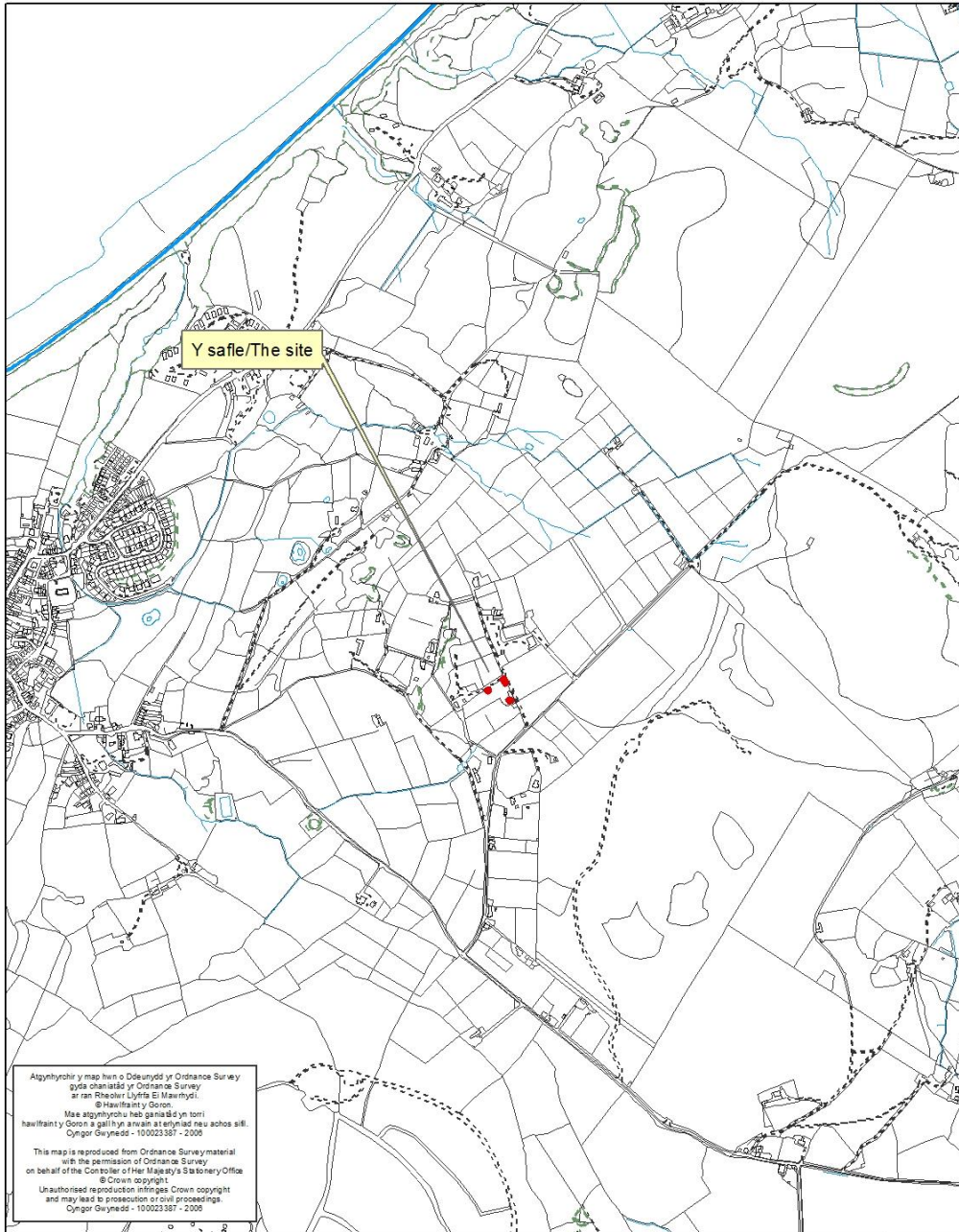


Number: 6.3



Rhif y Cais / Application Number : C16/0034/42/LL

Cynllun lleoliad ar gyfer adnabod y safle yn unig. Dim i raddfa.
Location Plan for identification purposes only. Not to scale.



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REPORT OF THE SENIOR PLANNING AND ENVIRONMENT MANAGER	PWLLHELI

Application number: C16/0034/42/LL
Date Registered: 25/01/2016
Application Type: Full - Planning
Community : Nefyn
Ward: Nefyn

Proposal: CONSTRUCTION OF A SINGLE-STOREY EXTENSION AND PORCH TO HOUSE,
CONVERSION OF EXISTING GARAGE TO A SELF-CONTAINED HOLIDAY UNIT AND
CONSTRUCTION OF STABLES

Location: FRON HYFRYD, MYNYDD NEFYN, PWLLHELI, LL536TN

Summary of the Recommendation: TO APPROVE WITH CONDITIONS

1. Description:

1.1 The application was deferred at the Planning Committee on 4 April 2016 in order to undertake a site inspection.

1.2 This is a proposal to build a single-storey extension and porch to the house, convert the existing garage into a self-contained holiday unit and construct stables in the form of an L-shape. The single-storey extension would be located on the western side of the property. It would involve extending the existing lean-to extension by approximately 4 metres and also construct a similar lean-to extension adjacent which would measure approximately 5 metres wide and 6 metres long. Externally, the proposal would look like two lean-to extensions. It is intended to finish the external walls of the extension with render and the roof would be of slate. It is also intended to build a porch on the eastern side of the property. This porch would be located near the adjacent road and it would replace an existing porch. The porch would measure approximately 2.8 metres by 1.6 metres. It is intended for the porch to be finished with a stone wall, timber posts and a slate roof. As part of the development it is also intended to adapt the existing garage on the site to create a self-contained holiday unit. In order to do this, the existing garage door would be replaced with a window and it is intended to add two further windows along with one roof window. In terms of creating the holiday unit, the proposal would also involve constructing a balcony with external stairs. The balcony would be of galvanized steel with a glass rail. It is intended to construct stables in the adjacent field. The stables would measure approximately 7.3 metres by 10.2 metres and 3.6 metres in height to the pitch. The stables would be L-shaped and would measure approximately 12.4m along one side of the 'L-shape', approximately 9.6m along the other side of the 'L-shape' and would be 3.6m wide. It would measure 2.9m to the roof ridge. The stables have been adapted since the original plan was received in order to create an 'L-shape' and set them in further into the corner of the field against the *cloddiau*. It is also proposed to plant trees and a hedge in order to screen the stables. It is proposed to finish the external walls in wood and the roof would be of black corrugated sheets. It is understood that the stables are required to keep the owner's horses. As part of the information submitted with the application, the applicant has states that he would be willing to dispose of the static caravan currently on the land should the application be approved.

1.3 The site is situated in the countryside and within the Llŷn Area of Outstanding Natural Beauty. The site also lies within the Llŷn and Bardsey Island Landscape of Outstanding Historic Interest. Access to the site is gained from a private road which connects to an unclassified road approximately 95 metres to the south east. There are

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a number of public footpaths in the vicinity of the site. The land to the east of the site is a prospective wildlife site.

1.4 The application is submitted to the Committee at the request of the Local Member.

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 in accordance with the Development Plan, unless material considerations indicate otherwise. Planning considerations include National Planning Policy and the Unitary Development Plan.

2.2 **Gwynedd Unitary Development Plan 2009:**

POLICY B8 - THE LLŶN AND ANGLESEY AREAS OF OUTSTANDING NATURAL BEAUTY (AONB) - Safeguard, maintain and enhance the character of the Areas of Outstanding Natural Beauty by ensuring that proposals conform to a series of criteria aimed at protecting the recognised features of the site in accordance with the statutory requirements of the Countryside and Rights of Way Act 2000.

POLICY B12 – PROTECTING HISTORICAL LANDSCAPES, PARKS AND GARDENS - Safeguard landscapes, parks and gardens of special historical interest in Wales from developments which would cause significant damage to their character, their appearance or their setting.

POLICY B22 – BUILDING DESIGN - Promote good building design by ensuring that proposals conform to a series of criteria aimed at protecting the recognised features and character of the local landscape and environment.

POLICY B23 – AMENITIES - Safeguard the amenities of the local neighbourhood by ensuring that proposals conform to a series of criteria aimed at safeguarding the recognised features and amenities of the local area.

POLICY B24 – ADAPTING AND EXTENDING BUILDINGS WITHIN DEVELOPMENT BOUNDARIES, RURAL VILLAGES AND THE COUNTRYSIDE - Ensure that proposals for adaptations or extensions to buildings conform to a series of criteria aimed at protecting the character and amenity value of the local area.

POLICY B25 – BUILDING MATERIALS - Safeguard the visual character by ensuring that building materials are of a high standard and are in keeping with the character and appearance of the local area.

POLICY C1 – LOCATING NEW DEVELOPMENT - Land within town and village development boundaries and the developed form of rural villages will be the main focus for new developments. New buildings, structures and ancillary facilities in the countryside will be refused with the exception of a development that is permitted by another policy of the Plan.

POLICY C4 – ADAPTING BUILDINGS FOR RE-USE – Proposals to adapt buildings for re-use rather than demolish them will be approved provided that specific criteria can be met. These involve the suitability of the building for the proposed use, visual considerations and that the design respects the original building and the

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surrounding area. Buildings in the countryside must be permanent and structurally sound. Their conversion should be possible without the need for substantial construction work. They should not disperse activities at a scale that would harm the vitality of towns and villages.

POLICY CH33 – SAFETY ON ROADS AND STREETS - Development proposals will be approved provided they can conform to specific criteria relating to the vehicular entrance, the standard of the existing roads network and traffic calming measures.

POLICY CH36 – PRIVATE CAR PARKING FACILITIES - Proposals for new developments, extensions to existing developments or change of use will be refused unless off-street parking is provided in accordance with the Council’s current parking guidelines. Consideration will be given to the accessibility of public transport services, the possibility of walking or cycling from the site and the proximity of the site to a public car park. In circumstances where off-street parking is needed and where the developer does not offer parking facilities on the site, or where it is not possible to take advantage of the existing parking provisions, proposals will be approved provided the developer contributes to the cost of improving the accessibility of the site or providing the necessary parking spaces on another nearby site.

POLICY D15 – SELF-SERVICED HOLIDAY ACCOMMODATION – Proposals for the development of new, permanent self-serviced holiday accommodation or for the conversion of existing buildings or the extension of existing establishments will be approved provided the design, setting and appearance of the development are of a high standard and provided they conform to criteria relevant to the location and scale of the development; loss of permanent housing stock; residential areas and a concentration of this type of holiday accommodation.

Supplementary Planning Guidance - Converting buildings in open countryside and in rural villages (2009)

Supplementary Planning Guidance – Holiday Accommodation (2011)

2.3 National Policies:

Planning Policy Wales (Edition 8, January 2016)
 Technical Advice Note (TAN 6): Planning for Sustainable Rural Communities
 Technical Advice Note (TAN 12): Design

3. Relevant Planning History:

- 3.1 C10D/0183/42/LL – Extend curettage of the dwelling and construct a new clawdd together with keeping a shed and caravan - Approved 4 May 2011.
- 3.2 C09D/0039/42/LL - Retrospective application to retain garage and change of use of field no. 6644 into residential use connected to the dwelling and continue to retain static caravan and shed on the land – Appeal rejected 18 February 2010.
- 3.3 C08D/0407/42/LL - Create a new access and re-direct access track - Refused 27 October 2008.
- 3.4 C08D/0083/42/LL – Demolish existing shed and construct a single-storey extension on the gable-end of a dwelling and construct a garage - Approved 2 July 2008.

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4. Consultations:

Community/Town Council: Resolved to refuse the application on the following grounds:-

- Detrimental impact on the AONB. It must be borne in mind that there is duty on Council Members to protect the landscape from such damaging plans.
- Over-development of the garage which was granted planning permission less than ten years ago. The owners have already built an enormous shed on the site. They have also placed a static caravan near the garage.
- This property has been extended during the last ten years and it is believed that an additional extension would be an over-development of the dwelling.
- Accumulative impact of all these additions on the setting of the AONB.
- The road which leads to the property is narrow and dangerous.
- It must be borne in mind that there are several public footpaths that pass the site and the impact on the amenities of the walkers must be considered.
- There had been some dispute regarding the height of the garage roof as it was too high.

Transportation Unit: The application includes a plan which shows a proposal to divert the private road passed the property; however, neither the application form nor the access statement refers to it. The statement notes that there is no change to the existing entrance. I therefore request confirmation whether this plan is part of the application. It is not likely to have any impact on the local adopted roads network; however, it may have an impact on the public footpath no. 3 Nefyn Community.

AONB Unit: Fron Hyfryd is in a prominent place on Mynydd Nefyn and in the Area of Outstanding Natural Beauty. The AONB was designated based on the beauty of the landscape and the coastline, and the area is protected by local and national policies.

Fron Hyfryd was a traditional single-storey cottage originally; however, some adaptations have affected its original character. In 2009 a planning appeal to retain a garage and some other developments on the site was rejected mainly due to the effect of the development on the AONB.

It appears that the garage which was the subject of the appeal in 2009 is part of the current application and it is intended to convert it into a two-storey holiday let with balcony. Also, the current application includes further adaptations to the front face of Fron Hyfryd and the construction of a 10.2 metres by 7.3 metres shed on a field outside the curtilage.

In terms of the AONB it must be stated that there are several concerns regarding this application namely:-

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- Insensitive adaptations which would further affect the character of Fron Hyfryd cottage.
- The suitability of the garage to create new holiday accommodation and the developments linked to the use.
- The proposal to construct a fairly substantial new shed on a prominent site in the AONB.

After receiving amended plans relating to the stables, a further response was received from the AONB Unit stating: 'the proposed stables being erected are smaller than the shed that was part of the original application and as a result of that and the proposed landscaping, this would be more acceptable in terms of the AONB.'

Welsh Water: In terms of sewage, recommend that the applicant contacts Natural Resources Wales as it is intended to use a septic tank. There is no objection to the proposal in terms of water supply.

Biodiversity Unit: There are no biodiversity concerns in relation to the proposal.

I wish to note that there is Wildlife Site (Mynydd Nefyn 2) on the other side of the road to Fron Hyfryd. The habitat is a lowland heath which is a habitat of high importance to national biodiversity (section 42 of the NREC Act 2006) and is also listed under Annexe 1 of the Habitats and Species Regulations 2010.

Public Protection Unit: Not received.

Public Consultation: A notice was posted on the site and nearby residents were notified. The consultation period ended and no objection had been received.

5. Assessment of the relevant planning considerations:

The principle of the development

5.1 Policy D15 of the GUDP supports the development of new permanent self-serviced holiday accommodation, or converting existing buildings into such accommodation if the criteria within the policy can be complied with. The proposal does not involve the construction of a new building in the countryside and it will not mean the loss of a house from the existing housing stock. It is considered that the scale of the development is suitable in terms of its site and location and that the proposal is acceptable in terms of Policy D15.

5.2 When converting buildings into any use, it must also be considered under Policy C4 of the GUDP. This policy states that proposals to convert buildings for re-use rather than for demolition will be approved provided that all the criteria contained in the policy can be complied with. From the aspect of criterion 1 a building in the countryside must be of permanent construction, structurally sound and capable of being adapted without major or complete reconstruction. No structural report was submitted following the site visit; however, following the site visit it was seen that the building is in a good condition with the walls and the roof in place and there is no

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intention to carry out significant external alterations. It is considered that this is a suitable building for its use to be changed to a holiday unit. It is also considered, from the aspect of Policy C4, that the proposed use is acceptable for the building and the use as a holiday unit is economically suitable for the area. It is therefore considered that the proposal is acceptable in terms of Policy C4 of the GUDP.

5.3 Generally policies B22 and B24 of the Unitary Development Plan approve proposals to extend existing houses as long as they comply with the associated criteria and the above-mentioned policies which include:

- The proposal will respect the site and its surroundings in terms of scale, size, form, density, location, layout, symmetry, the quality and suitability of materials, aspect, microclimate and density of land use/buildings and spaces around and between buildings.
- The proposal will not have an unacceptable adverse effect on the form and character of the surrounding landscape or townscape or the local natural or historic environment.
- The proposal will not have an unacceptable detrimental impact on prominent views that the public have into, out of, or across the centre, village, rural village or open countryside.
- The design and scale are in keeping with the main building and the local area surrounding the development.
- No extension will lead to an unacceptable reduction in amenity space within the curtilage of the house

5.4 In this case, the proposal is for the construction of a single-storey extension to the western side of the property and a porch to the eastern side. The extensions and the porch would have a slate pitched-roof with the external walls being a combination of render (extension) and stone (porch). The extension has an eaves level similar to the existing property and the roof ridge will be no higher than the existing property.

5.5 The Gwynedd Design Guidance notes that extensions should not dominate the original building and in general, extensions should be smaller in size with a lower ridge line and set back slightly. In addition, the Guidance states that the form of an extension should be in keeping with the original building and in general it should be similar in terms of its proportion, the slant of the roof and the height of the ridge. As noted, the extension would have eaves line and ridge line similar to the existing and therefore, in this respect it complies with the features recommended in the Design Guidance.

5.6 It is considered that the extension and porch proposed are in keeping with the existing property in terms of scale, size and form. It is considered that the extension and the porch therefore, in terms of their design and scale, are in keeping with the existing property. The land that is proposed to be used for constructing the extension currently has timber decking and a path of slabs. It is not considered that the proposal would be an over-development of the site and there would still be enough amenity land for the property's use with an application to extend the curtilage approved in 2011. It can be seen from the planning history that there have been several applications on the site including extensions to the house itself. These previous extensions have detracted from the inherent character of the original cottage and in the circumstances it is not considered that the proposal, in respect of the extension and porch, would cause significant damage to the appearance of the property compared with what currently exists. It is not considered that these extensions would have any more of an effect on the surrounding area than the current

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situation. It is considered that the proposal is acceptable in terms of policies B22 and B24 of the Gwynedd Unitary Development Plan and the Gwynedd Design Guidance.

Visual amenities

- 5.7 The design of the extensions and the porch would have a slate pitched-roof with the external walls being a combination of render (extension) and stone (porch). The extension has an eaves level similar to the existing property and the roof ridge will be no higher than the existing property. The main change in terms of the holiday unit is to add a balcony with external stairs to gain access to it. This balcony would be of galvanized steel with a glass rail. The design of the stables is quite common for this type of development. It would be a pitched-roof building finished with timber on the external walls and the roof would be of onduline corrugated material. The height of the stables has been kept relatively low and measures 2.9m to the roof ridge. Although it is located in a field, the shed is located in the corner of the field closest to a shed within the curtilage of the property and against existing *cloddiau*. As part of the proposal, the applicant has also stated his intention to remove the static caravan which is currently located on the land. It is considered that the various aspects of the proposal are acceptable in terms of their design and also in terms of the materials intended to be used. It is considered that the proposal with conditions in terms of agreeing on materials would be acceptable in relation to Policies B22, B24 and B25 of the GUDP.
- 5.8 The site lies within several designations which involve the visual impact of the development on the landscape. These designations include the AONB and the Llŷn and Bardsey Island Landscape of Outstanding Historical Interest.
- 5.9 The aim of Policy B8 of the GUDP is to protect, maintain and enhance the character of the AONB and to refuse proposals that would cause significant harm to the landscape and the coast (including views in and out of the area), wildlife, historical remains and buildings, language and culture and the quiet and unpolluted nature of the area unless there are very exceptional circumstances. These features have been identified as the special characteristics of Llŷn and contribute towards the character of the area. Permission will only be given to a development that would have a significant impact on the special features of the area if it is proven, without any doubt following a thorough inspection that exceptional reasons exist.
- 5.10 The observations of the AONB Unit on the application were received. The observations received state that there are many concerns regarding the application. These concerns involve:-
- Insensitive adaptations which would further affect the character of Fron Hyfryd cottage.
 - The suitability of the garage to create new holiday accommodation and the developments linked to the use.
 - The proposal to construct a fairly substantial new shed on a prominent site in the AONB.
- 5.11 The Mynydd Nefyn area characteristically includes houses and associated buildings which are sparsely located within the area. The buildings located on the mountain can be seen from a vast area and there is a series of public footpaths in the area. Without doubt, therefore, the area is visible in the landscape. However, the fact that a site is visible does not make every development unacceptable and if developments are of a suitable design and finish they could be acceptable. It is intended to finish the extensions to the house with render and a slate roof. These materials are in keeping with the finish of the existing house. However, the existing house has been

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painted a combination of dark green on some external walls and white on other sides. When looking at Mynydd Nefyn many of the houses have been painted white and it is therefore considered reasonable to impose a condition to agree on the finish of the external render for the extensions. Given its location, it is considered that white would be most suitable this would ensure consistency with other houses in the surrounding area. It is also considered that it would be reasonable to include a condition in terms of agreeing on the external colour of the holiday unit as the garage is also currently painted dark green. It is considered that painting the proposed holiday unit white would be better in keeping with the Mynydd Nefyn area.

- 5.12 Attention is drawn to the AONB Unit's observation in relation to the extensions further disrupting the character of Fron Hyfryd cottage. However, considering the extensions already erected there, it is not considered that the proposal would have a detrimental impact on the character of the property as the indigenous character of the original cottage has already been lost to an extent. It is also noted that there is concern regarding the suitability of the garage to create holiday accommodation. There are specific policies in the GUDP relating to the conversion of buildings to create self-contained holiday units. These policies do not differentiate between relatively new buildings and traditional buildings. Some of the main considerations is that the building is structurally sound and that not many exterior changes have been made. In this case, the building is structurally acceptable and the exterior changes are very few in number. Therefore, it is not considered that converting this building into a holiday unit would have a detrimental impact on the AONB.
- 5.13 Although it is possible to argue that the size of the stables in terms of their floor surface area are relatively large for use associated with the house, it is considered that an attempt has been made to keep the height of the building relatively low and that its scale is not an over-development of the site. The finishes are also suitable for the type of building in question. Also, it is reasonable to see buildings such as stables in the countryside. The stables would not be located completely alone without any other nearby buildings. The stables would be located in the corner of the field with a *clawdd* towards the north and east. Following the original concerns of the AONB Unit, it is also proposed to undertake planting to screen the stables. On the other side of the eastern *clawdd*, an existing shed is located within the curtilage of Fron Hyfryd, therefore, the existing building has been located near the proposed stables. Although the shed would be seen in some views into and out of the AONB, it is not considered, due to its location, that it would cause significant harm to the AONB and views into and out of it. Additionally, the stables and agricultural buildings are the type of buildings that are traditional and expected to be seen in countryside settings, including within the AONB landscape. The proposal would also dispose of a static caravan that is currently on the site and it is considered that this would be an improvement in terms of the site. Therefore, it is not considered that the proposal in its entirety would not cause significant harm to the AONB landscape and that a positive attempt has been made by the applicant to respond to the original concerns regarding the size of the stables (by submitting an amended plan for the stables), and that it is now acceptable to the AONB Unit and acceptable in terms of Policy B8 of the GUDP.
- 5.14 The site lies within the Llŷn and Bardsey Island Landscape of Outstanding Historic Interest. Policy B12 states that consideration will be given to the information about the Historical Landscapes if the impact of proposals is on such a large scale that their impact would be greater than merely a local impact. However, in terms of its location and size it is considered that the proposal would only have a local impact and that it

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would not have a broader impact on the historical landscape. Therefore, it is not considered that the proposal is contrary to Policy B12 of the GUDP.

General and residential amenities

- 5.15 Policy B23 of the Gwynedd Unitary Development Plan relates to assessing the impact of the proposal on the amenities of nearby residents. No response was received from neighbours as a result of advertising the application. There are a few dispersed dwellings in the site's vicinity. It is considered that the proposal would ensure reasonable privacy for the users of nearby properties and that the proposal does not lead to the over-development of the site. It is not considered that the proposal would cause significant harm to local amenities in relation to traffic or traffic-related noise. Therefore, it is not considered that the proposal would cause significant harm to the amenities of the local neighbourhood and that it is therefore in accordance with the requirements of policy B23 of the GUDP.

Transport and access matters

- 5.16 This is a proposal to construct an extension to an existing house and erect stables for the use of that property's occupants, along with the conversion of the existing garage into a one-bedroom holiday unit. It is not considered that creating one holiday unit on the site would lead to a substantial increase in traffic using the nearby rural roads. It is likely that only one additional car would derive from that development - associated with the holiday unit. The observations of the Transportation Unit refer to the fact that reference is made in the plans to the diversion of the access road leading to the property. It can be confirmed that this is not part of the existing application and that the agent will prepare an amended location plan which will remove the reference to this from the plan. The amended plan had not been received at the time of preparing the agenda. Nevertheless, the Transportation Unit has not voiced any concerns regarding the proposal's impact on road safety. It is considered that there are enough parking spaces within the site to serve the dwelling house and the proposed holiday unit. It is not considered that there are implications in terms of road safety stemming from the proposal and that it is acceptable in terms of policies CH33 and CH36 of the GUDP.

Biodiversity matters

- 5.17 The Biodiversity Unit was consulted on the application. There were no biodiversity concerns about the proposal. It was noted that there was a Proposed Wildlife Site (Mynydd Nefyn 2) on the other side of the road to Fron Hyfryd. The habitat is a lowland heath which is a habitat of high importance to national biodiversity (section 42 of the NREC Act 2006) and is also listed under Annexe 1 of the Habitats and Species Regulations 2010. Although a section of this land was in the ownership of the applicant, the application site is not on this land and therefore it is not considered that any biodiversity concerns derive from the current application.

Relevant planning history

- 5.18 It can be seen from the planning history that a retrospective application (C09D/0039/42/LL) to retain garage and change of use of field into residential use connected to the dwelling and retain static caravan and shed on the land was refused on appeal in 2010. Subsequently in 2011, an application was approved to extend the curtilage of the house and retain a shed and caravan on the site, namely 3 of the elements that had been refused in the previous application. However, keeping the garage at the size that it had been built did not form part of that application. Since the appeal had been refused in 2010, the height of the garage on the site has been reduced to reflect what was granted permission in application C08D/0083/42/LL. It is that garage that forms part of this application to be converted into a holiday unit.

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There is no proposal in the application to raise the height of the proposed garage and therefore the relationship between the garage building and the house remain as existing. One of the reasons why the application was refused on appeal was because the size and height of the garage as built created an unsatisfactory relationship between the garage and the dwelling house as a result of their close proximity. The Inspector also considered that the proposal as a whole had an impact on the natural beauty of the AONB.

6. Conclusions:

- 6.1 Considering the above and having considered all the relevant matters including local and national policies and guidelines, and the observations received, it is not believed that the proposal is unacceptable or contrary to the requirements of the policies noted above. Therefore, based on the above, we believe the proposal is acceptable.

7. Recommendation:

- 7.1 To approve – conditions
1. Commence within five years
 2. In accordance with the plans
 3. The slates for the roofs of the extensions, porch and any alterations to the roof of the holiday unit to match the existing slates.
 4. To agree on the colour of the stable roof.
 5. Agree on the colour of the render to the extensions and external walls of the holiday unit.
 6. Agree on local natural stone for the external walls of the porch.
 7. The timber boards on the external stable walls to be left to weather naturally.
 8. No business use of the stable.
 9. The existing static caravan on the site to be moved entirely off the site within 2 months of completing the extension substantially or before the holiday unit is occupied for the first time, whichever happens first. Subsequently, it is not permitted to locate a caravan within the property's location.
 10. Withdrawal of permitted development rights for the holiday unit.
 11. The holiday unit to be used for holiday use only and not to be used as a separate residential unit. Need to keep a register of the visitors.
 12. Landscaping / *cloddiau* scheme