

PLANNING COMMITTEE	DATE: 17/12/2018
REPORT OF THE SENIOR PLANNING AND PUBLIC PROTECTION SERVICE MANAGER	CAERNARFON

Number: 2

**Application
Number:**

Date Registered: 19/07/2018

Application Type: Full - Planning

Community: Llanddeiniolen

Ward: Deiniolen

Proposal: Change of use of former public house into holiday accommodation

Location: The Bull Inn, High Street, Deiniolen, Caernarfon, LL55 3HU

Summary of the Recommendation: TO APPROVE WITH CONDITIONS

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1. Description:

- 1.1 This is an application to convert the derelict The Bull Inn public house in Deiniolen into self-serviced holiday accommodation with eight bedrooms. The development involved a considerable change to the internal layout of the building but there would not be a significant change to the external appearance. The former cellar of the public house will be converted into a bicycle storage area and games rooms.
- 1.2 The Design and Access Statement, that was submitted in support of the application, states that the building was for sale but that there was little interest in purchasing it for its authorised use, namely a public house on the ground floor and a flat, with permission for self-serviced holiday accommodation above. Therefore, it is proposed to convert the whole building into self-serviced holiday accommodation.
- 1.3 The building is located on Deiniolen High Street which is defined as a Service Village by the Gwynedd and Anglesey Joint Local Development Plan.
- 1.4 This application is an amendment of an application that was refused earlier this year on delegated grounds (C18/0382/18/LL) because of the visual detriment that would have been caused by a proposed dormer window and, due to restricted internal arrangements, the fact that the development would not be of "high standard". As a result of a discussion between officers and the developers, the dormer window was removed from the current application and the internal density of the development was reduced from nine to eight bedrooms. The proposal continues to request the use of roof space as part of the development but using velux roof windows rather than a dormer extension.
- 1.5 The decision on this application was deferred at the Planning Committee meeting on 26 November 2018 in order to conduct a Site Inspection Committee.

2. Relevant Policies:

- 2.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and paragraph 2.1.2 of Planning Policy Wales emphasise that planning decisions should be made in accordance with the Development Plan, unless material considerations indicate otherwise. Planning considerations include National Planning Policy and the Local Development Plan.
- 2.2 Under the Well-being of Future Generations (Wales) Act 2015 the Council has a duty not only to carry out sustainable development, but also to take reasonable steps in exercising its functions to meet its sustainable development (or well-being) objectives. This report has been prepared in consideration of the Council's duty and the 'sustainable development principle', as set out in the 2015 Act, and in making the recommendation the Council has sought to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. It is considered that there would be no significant or unacceptable impact upon the achievement of well-being objectives as a result of the proposed recommendation.
- 2.3 **Gwynedd and Anglesey Joint Local Development Plan (July 2017)**

ISA 2: COMMUNITY FACILITIES

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PS 13: PROVIDING OPPORTUNITIES FOR A FLOURISHING ECONOMY
TWR 2: HOLIDAY ACCOMMODATION
PCYFF 2: DEVELOPMENT CRITERIA
PCYFF 3: DESIGN AND PLACE SHAPING
MAN 4: SAFEGUARDING SHOPS AND PUBS IN VILLAGES
TRA 2: PARKING STANDARDS
TRA 4: MANAGING TRANSPORT IMPACTS
PS 19: CONSERVING AND ENHANCING THE NATURAL ENVIRONMENT

2.4 National Policies:

Planning Policy Wales, Edition 9, November 2016.

TAN6 - Planning for Sustainable Rural Communities

TAN13 - Tourism

3. Relevant Planning History:

3.1 C18/0382/18/LL: Change of use of former public house into holiday accommodation and create a new dormer window at the rear of the property - Refused 11/06/18

3.2 C00A/0235/18/LL: Use the top floor to provide self-serviced holiday accommodation - Approved 07/06/00

4. Consultations

Community/Town Council: Objection - reiterate their observations on the previous application that there is insufficient parking available for a development of this size.

Transportation Unit: No objection
It is likely that use will be on a similar scale to current use and sufficient public parking is available nearby.

Welsh Water: Requesting a standard condition to ensure that there will be no increase in surface water draining into the sewage system

Natural Resources Wales: No observations to offer

Public Protection: Not received

Tourism, Marketing and Customer Care Department: Observations:

- There is no shortage of self-catering accommodation in the county
- In terms of self-contained accommodation, there are fewer units available that have been tailored specifically for groups, particularly space which offer a higher standard of luxury and facilities.
- This is important for the family market or those in groups and who want to stay in accommodation of a higher standard than a hostel.

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Public Consultation: A notice was posted on the site and a consultation was held with neighbours. The advertising period has ended and correspondence was received responding to the proposal on the following material planning grounds:

- Shops and public houses in villages need to be safeguarded.
- Lack of evidence that the applicant has advertised the property for a reasonable selling price for a continuous period of 12 months.
- Lack of evidence that there is demand for tourism accommodation in the area
- Concern regarding the lack of parking spaces
- Objecting to the dormer extension (*this has now been removed from the plan*)

5. Material Planning Considerations:

The principle of the development

- 5.1 It is a requirement that planning applications be determined in accordance with the adopted development plan, unless other material planning considerations state otherwise. The Gwynedd and Anglesey Joint Local Development Plan (LDP) is the adopted 'Development Plan' in this case.
- 5.2 Strategic Policy PS 13 of the LDP aims to facilitate economic growth by supporting many aspects of the local economy including supporting the economic prosperity of rural communities by facilitating growth on an appropriate scale by re-using existing buildings. This proposal would re-use a derelict rural building in order to establish a business venture and, therefore, the proposal meets the principle of this policy.
- 5.3. In addition, policies ISA 2 and MAN 4 seek to protect community facilities such as public houses in villages. However, in this case the public house has been closed since 2016 and it was for sale for over a year (between July 2016 and October 2017) and advertised for a low price (£75,000). Should the public house business be viable, it was considered that it would be reasonable to expect that new managers for the business would have come forward during that period. It must be borne in mind that another public house, namely "The Wellington", is within 20m of this building and therefore, a public house facility would remain on the high street in the centre of the village within easy walking distance to the one that would be lost if this application is approved.
- 5.4 Another fundamental policy consideration is Policy TWR 2 that supports the provision of new holiday accommodation subject to a series of criteria. The policy states that the development of permanent holiday accommodation by converting existing buildings will be supported provided that proposals are of high quality in terms of design, setting and appearance. The following changes have been made to this plan since the previous application was refused :
- remove the proposed dormer window from the rear of the building, and
 - reduce the internal density of the building that would now include eight en-suite bedrooms
- 5.5 In light of these changes, it is believed that there is justification for deeming this development as one of high quality which is consistent with the aims of Policy TWR 2.

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- 5.6 In addition to the above, there are five criteria under policy TWR 2 that must be met. Looking at these criteria in turn:
- i. The first criterion refers to accommodation in new buildings and therefore, it is irrelevant to this case.
 - ii. Bearing in mind that this is already a substantially-sized property that had previous use and the potential to cause significant nuisance, it is not believed that there is any doubt that the building could be converted for use of the proposed scale without creating more detrimental impacts to the surrounding area than the previous use. Therefore, it is considered that the scale of the proposed use is acceptable in principle under the second criterion of this policy which requires the scale of the development to be appropriate for the site.
 - iii. This criterion requires the assurance that no loss from the permanent housing stock will result from the development. In accepting that the top floor of the building is available as a flat for the manager of the public house, it is considered that a flat of this type is an integral part of the business and that its loss would not have any impact on the permanent housing stock available for the local community.
 - iv. This criterion requires the assurance that there will be no substantial loss from the residential character of the area. This site is in a mainly residential area but it is not considered that a development of this scale would create significant harm to the residential character of the area; indeed, the new use would be more "settlement-like" in nature than use as a public house.
 - v. This criterion requires the assurance that the development does not lead to an excess of such accommodation in the area. There is no evidence that there is an excessive number of holiday accommodation in the Deiniolen area.

- 5.7 Given the above analysis, it is believed that the development meets the requirements of Policy TWR 2 of the LDP.

General and residential amenities

- 5.8 Generally, policies PCYFF 2 and PCYFF 3 of the Joint Local Development Plan approve proposals for new developments as long as they do not have a detrimental impact on health, safety or the amenities of the residents of local properties or on the area in general. In addition, developments are required to:

- Contribute to, and improve, the character and appearance of the site and
- Respect the site and surroundings in terms of their location in the local landscape.

- 5.9 As a result of removing the dormer window from the development, there would be very few changes to the external appearance of the building but velux roof windows will be installed. Additionally, it is believed that the potential to cause detriment to amenities such as noise and disturbance is more likely from the authorised use, such as a public house, than there would be from self-serviced holiday accommodation as is proposed here.

- 5.10 Having considered the above discussion, it is not believed that the proposed development will cause significant harm to the amenities of neighbours compared to the authorised use, and therefore, the proposal meets the requirements of Policy PCYFF 2 and PCYFF 3 of the LDP.

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Transport and access matters

- 5.11 The Transportation Unit did not raise any objection to the proposal but an objection was received alleging that there was a lack of local parking spaces. Despite this, in considering the authorised use of the building as a public house, it is not believed that this development would be likely to cause substantially worse difficulties than the authorised situation.
- 5.12 The CSS Wales parking standards do not give specific guidance for converting public houses, therefore if the building is considered as a house the requirement is to provide up to three parking spaces. If the proposal is considered as a hotel the requirement would be to provide up to 1 space for each bedroom, however, those standards are only relevant to new builds. In cases like this, the practice is to consider the former use of the site, and the likely increase as a result of the new proposal. Here, the previous situation was a public house of a substantial size and a four bedroom home above, centrally located within a village. The proposal increases the number of bedrooms but removes the 'public house' element and it is presumed that there are sufficient opportunities for visitors to park on the streets and in local car parks if they are visiting the site in a vehicle. It is presumed that the majority of the visitors would either travel in groups or couples, in a car or mini-bus, or would choose public transport as a way of travelling to Deiniolen. Consequently, no more than eight vehicles at a time are expected and usually far fewer than that, and it is presumed that the local streets and car parks offer opportunities for them to park nearby for free.
- 5.13 The Transportation Unit states that public parking is available in car parks and on the street within reasonable distance to the facility. Therefore, it is believed that the proposal is acceptable under policies TRA 2 and TRA 4 of the LDP that relate to ensuring that developments meet the Council's parking standards and that there would be no harm to highway safety.

Business Plan

- 5.14 A Business Plan was submitted prior to the last Committee meeting and it explains that it is proposed to convert the public house into high quality accommodation for up to 20 guests. The main feature of the plan would be the quality of the accommodation available and all of the rooms would be double rooms with en-suite facilities. There would also be plenty of room in the former cellar to securely store group equipment, such as bicycles or canoes, along with space for socialising. The Business Plan states that there are no similar facilities for large groups and of this quality available locally. The plan includes an analysis of the local market and indicates that it would be possible to ensure a profitable business on the site. The observations of the Council's Tourism Unit were received which confirm that there is a demand for good quality self-catering units for groups in the county.
- 5.15 In terms of planning policy, it should be noted that Policy PS 13 of the LDP does not require a business plan as part of an application for holiday accommodation within a development boundary, however the Draft Planning Guidance on Holiday Accommodation, which is currently in the consultation process, does ask for such a plan for all applications for self-serviced accommodation. It should also be noted, according to the latest figures of the Joint Planning Policy Unit, there are 17 self-service holiday units in Deiniolen ward, which equates to 1.7% of all properties in the ward. At a Llanddeiniolen Parish level, the Council's Rates Unit records show that less than 1% of the Parish' housing stock pay business rates as self-catering holiday

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accommodation. It is believed that this, therefore, confirms that there is not an excess of this type of holiday accommodation in the area.

6. Conclusions:

- 6.1 It is considered that the development of self-serviced holiday accommodation in this building would be acceptable in terms of the relevant policies noted above, and it is not considered that it would have a significant adversely harmful impact on the area's amenities or on neighbouring residents. Furthermore, it is considered that the location, design, finish and form of the development is acceptable and in keeping with the context of its location. Having given full consideration to all the relevant planning matters, and all matters raised by objectors, it is considered that the development is suitable for the site and complies with the local and national policies and guidelines noted.

7. Recommendation:

To approve – conditions:

1. Five years
2. Work in accordance with the plans
3. Holiday use only condition
4. Welsh Water Condition

Note: Welsh Water