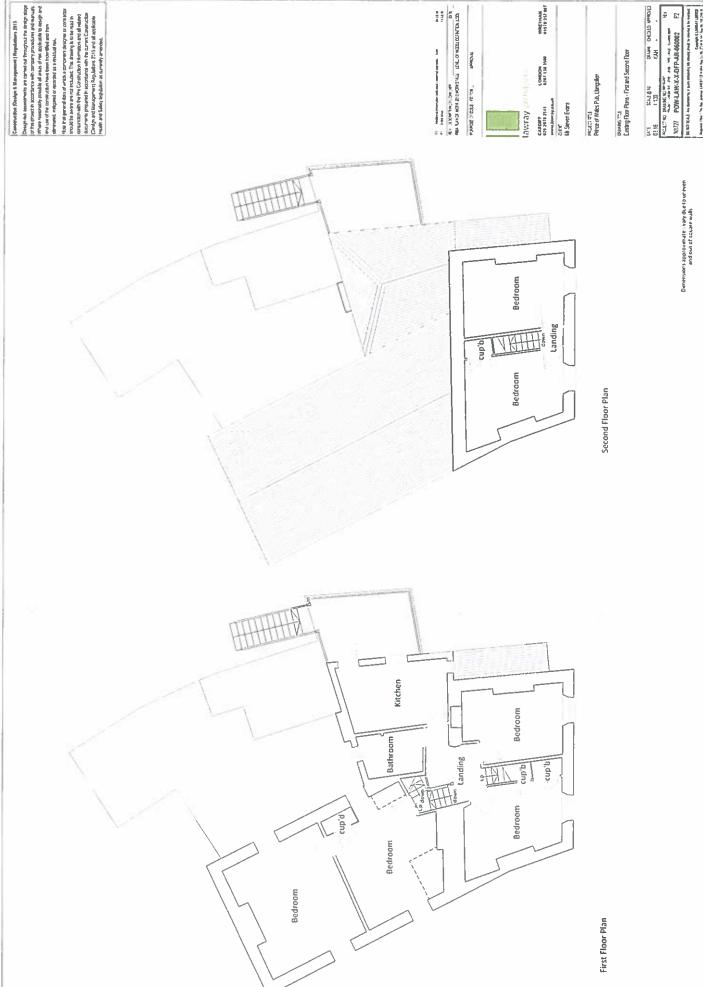
SITE PLAN



PROPOSED FLOOR PLAN



EXISTING FLOOR PLAN



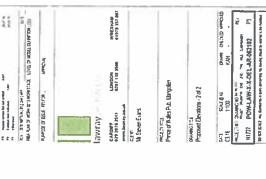
PROPOSED ELEVATIONS

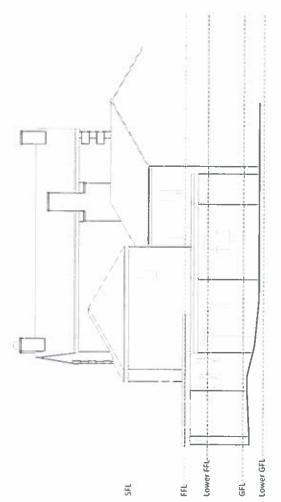
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PROPOSED ELEVATIONS

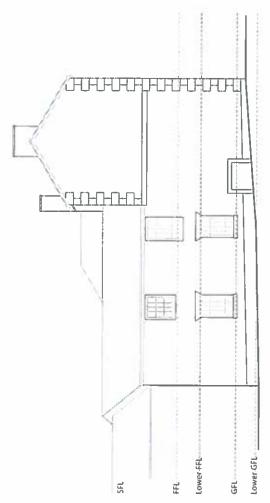
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Side Elevation

WARD: Llangollen

**WARD MEMBERS:** Cllr Melvyn Mile

Cllr Graham Timms

**APPLICATION NO:** 03/2018/0531/ PF

**PROPOSAL:** Conversion and alterations to residential accommodation above

the public house to form 2 no. self-contained flats

LOCATION: Prince Of Wales Regent Street Llangollen LL20 8HN

APPLICANT: Mr S Evans

CONSTRAINTS: Listed Building

Conservation Area

**AONB** 

PUBLICITY Site Notice - No UNDERTAKEN: Press Notice - No

Neighbour letters - Yes

# REASON APPLICATION REFERRED TO COMMITTEE: Scheme of Delegation Part 2

Town Council objection, Officer recommendation to grant planning permission.

### **CONSULTATION RESPONSES:**

LLANGOLLEN TOWN COUNCIL -

"Members of the Town Council consider the above application and adjudged that it was unacceptable in planning terms. It was therefore resolved to object on the following grounds. The objection is based on the departure from the specific elements of the following Local Development Plan policies:

RD 1 -Sustainable development and good standard design;

vii) Provides safe and convenient access for disabled people, pedestrians, cyclists, vehicles and emergency vehicles together with adequate parking, services and manoeuvring space. Proposals should also consider impacts on the wider Rights of Way network surrounding the site.

There is concern that the proposed development will have an adverse effect on access and traffic movements in the vicinity of the public house. Additionally, there would appear to be insufficient information provided regarding parking provision on the site to accommodate the needs of residents."

CLWYDIAN RANGE AND DEE VALLEY AREA OF OUTSTANDING NATURAL BEAUTY JOINT ADVISORY COMMITTEE

'No objection'

WELSH GOVERNMENT Department for Economy and Infrastructure

Holding directive issued to initial consultation. Response to the revised scheme awaited at time of drafting report.

DENBIGHSHIRE COUNTY COUNCIL CONSULTEES – Highways Officer No objections

**RESPONSE TO PUBLICITY: None received** 

**EXPIRY DATE OF APPLICATION: 30/07/2018** 

### **EXTENSION OF TIME AGREED? N/a**

### REASONS FOR DELAY IN DECISION (where applicable): N/a

### PLANNING ASSESSMENT:

### 1. THE PROPOSAL:

- 1.1 Summary of proposals
  - 1.1.1 Permission is sought for the subdivision of existing first floor accommodation at the Prince of Wales into 2 self- contained flats.
  - 1.1.2 In terms of dimensions, the floorspace of the one bedroomed flat is 49.8sq.m. The area of the two bedroomed flat is 61.9sq.m. All bedrooms exceed 11sq.m., Flat A Living/Kitchen is 19sq.m. and Flat B Living room is 12.4sq.m.. The outdoor area is approximately 50sqm.

### 1.2 Description of site and surroundings

1.2.1 The public house is a Grade II Listed Building and stands on the northern side of the road with its associated car park and service yard to the rear and eastern side. Residential properties lie to the west, with a commercial yard adjacent to the northern boundary and the Co-op store to the east. There are more dwellings across the road to the south.

## 1.3 Relevant planning constraints/considerations

- 1.3.1 The site is within the Llangollen Conservation area, AONB and World Heritage Site Buffer Zone.
- 1.3.2 The building is a grade II listed building.

# 1.4 Relevant planning history

- 1.4.1 Planning permission for the change of use of the upper floor of the property into 5 bedsits was refused in 2016 owing to the limited internal floor-space/cramped living conditions, and insufficient information to assess the impact on the listed building.
- 1.4.2 The current proposal seeks to overcome these reasons for refusal. Elements of the previous scheme have been omitted and evidence of the existing internal detailing has been provided.
- 1.4.3 The building has been extended in the 1980's by way of flat roof extensions to the side and rear of the original structure.

# 1.5 <u>Developments/changes since the original submission</u>

- 1.5.1 The applicant has removed the proposed additional railings and rear fire escape stairs at the request of the Conservation Officer. Internal photographs have been provided to show that no internal features of interest would be detrimentally impacted upon.
- 1.5.2 Reference to the alterations to the access and creation of additional parking within the site have been removed in response to the Welsh Government Transport holding direction.

### 1.6 Other relevant background information

1.6.1 The list description is as follows:

Approximately midway along the street, at the top of Cross Lane.

Mid C19 3-storey, 2-window symmetrical front with modern render; rusticated quoins and plinth. Slate roof with rendered end chimney stacks. 12 and 16-pane sash windows, with margins and stone lintels with added Tudor labels. Ground floor windows and modern central door contained under shop front type overall cornice with end pilasters. Blank coat of arms to 2nd floor centre. Modern extensions to right. Splayed angle to left gable with rusticated quoins to 2nd floor over 2 storey cross range; boarded cellar door and modern casements.

Group value with No 21, 26-34 and Cross Lane Nos 4-6.

#### 2. DETAILS OF PLANNING HISTORY:

2.1 3/7698 - Change use of two cottages for additional facilities for public house: Granted 13/09/1985.

3/8448 - Alterations and extension to public house: Granted 19/12/1986.

03/2001/0396 - Display of two non-illuminated signs: Granted 23/07/2001.

03/2016/0335/LB - Conversion of first and second floors from residential accommodation to 5 bedsits and installation of external stairs and railings in connection with the creation of first floor amenity area (Listed Building Application): Refused 8/6/2016.

03/2016/0299/PF - Conversion of first and second floors from residential accommodation to 5 bedsits and installation of external stairs and railings in connection with the creation of first floor amenity area: Refused 8/6/2016

#### 3. RELEVANT POLICIES AND GUIDANCE:

The main planning policies and guidance are considered to be:

3.1 Denbighshire Local Development Plan (adopted 4<sup>th</sup> June 2013)

**Policy RD1** – Sustainable development and good standard design

Policy BSC1 – Growth Strategy for Denbighshire

**Policy BSC2** – Brownfield development priority

Policy BSC3 – Securing infrastructure contributions from Development

Policy BSC7 – Houses in multiple occupation and self contained flats

Policy BSC11 - Recreation and open space

Policy VOE1 - Key areas of importance

Policy VOE2 – Area of Outstanding Natural Beauty and Area of Outstanding Beauty

Policy VOE3 - Pontcysyllte Aqueduct and Canal World Heritage Site

**Policy ASA3** – Parking standards

### 3.2 Supplementary Planning Guidance

SPG - Area of Outstanding Natural Beauty and Area of Outstanding Beauty

SPG - Pontcysyllte Aqueduct and Canal World Heritage Site

**SPG – Residential Space Standards** 

**SPG – Residential Development** 

**SPG - Planning Obligations** 

**SPG – Conservation Areas** 

**SPG – Listed Buildings** 

**SPG – Parking Requirements** 

# 3.3 Government Policy / Guidance

Planning Policy Wales (Edition 9) November 2016 Development Control Manual November 2017

3.4 Other material considerations

# 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 2017 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
  - 4.1.4 Highways (including access and parking)
  - 4.1.5 Area of Outstanding Natural Beauty/Area of Outstanding Beauty
  - 4.1.6 Pontcysyllte Aqueduct & Canal World Heritage Site
  - 4.1.7 Impact on Conservation Area including setting
  - 4.1.8 Open space
- 4.2 In relation to the main planning considerations:

# 4.2.1 Principle

The main policy in the LDP which is relevant to the principle of housing development in towns is BSC1 which seeks to make provision for new housing in a range of locations, concentrating development within identified development boundaries. Policy RD1 states that development proposals within development boundaries will be supported subject to compliance with detailed criteria. Policy BSC7 permits the creation of self contained flats where the property is considered suitable for the type and number proposed and it would not unacceptably affect the character, appearance and amenity of the locality. The proposal is also required to meet the adopted space standards as set out in SPG Residential Space Standards.

It is therefore considered that the principle of the development is acceptable subject to an assessment of the detailed impacts of the proposal.

### 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..

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, towards the goal of sustainability. The visual amenity impacts of a development proposal are a material consideration.

With no external changes to the building proposed, it is not considered that the proposal would harm the visual amenity of the area.

### 4.2.3 Residential 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 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..

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, towards the goal of sustainability. The residential amenity impacts of a development proposal are a material consideration.

SPG Residential Space Standards sets out the standards for floor area in new residential development The adopted Residential Space Standards SPG requires that 1 bed units have a minimum of 50 sqm gross internal floor area and 2 bedroom units to have 65sqm of gross internal floor area. The SPG also states that double bedrooms should be at least 11sqm.

The floor area of the one bedroomed flat is 49.8sq.m. The floor area of the two bedroomed flat is 61.9sq.m.

Whilst marginally below guidance in terms of floor area, Officers consider the overall quality of the accommodation would be acceptable. All bedrooms exceed 11sq.m., Flat A Living/Kitchen is 19sq.m. and Flat B Living room is 12.4sq.m.. The outdoor amenity area is approximately 50sqm.

It is considered that the proposal provides an acceptable amount of amenity for the future occupants of the proposed dwelling, and that it is compliant with the basis of policy RD1, policy BSC7 and SPG Residential Space Standards.

# 4.2.4 Highways (including access and parking)

Local Development Plan Policy RD 1 supports development proposals subject to meeting tests (vii) and (viii) which oblige provision of safe and convenient access for a range of users, together with adequate parking, services and manoeuvring space; and require 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.

Planning Policy Wales 3.1.4 confirms that factors to be taken into account in making

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, towards the goal of sustainability. The highway impacts of a development proposal are a material consideration.

No alterations are proposed to the existing access or minimal on site parking arrangements, and no additional vehicular movements to the site are anticipated. Given the town centre location of the site, it is not considered reasonable to expect off road parking for residents within the site, and there are opportunities for the parking of vehicles in the locality on street or in car parks. The area is well served by public transport. With no change to the existing access, Welsh Government Trunk Roads

have informally advised Officers that on that basis they would have no objection to the proposal, although the 'holding directive' issued has yet to be withdrawn.

The Highway Officer has also considered the proposal without on site parking being provided. Given the location in close proximity to the town centre, and close to public transport services, no objection has been raised by the Highway officer.

The proposal is considered to be acceptable regarding its impact upon the safe and free flow of traffic on the adjacent trunk road.

## 4.2.5 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.

Planning Policy Wales section 5.3 refers to considerations to be given to conserving landscape and biodiversity, and in respect of statutory designations such as AONBs, confirms the primary objective for designation is the conservation and enhancement of their natural beauty, whilst noting the need to have regard to the economic and social well-being of these areas.

With the external exchanges being limited to the replacement of one external window with a doorway, it is not considered that the proposal would harm the character of the AONB.

### 4.2.6 Pontcysyllte Aqueduct & Canal World Heritage Site

Policy VOE3 of the Local Development Plan relates specifically to development which may impact on the Pontcsyllte Aqueduct and Canal World Heritage Site and its Outstanding Universal Value, and in particular the authenticity and integrity of the attributes which justified its designation. It indicates that development which would lead to harm to the attributes will not be permitted, and refers to the setting of the World Heritage Site as a key material consideration. SPG Pontcysyllte Aqueduct and Canal World Heritage Site provides guidance on the determination of applications that may affect the Site and its setting.

Planning Policy Wales (para 6.5.2) reiterates that the World Heritage Site and its setting and, where it exists, the World Heritage Site buffer zone, is a material planning consideration in the determination of any planning application

With the external exchanges being limited to the replacement of one external window with a doorway, it is not considered that the proposal would harm the character of the WHS Buffer zone.

# 4.2.7 <u>Impact on Conservation Area including setting</u>

Local Development Plan Policy VOE1 seeks to protect sites of built heritage from development which would adversely affect them, and requires that development proposals should maintain and wherever possible enhance them for their characteristics, local distinctiveness and value to local communities. Planning Policy Wales 6.5.9 states there should be a general presumption in favour of the preservation or enhancement of the character or appearance of a conservation area or its setting

With the external exchanges being limited to the replacement of one external window with a doorway, it is not considered that the proposal would harm the character of the conservation area.

### 4.2.8 Open Space

Policy BSC 3 of the local development plan sets the basic requirement for development to contribute, where relevant, to the provision of infrastructure, including recreation and open space, in accordance with Policy BSC 11.

Policy BSC 11 specifies that all housing developments should make adequate provision for recreation and open space. All such schemes put increased demand on existing open spaces and facilities and therefore the policy applies to all developments including single dwellings.

Table 4 in the Open Space SPG (adopted March 2017) sets out thresholds for on-site provision and financial contributions. It specifies that for schemes of 1-30 dwellings, open space obligations should be met through financial contributions rather than onsite provision, however 5.4.9 of the SPG does state that the thresholds are indicative, and onsite provision for sites of less than 30 will be considered on their merits

The proposal has a net increase of 1 dwelling, and the Open Space Calculator calculates the commuted sum payment to be £1237.22

It is considered that the proposal would be acceptable in relation to open space policy subject to the requisite contribution being secured via a section 106 style/unilateral undertaking agreement. The applicant has agreed to enter into such agreement.

#### 4.2.9 Listed building

Local Development Plan Policy VOE1 seeks to protect sites of built heritage from development which would adversely affect them, and requires that development proposals should maintain and wherever possible enhance them for their characteristics, local distinctiveness and value to local communities. PPW 6.1 refers specifically to the need to ensure the character of historic buildings is safeguarded from alterations, extensions, or demolition that would compromise their special architectural and historic interest.; and 6.5.11 indicates that where a development proposal affects a listed building or its setting, the primary material consideration is the statutory requirement to have special regard to the desirability of preserving the building or its setting, and any features of special architectural or historic interest which it possesses.

The proposal would involve the removal of a single side window at first floor, and its replacement with a new doorway to serve one of the flats. The door is shown as being a vertical panelled door. It is considered that the detailed design and finish of the external doors should be controlled through planning condition imposed on the listed building consent.

Internally, the first floor would be subdivided using stud partitions to create two separate flats. A small section of internal wall would be removed to create the access into a shower room. All other original walls would remain intact. Photographs submitted by the agent show there a no features such as architraving, skirting or picture rails, of historical significance, the building having been altered significantly during the 1980's.

It is not considered that the proposal would have a detrimental impact upon the historic fabric or character of the listed building. It is therefore considered that the proposal is acceptable with regard to its impact upon the listed building.

### Other matters

Well – being of Future Generations (Wales) Act 2015

The Well-being of Future Generations (Wales) Act 2015 imposes a duty on the Council not only to carry out sustainable development, but also to take reasonable steps in exercising its functions to meet its sustainable development (or well-being)

objectives. The Act sets a requirement to demonstrate in relation to each application determined, how the development complies with the Act.

The report on this application has been drafted with regard to the Council's duty and the "sustainable development principle", as set out in the 2015 Act. The recommendation takes account of the requirement to ensure that present needs are met without compromising the ability of future generations to meet their own needs. It is therefore considered that there would be no significant or unacceptable impact upon the achievement of well-being objectives as a result of the proposed recommendation.

#### 5. SUMMARY AND CONCLUSIONS:

- 5.1 The proposal is considered acceptable in principle, and there are no likely detrimental impacts upon the amenity of the building, area or the buildings listed status.
- 5.2 It is recommended that permission be granted subject to
  - a) The Welsh Government withdrawing their 'holding directive'.
  - b) Completion of a legal agreement to secure the payment of £1237.22 towards the improvement of Public Open Space within the locality, with the trigger point for payment being prior to first occupation of any of the self-contained units.

### **RECOMMENDATION: GRANT-** subject to the following conditions:-

- 1. The development to which this permission relates shall be begun no later than 1st October 2023.
- 2. The development hereby permitted shall be carried out in strict accordance with details shown on the following submitted plans and documents unless specified as otherwise within any other condition pursuant to this permission:
  - (i) Existing elevations 1 of 2 (Drawing No. 2001 Rev. P2) received 4 June 2018
  - (ii) Existing elevations 2 of 2 (Drawing No. 2002 Rev. P2) received 4 June 2018
  - (iii) Proposed elevations 1 of 2 (Drawing No. 2101 Rev. P4) received 30 July 2018
  - (iv) Proposed elevations 2 of 2 (Drawing No. 2102 Rev. P3) received 30 July 2018
  - (v) Existing ground floor plan (Drawing No. 60001 Rev. P1) received 4 June 2018
  - (vi) Existing first and second floor plans (Drawing No. 60002 Rev. P2) received 4 June 2018
  - (vii) Proposed ground floor plan (Drawing No. 61001 Rev. P1) received 4 June 2018
  - (viii) Proposed first and second floor plan (Drawing No. 61002 Rev. P5) received 30 July 2018
  - (ix) Existing site plan (Drawing No. 910001 Rev. P2) received 4 June 2018
  - (x) Site plan outdoor amenity (Drawing No. 910003 Rev. P5) received 9 July 2018
  - (xi) Proposed site and location plan (Drawing No. 910002 Rev. P3) received 9 July 2018

# The reasons for the conditions are:-

- 1. To comply with the provisions of Section 91 of the Town and Country Planning Act 1990.
- 2. For the avoidance of doubt and to ensure a satisfactory standard of development.