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Number: 2

Application

C20/0981/09/LL

Number:

Date Registered: 24/11/2020

Application

Full

Type:

Community: Tywyn

Ward: Tywyn

Proposal: Application to remove 3 affordable dwellings and 2 open

market dwellings and construct 4 affordable dwellings and 5 open market houses to provide an increase of 4 dwellings

in relation to planning permission C06M/0069/09/LL.

Location: Land Adjacent Top Glan y Môr Marine Parade, Tywyn,

LL36 0DJ

Summary of the

Recommendation:

TO APPROVE SUBJECT TO CONDITIONS

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1. Description:

- 1.1 The application involves the construction of 4 affordable dwellings and 5 open market houses in place of 3 affordable dwellings and 2 open market dwellings previously approved under permission C06M/0069/09/LL. The proposal involves a row of 4 terraced houses, a row of 3 terraced houses and 2 semi-detached houses. The affordable units would be 3 terraced two-bedrooms houses and 1 terraced house with three-bedrooms and the open market houses will be 3 terraced houses of three-bedrooms and 2 semi-detached houses with three-bedrooms. All the houses would be two-storey with a slate roof and the external walls would be of brick. Vehicular access to the houses would gained from Warwick Road.
- 1.2 As part of the application, a Welsh Language Statement, Housing Mix Statement and a Valuation Report have been submitted.
- 1.3 The application site forms part of the wider site that received planning consent in application C06M/0069/09/LL for 34 housing units. This permission included 9 affordable units. More recently, application C11/1181/09/LL was approved to replace the plot for the 2 semi-detached houses for 1 house by reducing the total housing provision on the site to 33 units. There was no change in the number of affordable units as a result of this permission. Then more recently in April 2019, planning permission C17/0041/09/LL was granted on part of the site for 9 units (4 affordable; 5 open market) to replace the 5 units that were originally approved (3 affordable; 2 open market). This means there is permission for 37 units on the site (10 affordable; 27 open market). Compared with what has already been approved, this proposal would involve providing 4 more units on the site (i.e. a total of 41 units) including 1 affordable unit more (total of 11 affordable units).
- 1.4 The site lies within the development boundary and the application site forms part of a wider site designated for housing development in the LDP. The site is within the Dyffryn Dysynni Landscape of Outstanding Historic Interest. It is proposed to gain access to the site from an unclassified road. The site is surrounded by residential dwellings.
- 1.5 The application is submitted to the Committee as it involves 5 or more houses.

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 The Well-being of Future Generations (Wales) Act 2015 places a duty on the Council to take reasonable steps in exercising its functions to meet the seven well-being goals within the Act. This report has been prepared in consideration of the Council's duty and the 'sustainable development principle', as set out in the 2015 Act. In reaching 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.
- 2.3 Anglesey & Gwynedd Joint Local Development Plan 2011-2026, adopted 31 July 2017
 - PS 1 The Welsh Language and Culture
 - ISA 1 Infrastructure provision
 - ISA 5 Provision of open spaces in new housing developments

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PS 4 - Sustainable transport, development and accessibility

TRA 2 – Parking standards

TRA 4 – Managing transport impacts

PS 5 – Sustainable developments

PS 6 - Alleviating and adapting to the effects of climate change

PCYFF 2 – Development criteria

PCYFF 3 – Design and place shaping

PCYFF 4 - Design and landscaping

PCYFF 5 - Carbon Management

PCYFF 6 - Water conservation

PS 16 - Housing provision

PS 17 - Settlement Strategy

TAI 2 - Housing in Local Service Centres

TAI 8 - An appropriate mix of housing

TAI 15 - Threshold of Affordable Housing and their Distribution

PS 20 - Conserving and where appropriate enhancing cultural assets

AT 1 – Conservation areas, world heritage sites and registered historic landscapes, parks and gardens

Supplementary Planning Guidance - Maintaining and Creating Distinctive and Sustainable Communities

Supplementary Planning Guidance - Housing Mix (October 2018)

Supplementary Planning Guidance – Affordable Housing (April 2019)

Supplementary Planning Guidance – Planning obligations

2.4 **National Policies:**

Future Wales: The National Plan 2040

Planning Policy Wales, Edition 11, February 2021.

Technical Advice Note 2 - Planning and Affordable Housing

Technical Advice Note 12: Design

Technical Advice Note 18 – Transport

3. Relevant Planning History:

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- 3.1 C06M/0069/09/LL Residential development of 34 dwellings Approved 25 September 2007.
- 3.2 C11/1181/09/LL Construction of a single-storey house and garden sun house Approved 2 March 2012.
- 3.2 C17/0041/09/LL Erection of two terraces of 9 dwellings (4 dwellings for affordable local need) Approved 4 July 2017.
- 3.4 C19/0141/09/AC Discharge conditions 3 (slates), 4 (external finish) 10 (footpath details) and 11 (boundary treatment) on planning permission C17/0041/09/LL Approved 1 April 2019.

4. Consultations:

Community/Town Council: Not received.

Transportation Unit:

No objection to the proposal. It is shown that the proposal will provide access from the existing estate road, to be adopted by the Council, that then leads to two private access roads that serve both parts of the development. These parts will not be adopted and it is assumed that they would remain in the developer's ownership, or that there would be shared responsibility by the occupants to maintain these.

I confirm that the parking provision as shown is satisfactory, and complies with the usual requirements, namely to provide 2 spaces for houses with 2/3 bedrooms.

I recommend including conditions / standard notes regarding the provision of an estate road in accordance with the plans and to be constructed to the Council's adopted standards.

Welsh Water: Note that a mains water pipe crosses the site.

Need to conform to any drainage conditions on the original permission.

Natural Resources Wales:

We have reviewed the planning application submitted to us, and from the information provided, we are of the opinion that the proposed development does not impact any matters listed in our Consultation Topics, Development Planning Advisory Service: Consultation Topics (September 2018).

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Drainage Unit:

Since 7 January 2019, sustainable drainage systems (SuDS) are required to control surface water for every new development of more than one dwelling or where the building surface area has drainage implications of 100m^2 or more. Drainage systems must be designed and constructed in accordance with the minimum standards for sustainable drainage as published by Welsh Ministers.

These systems must be approved by Gwynedd Council in its role as SuDS Approval Body (SAB) prior to commencement of the construction work.

Due to the size and nature of the development, an application will need to be provided to the SuDS Approval Body for approval before construction work commences. No drainage details have been submitted to date, and until an application is made to the SuDS Approval Body, there is no assurance that the site plan would enable compliance with the full suite of national NDS standards. Early consultation with the SuDS Approval Body is recommended.

Strategic Housing Unit:

1. Information about the need:

The following indicates the number of applicants who wish to live in the area: -

3 applicants from the Tai Teg register for intermediate property

115 applicants from the common housing register for social housing.

Source of data:

Tai Teg

Gwynedd Council's Common Housing Register

Observations:

The figures may have been duplicated

2. Information on the type of need:

The following shows the number of bedrooms that the applicants wish to have:

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Number of bedrooms (owned or part-owned)

Type of house	Number of	Need as a %
	bedrooms	
BUNG	1	0%
	2	0%
	3	0%
	4	0%
FLAT	1	0%
	2	0%
	3	0%
HOUS	1	0%
	2	0%
	3	100%
	4	0%
MAIS	1	0%
	2	0%
	3	0%
	4	0%

Number of bedrooms

(Housing Options Team)

Type of property	Number of bedrooms	Need as a %
BUNG	1	32%
	2	56%
	3	10%
	4	1%

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FLAT	1	33%
	2	37%
	3	5%
HOUS	1	22%
	2	43%
	3	30%
	4	10%
MAIS	1	21%
	2	22%
	3	8%
	4	1%

Source of data:

Tai Teg

Gwynedd Council's Common Housing Register

3. Suitability of the Scheme:

Based on the above information it appears that the Plan:-

Addresses the need in the area

Plans are expected to include 10% affordable housing.

4. If a Housing Association is a partner for this development, the design of the property must conform to WG standards (DQR).

The application notes that 4 houses are to be developed as affordable houses. I do not see any reference to a housing association in the application, and I would like to know if the developer has contacted housing associations.

5. Discount level:

69% are priced out of the market in this area.

Source of data:

Caci paycheck

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Observations:

I cannot submit observations on the planning application as no open market price has been submitted. I would be more than willing to revisit the application once a formal valuation has been received.

Observations, 7 October 2021 regarding the discount level

The Tywyn area has a median household income of £22,869. In accordance with the Guidance, the price of an area's affordable property can be found by noting 3.5 times the median income and adding a deposit of 10%.

In this case, I received confirmation of the property's open market valuation as £195,000 for a 3 bedroom property and £185,000 for a 2 bedroom property.

Therefore, the price of the affordable property should be:

3 bedrooms: 22,869 * 3.5 + 19,500 = £99,5422 bedrooms: 22,869 * 3.5 + 18,500 = £98,542

To ensure that the property is affordable, a 40% discount needs to be considered on the open market price, that brings the sum to £117,000 (3 bedrooms) and £111,000 (2 bedrooms).

Language Unit:

No objection and recognise that good use has been made of the linguistic data, evidence of need for a mix and number of houses, and information about the percentage of the population priced out of the market.

This application is to develop a site that has already received permission and has units that have already been completed. Accept that the proposed mix answers the local demand, and that they demonstrate the evidence for this well.

Mention that there is no contact with a Housing Association and no details in terms of the open market price of the houses.

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Public Consultation:

A notice was posted on the site and nearby residents were notified. The advertisement period has expired and an objection was received on the following grounds:-

- Development of two-storey houses instead of bungalows.
- No consideration to the architectural design of the units.
- Nearby houses look out onto a two-storey gable-end.
- No pavement within the development.
- Concerns about drainage.

5. Assessment of the material planning considerations:

The principle of the development

- 5.1 The site lies within the Tywyn development boundary and has been designated specifically for housing in the LDP, namely site T52. Therefore, there is a need to consider the principle of developing the residential units against the requirements of Policy TAI 2 of the LDP. In the JLDP, Tywyn has been identified as a Local Service Centre under Policy TAI 2. This policy supports housing developments to meet the Plan's strategy, through housing designations and suitable windfall sites located within the development boundary, based upon the indicative provision contained in the Policy. The indicative supply level of housing for Tywyn over the Plan period, as noted in Appendix 5 of the Joint Local Development Plan, is 103 units (including a 10% 'slippage allowance', which means that the method of calculating the figure has taken into account potential unforeseen circumstances which could influence the provision of housing, e.e. land ownership matters, infrastructure restrictions, etc.).
- 5.2 From the information received by the Joint Planning Policy Unit in the period 2011 to 2020, a total of 70 units have been completed in Tywyn. The land bank in April 2020 was 57 units. This includes 14 units on the site of this application. In addition, work in relation to preparing the JLDP noted that there are 6 units in the Land Bank in Tywyn that are unlikely to be developed. It is noted that one other site has been designated for housing in Tywyn (T53 Garreglwyd). There is extant permission on this site for 23 units and 11 units have been completed with 12 units not yet started (this information is included in the above mentioned figures). The proposal must be considered in terms of this consideration on the grounds that is provides 4 more units than the permission already received. These figures collectively are higher than the indicative supply figure noted in the Plan for Tywyn, without considering the increase in the number of units that will derive from this proposal.
- 5.3 In accordance with criterion (1b) of Policy PS1 'The Welsh Language and Culture', as this development, collectively, provides more than the total indicative housing provision for Tywyn, a Welsh Language statement should be submitted in favour of the application. It is noted that a Language Statement has been submitted and is addressed under the relevant heading below.
- In addition, the Plan's Monitoring Framework will consider the number of units that are completed annually in order to determine whether the Plan is achieving the housing requirement. The annual monitoring would also enable the Councils to determine what type of sites will provide houses i.e. designations or windfall sites. The focus will be on the completed units rather than permissions. In addition to this, the Monitoring Framework will seek to assess whether the Plan's Settlement Strategy is being delivered in accordance with Indicator D25, this indicator looks at housing permissions. Policy PS 17 in the Plan states that 22% of the Plan's housing growth will be located

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within the Local Service Centres. A survey of the situation in relation to the provision within all the Local Service Centres in April 2020 indicates that 785 units from the total of 1754 windfall site units (without the 10% slippage allowance) had been completed, and that 476 units were in the land bank (and likely to be completed), which means that there is a current shortfall of 493 units. Based on the indicative supply level information within all Local Service Centres, this proposal is acceptable.

- 5.5 Therefore the settlement will see its expected growth level on windfall sites through units completed in the period from 2011 to 2020 and complete the current land bank. In light of this, a justification would be required with the application outlining how the proposal would address the needs of the local community. This could be done by:
 - submitting any market research work they have undertaken i.e. demonstrating the need for this type of development in the area;
 - that the proposal meets local recognised need for affordable housing;
 - that the proposal provides for specialist housing needs e.g. units for the elderly;
 - that the housing designation in the settlement is likely to be brought forward during the Plan's lifetime;
 - that the units in the land bank are not likely to be developed in the Plan's lifetime.
- 5.6 As part of the application, a Housing Mix Statement was submitted and this document includes information regarding the justification for the proposal and the type of units submitted as part of the application. The information included in the Housing Mix Statement presents information linked to the Gwynedd Local Housing Market Assessment 2018-2023. The information in this assessment indicates that Gwynedd households will increase by 8% by 2035 and that the demand for housing will be 40% for 1/2 bedrooms, 30% for 3 bedrooms and 30% for 4 bedrooms. The proposal in question will provide 3 two-bedroom properties and 6 three-bedroom properties. The information in the Gwynedd Local Housing Market Assessment also indicates that Tywyn has a higher level (36%) of 2 bedroom housing compared with the Gwynedd percentage (25.6%) but the percentage of 3 bedroom units is lower (37.2%) than the Gwynedd percentage average for 3 bedroom units (46.3%). Therefore there is a higher level of 2 bedroom units and a lower level of 3 bedroom units in Tywyn compared with Gwynedd figures. It is also shown that the percentage of terraced housing in Tywyn (23.7%) is lower than the county level, namely 31%. Therefore it can be considered that preparing 3 bedroom units (i.e. 6 of the units) and terraced units (i.e. 7 of the units) will improve the housing mix within the settlement. To this end, it is considered that the proposal is also in line with the actions within the Gwynedd Local Housing Market Assessment (2019). A potential action k) within the Gwynedd Local Market Housing Assessment (LMHA) (2019) notes that "More diversity of type and size of housing is needed in correlation with demographic & household demand in Gwynedd" and action r) states "Mix of open market housing types on residential developments". It is deemed that the mix available on site T52 contributes towards these actions.
- 5.7 In addition, the Housing Mix Statement questions if application C13/0102/09/LL can be achieved to build 18 houses on the Market Land, Sandilands Road, Tywyn that received permission on 11 July 2013. From what they have seen there have been no applications to discharge conditions and question the ability of this development to proceed legally. Looking at the planning file for application C13/0102/09/LL these relevant conditions have been discharged. Information was received from the Joint Planning Policy Unit stating that the information from their annual monitoring survey was that the site was cleared in 2018 and work had commenced on the site as

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there was access to the site taking that this was a 'material start'. As work had commenced on the site in 2018, and no work has proceeded there since, the new site has been visited in the last few months and it is unlikely that the Market Land site will prepare residential units in the short-term. Therefore there is a question regarding when the element of the existing land bank i.e. 18 units are built, certainly, in the short-term.

- 5.8 Having considered the above, it is deemed that the proposal in question is in accord with Policy TAI 2 of the LDP. Also, considering the housing mix offered in terms of type, size and occupancy and the explanation received for these choices, it is considered that the proposal in question is also in line with the requirements of Policy TAI 8 of the LDP and the Supplementary Planning Guidance Housing Mix by improving the housing balance within the local community.
- 5.9 Policy TAI 15 requires an affordable housing contribution on residential developments of 2 or more housing units. For Tywyn, a contribution of 10% is requested. As noted previously, the application site forms part of a wider site that received planning permission under application C06M/0069/09/LL for 34 housing units. This permission included 9 affordable units. More recently, planning permission C17/0041/09/LL was granted on part of the site in April 2019, this increased the number of housing on the whole site to 37 with 10 of these being affordable houses. Compared with what has already been approved, this application would involve providing 4 more units on the site (i.e. a total of 41 units) including 1 more affordable unit (a total of 11 affordable units). This means that if the current application is approved, 26.8% of the affordable units would be provided on the whole site. Therefore, it can be seen that the number of affordable units provided on the whole site is higher than the 10% recommended in policy TAI 15. It is not currently totally clear if a housing association will take the affordable units offered as part of this current application. It is understood that discussions with Grŵp Cynefin are currently proceeding and they have been discussing the site with the Council's Strategic Housing Unit and are awaiting the board's decision to move forward. However, nothing formal has been agreed thus far. Plans for the proposed affordable housing have been designed to DQR standard (a requirement by the WG grant) that would enable the housing association to take them over. The Strategic Housing Unit has also confirmed that the proposal addresses the local demand regarding the type of units offered. A valuation report was received as part of the application. This report demonstrates that the open market price for the 3 bedroom affordable house is £195,000 and the open market price for the 2 bedroom affordable house would be £185,000. If a housing association were unwilling to take responsibility for the affordable houses it would be necessary for the affordable price of the 4 affordable units proposed to be really affordable for those who need them. To this end, it would be necessary to ensure a sufficient discount level for the affordable houses. Observations have been received from the Strategic Housing Unit in terms of the discount level and they recommend that the discount should be at least 40%, giving an affordable price for the units of £117,000 (3 bedrooms) and £111,000 (2 bedrooms). In order to manage the affordable provision in terms of planning policy, it is proposed to impose a standard condition that will require agreement on a plan to provide affordable housing. In doing this it is considered that the proposal is acceptable in relation to Policy TAI 15 of the LDP and the SPG.

Visual amenities

5.10 The proposal involves the construction of dwelling-houses on a site that has extant planning permission for house building. The houses subject to this application are all two-storey with a slate roof and external brick walls. These materials are suitable and in keeping with the materials seen in the surrounding houses. There is a variety in the types of housing in the site's vicinity that are

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one-storey, two-storey and higher. The proposal in question would offer a variety in the type and size of housing and it is considered that the siting, appearance, scale, height and mass of the proposed housing are suitable for the site and in keeping with those in the nearby area. A plot of amenity land approximately 331m² would remain at the centre of the site close to the semi-detached housing. It is not considered that the proposal will have a detrimental impact on the area's visual amenities. It is therefore considered that the proposal is acceptable in relation to Policy PCYFF 3 of the LDP.

5.11 The site lies within the Dyffryn Dysynni Landscape of Outstanding Historic Interest. The proposal is to construct houses that would be situated amongst the existing built form. It is considered that the impact of the proposal would be local and it would not have an impact on the wider historic landscape. The proposal is considered to be acceptable in terms of Policy AT 1 of the LDP.

General and residential amenities

5.12 The site is currently an empty vacant development site in the centre of dwellings and where there is current planning permission to develop the site to build dwelling-houses. Due to the location of the site amongst other dwellings, it is inevitable that there would be elements of impact on nearby dwellings. Due to the siting of the site and the fact that there are no windows on the gable-ends it is considered that the proposal would not create unacceptable direct over-looking between the existing dwellings and the proposal. There are no concerns regarding over-looking from ground floor windows in the proposal. At the first-floor level there would be an element of indirect overlooking from a bedroom window into nearby gardens. However, it is not considered that this would be at a significant detrimental level in terms of the impact on the amenities of the local neighbourhood. The eastern gable-end of the two rows would be located approximately 13 metres from the back of the houses that are situated to the east of the site. In terms of the rows of houses situated towards the north of the site, this is similar to what was previously approved. The present proposal would locate a similar row of houses in the southern section of the site. Having considered what was approved previously on the site, it is not deemed that the proposal in question would cause significant harm to the amenities of the local neighbourhood. In terms of securing amenities to nearby residents, it would be appropriate as with the previous application on this site to withdraw permitted development rights for extensions, curtilage buildings etc. A condition could be attached regarding this on the planning permission. It is considered that the proposal is acceptable in terms of Policy PCYFF 2 of the LDP.

Transport and access matters

Vehicular access to the site would be gained from an unclassified road, Warwick Road. This would be as indicated on the plans for the site in application C06M/0069/09/LL. The work of creating this access has commenced and the opening onto Warwick Road already exists. As part of the proposal two parking spaces would be provided for each property within the development. The Transportation Unit were consulted about the application and it has no objection to the proposal. It was noted that the proposal provides access off the existing estate road, to be adopted by the Council, that then leads to two private access roads that serve both sections of the development. These sections would not be adopted and it is assumed that they would remain in the developer's ownership, or with shared responsibility with the residents for maintenance. It was also confirmed by the Transportation Unit that the parking provision as shown is satisfactory. The Transportation Unit has recommended a number of conditions and notes to be imposed on any permission regarding the provision of an estate road in accordance with the plans and to be constructed in accordance with the Council's adopted standards. It is considered that by imposing appropriate

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conditions that the proposal is acceptable in terms of road safety and complies with Policies TRA 2 and TRA 4 of the LDP.

Language Matters

5.14 In accordance with criterion (1b) of Policy PS1 'The Welsh Language and Culture', as this development, collectively, provides more than the total indicative housing provision for Tywyn, a Welsh Language statement should be submitted in favour of the application. A Welsh Language Statement was submitted for this application. The observations of the Welsh Language Unit were received and there was no objection to the proposal and it was recognised that there was good use made of the linguistic data, evidence of the need for the mix and number of housing, and information regarding the percentage of population that are priced out of the market. The observations recognised that the mix proposed answers local demand, and that the evidence for this is well demonstrated. However, the observations stated that there was no contact with a housing association and no details of open market price. Matters regarding contact with a housing association and open market price have already been discussed in the affordable housing section of the report, and it was noted that a standard condition will required to secure an agreement on a plan to provide affordable housing. It would also be possible to impose a condition to secure bilingual signage and Welsh names on the houses in accordance with criteria 4 and 5 of Policy PS 1. Based on the above, it is considered that the proposal is acceptable on the grounds of the requirements of Policy PS1 and SPG: Maintaining and Creating Unique and Sustainable Communities.

Infrastructure Matters

- 5.15 Policies PS 2 and ISA 1 of the LDP require that a sufficient infrastructure provision exists to cope with developments. This infrastructure could, for example, relate to ensuring adequate capacity at schools in the area, sports and leisure facilities, service infrastructure facilities, such as water supply, drainage, and sewerage.
- With any planning application for housing, it must be ensured that there are sufficient educational facilities to cope with any increase in the number of pupils emanating from new residential developments. Supplementary Planning Guidance (SPG) 'Housing Development and Educational Provision' also applies to this aspect of the application. There is extant permission to erect houses on the site, however, the proposal in question would entail providing 4 more residential units on the site, it is relevant to consider any possible impact on local schools. The formula information in the SPG suggests that two additional pupils will derive from this proposal: From the information received from the Joint Planning Policy Unit there is sufficient capacity available for the additional number of pupils that would derive from the proposal. The proposal would therefore not cause a surplus of children in the schools and no payment would be required to comply with the requirements of Policy ISA1 together with the SPG: Housing Developments and Educational Provision.
- 5.17 ISA 5 involves providing open spaces in new housing developments if the proposal is for 10 houses or more. Whilst the development in its entirety includes more than 10 units, the original permission was granted prior to the adoption of the JLDP. As this application is for an increase of 4 units, it would not be pertinent to consider this aspect in relation to this particular application.

6. Conclusions:

6.1 The site lies within the development boundary of Tywyn and the land has been designated for residential development in the LDP. As a result of the above assessment it is considered that the proposal is acceptable to be approved subject to the inclusion of appropriate conditions that include a condition to agree on a scheme for the provision of affordable housing.

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7. Recommendation:

- 7.1 Approve subject to conditions -
 - 1. Five years.
 - 2. In accordance with the documents/plans submitted with the application.
 - 3. Natural slate.
 - 4. Samples of materials and colours for the houses to be agreed with the LPA.
 - 5. Highways Conditions.
 - 6. Soft and hard landscaping.
 - 7. Ensure a plan/arrangements to provide the affordable units.
 - 8. Removal of permitted development rights for classes A-E.
 - 9. Submission of details for agreement on the disposal of sewage and surface water from the site.
 - 10. Condition to secure Welsh names and signage for the houses.

Welsh Water Notes, Highways, SUDS