

PLANNING COMMITTEE	DATE: 10/09/2020
REPORT OF THE SENIOR PLANNING AND PUBLIC PROTECTION SERVICE MANAGER	

Number: 4

Application Number: C19/1068/11/LL

Date Registered: 11/11/2019

Application Type: Full Application

Community: Bangor

Ward: Menai (Bangor)

Proposal: Adaptation of former University building into 6 self-contained residential units, along with an additional parking area

Location: Neuadd Ogwen, Y Coleg Normal, College Road, Bangor, Gwynedd, LL57 2DB

Summary of the Recommendation: To approve subject to conditions

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1. Description:

- 1.1 This is a full application to change the use and adapt a building that was formerly used as offices by the University into 6 self-contained residential units along with the creation of additional parking spaces. Internally, the proposal will entail the provision of four two-bedroom units on the ground floor and first floor and two one-bedroom units on the second floor. The four two-bedroom units will include a kitchen, living room, dining room, home office, en-suite rooms and dressing room. The one-bedroom units include a kitchen (galley style), living room, dining room and multi-purpose room.
- 1.2 The units vary in floor area from 110m² for the two units on the ground floor, 105m² on the first floor and 65m² on the second floor. There will be no increase in the current floor area of the building, which measures a total of 546m².
- 1.3 Externally, the proposal will include making minor changes to the exterior finish. This will include cleaning the original brick work on the ground floor, repairing external timber work, repairing any loose slate, exchanging the window openings for UPVC type windows of heritage style and re-rendering the rear of the building.
- 1.4 Storage areas for the storage of general waste bins and recycling bins will be created on a permeable pavement, with one located to the rear of the building, one near the entrance and one near the parking spaces.
- 1.5 The proposal is located within the development boundary of the city of Bangor and within the Conservation Area in Upper Bangor. The building is located on Siliwen Road within a substantial curtilage that has been surrounded by mature trees and a boundary wall. It is a substantially sized three-storey building with a design that includes a number of special and striking features, including large curved windows in the front, a complex slate roof and a number of chimneys dispersed across the building's roof.
- 1.6 This was originally one of the University's buildings, and consequently it is located near a number of other University buildings, including Hen Goleg and Coleg Normal. However, it must be noted that Neuadd Ogwen is located on Siliwen Road, which includes a combination of University buildings and a high number of residential houses.

2. Relevant Policies:

- 2.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and 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 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 and Gwynedd Joint Local Development Plan 2011-2026, adopted 31 July 2017**

PCYFF 1: Development Boundaries

PCYFF 2: Development criteria

PCYFF 3: Design and place shaping

PS 4: Sustainable Transport, Development and Accessibility

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PS 5: Sustainable developments

ISA 2: Community Facilities

TRA 2: Parking standards

TRA 4: Managing transport impacts

TAI 1: Housing in the Sub-regional Centre and the Urban Service Centres

TAI 8: An appropriate mix of housing

TAI 9: Sub-dividing Existing Property to Self-contained Flats and Houses in Multiple Occupation

TAI 15: Threshold of affordable housing and their distribution

PS 18: Affordable housing

AT 1: Conservation areas, World Heritage Sites and Landscapes, Parks and Registered Historic Gardens

PS 20: Preserving and where appropriate enhancing heritage assets

SPG: Planning Obligations

SPG: Housing Mixture

SPG: Affordable Housing

SPG: Maintaining and Creating Distinctive and Sustainable Communities

2.4 National Policies:

Planning Policy Wales (Edition 10 - November 2018)

Technical Advice Note 2: Planning and Affordable Housing

Technical Advice Note 12: Design

Technical Advice Note 18: Transport

3. Relevant Planning History:

No relevant planning history.

4. Consultations:

Community/Town No response received.
n Council:

Transportation Response received on 20/12/2019:
Unit: No objection by the Transportation Unit to the proposal. Plans include eight formal parking spaces and space for more within the curtilage and therefore unlikely to have a detrimental impact on the local roads network. Bin storage area also offered in a convenient area near the access. The location is relatively central on the outskirts of Upper Bangor and close to a number of local facilities, including the college and the

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University, shops and regular public transport and therefore I assume that it is a sustainable site. The only conditions/notes I can offer if the application is approved is to provide the parking in accordance with the plan before the units are occupied, and one surface water condition/note:

- Welsh Water: Response received on 27/11/2019:
 We refer to your planning consultation relating to the above site, and we can provide the following comments in respect to the proposed development.
 We would request that if you are minded to grant Planning Consent for the above development and if SAB consent is not required that the Condition and Advisory Notes provided are included within the consent to ensure no detriment to existing residents or the environment and to Dŵr Cymru Welsh Water's assets.
- Public Consultation: The application was advertised on the site and the nearby residents were consulted, the advertising period has ended and no response was received.

5. Assessment of the material planning considerations:

The principle of the development

- 5.1 Originally, the building was developed as part of the University campus and as the last use made of the building that forms part of the proposal was as offices for University use, policy ISA 2 of the LDP must be considered. This policy notes that the loss or change of use of an existing community facility (including educational facilities) should be refused unless one of the three criteria noted in the policy can be met.
- 5.2 In response to the policy's requirements, information was received from the agent which provides evidence of the justification for losing this community facility. In terms of the first criteria, although the developer has not provided a suitable facility in its place, the University has relocated the department (namely the School of Social Sciences) located in Neuadd Ogwen to the Main Arts Building. Therefore, it can be considered that a suitable and identical facility has been provided with an easy access on foot, a short distance away from this site.
- 5.3 To satisfy the second criteria, information was received about the University's estates strategy. This strategy reports clearly that there is a need to reduce the size of the campus by relocating departments and selling buildings where needed. With the use (School of Social Sciences) moved to the Main Arts Building and as the estates department has put the building up for sale, it must be considered that the building is inappropriate and excessive to the University's use. It is obvious that the University has reinforced the facility that this building provided to a nearby part of the campus as part of the plan to safeguard the long-term sustainability of the University and it can be considered that the proposal does not lead to the loss of any such facility.
- It is considered that this information complies clearly with these two criteria and that the third criterion is irrelevant.
- 5.4 As referred to above, the site is located within the development boundary of Bangor sub-regional centre and the application conforms to the requirements of Policy PCYFF1 of the LDP. Policy TAI 9 permits the sub-division of existing properties into self-contained flats provided they fulfil the relevant criteria:
- 5.5. Criterion 1 - the property should be suitable to be sub-divided for the type and number of units proposed without having to make substantial alterations and extensions - there is no proposal to extend the substantially sized existing building and the only changes to the external appearance of the building will be the exposure and clean-up of the original brickwork on the ground floor, repairing the exterior timber work, repairs to any loose slates, replacement of the elevation windows for UPVC type windows of a heritage style and re-render the rear of the building.
- 5.6 Criterion 2 - This test only applies to HMOs.

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- 5.7 Criterion 3 - ensure that the proposal will not have a detrimental impact on the amenities of nearby residents - residential dwellings and buildings in the University's use are located around the application site and therefore it is not believed that the proposal to convert the existing building will have any unacceptable impact on residential amenities or general amenities (on the grounds of overlooking and noise nuisance) considering the location of the building within an established residential area.
- 5.8 Criterion 4 - the proposal should not exacerbate existing parking problems in the local area - considering that the site provides parking spaces and its proximity to local facilities such as car parks and public transport, it is not anticipated that the proposal would contribute towards parking problems within the local area.
- 5.9 Considering the above assessment and subject to the proposal's compliance with the relevant policies within this assessment, it is considered that this application is acceptable in principle.

Housing Mix

- 5.10 Policy TAI 8, along with SPG: Housing Mix states that every development is required to achieve an appropriate mix based on the tenure, type and size of affordable housing (which is reiterated by Policy PS 18 and TAI 15). To this end, information was received by the applicant stating how the development will provide an appropriate mix for the area and explaining that there is a lack of provision of this type of units. The proposal includes four two-bedroom units and two one-bedroom units that address a need and extending the choice for single occupants, couples and small families.
- 5.11 The applicant notes that the proposal provides one and two-bedroom units in accordance with the projections of the household need noted in table 6 of the SPG: Housing Mix. The table shows that the greatest increase in household type has been seen in 1 and 2 person households, and so the units provide for this expected need.
- 5.12 Part 1 of policy TAI 8 calls for developments to provide as many affordable housing units as possible in accordance with strategic policy PS 18. However, the viability pro-forma received proves that it is not possible for this development to provide any affordable units (this is discussed in full later on in this report) and it is expected for these units to be sold at open market price. The applicant has expressed that he had considered converting the building into a higher number of smaller units, but this would have a serious impact on the viability of the development. Even with relatively large units, the applicant has shown that the development is only marginally viable, and therefore it is not possible to reduce the size of number of units.
- 5.13 In addition as responding to the demand, policy TAI 8 and SPG: Housing Mix notes that other factors that could affect the development need to be considered. In this case, the proposal involves converting an existing building where strong consideration has been given to retaining the building's character. It is considered that the proposed conversion corresponds naturally with the existing layout of the building without the need for any alterations or additional work to the building. It also retains the character of the building.
- 5.14 In addition, the applicant has noted that the high quality and location of the proposed units mean that they can target young professional workers, small families and the elderly (although the flats do not provide for any special needs) that want to stay in the city. The applicant states that the valuation of the units are much too high to be marketed for the student / student landlord market and as a result it is expected for the units to be within permanent occupancy, which reflects the residential area seen in this part of Bangor.

Affordable Housing

- 5.15 Policy TAI 15 of the LDP seeks to ensure an appropriate provision of affordable housing in the Plan area and the threshold for affordable housing in Bangor is 20%. As the proposal includes the provision of six residential units, the figure of 20% means that 1.2 units would need to be affordable. However, additional information was received from the applicant, including; 'Market

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valuation report', 'Rental market valuation report', 'Pro forma viability assessment' and 'Summary of Professional Services costs', along with a Viability Pro forma in accordance with the requirements of criteria iii) of part 3 of policy TAI 15. The information concludes that it would not be viable for the development to provide any affordable units to be sold or rented (or a financial contribution).

- 5.16 The Joint Planning Policy Unit was consulted in order to assess and verify the information. It was confirmed that receiving any affordable unit for this development would mean having to reduce the site's purchase price substantially and this would have a detrimental impact on the viability of the development. From the information and the viability pro forma provided, it is not considered viable for the development to provide any affordable units to be sold, rented or to make a financial contribution.

Visual amenities

- 5.17 Minor changes to the exterior elevations of this three-storey building, including cleaning the original brickwork on the ground floor, repairing the exterior timber work, repairing any loose slates, replacing the elevation windows for UPVC type windows of a heritage style and re-rendering the rear of the building. To this end, it is believed that the changes would neaten and emphasise the architectural features of the building and thus make a positive impression on the visual amenities of the street scape and Conservation Area. It is considered that the proposal is acceptable based on the requirements of Policies PCYFF2, PCYFF3 and PS20 of the LDP.

General and residential amenities

- 5.18 Policy PCYFF2 of the LDP states that proposals should be refused if they have a significant detrimental impact on the health, safety or amenities of the occupants of local property, land uses or other property due to an increase in activities, disturbance, noise etc. Due to the current use of the site, the layout of the windows/openings and the sufficient distance between the building and any nearby residential housing, it is believed that the proposal would not lead to any loss of privacy or overlooking.
- 5.19 In terms of the additional disturbance, it is considered that changing the use from offices/education use as part of the University into residential use would not cause an increase in any disturbance that would be harmful to the amenities of the area's residents. It is believed that the proposal corresponds with the other uses, layout and nature of the area and that it would not lead to any detrimental impacts on the area's amenities. To this end, it is believed that the proposal complies with the requirements of Policy PCYFF2 and TAI9 of the LDP.

Transportation Matters

- 5.20 The site/building is located in a residential area on the outskirts of Upper Bangor and it includes parking facilities within the curtilage. The proposal is to provide eight parking spaces within the curtilage and confirmation was received from the Council's Transportation Unit that this is sufficient. In addition to the purposeful parking spaces, there is sufficient space within the curtilage to park additional vehicles. It is noted that the site is in a relatively central location and located close to many services and regular public transport. It is believed that the proposal is acceptable on the grounds of the requirements of Policies ISA1 and TRA2 of the LDP.

Language Matters

- 5.21 The application does not meet the thresholds of policy PS 1 of the LDP for the need to provide a Linguistic and Community Statement. However, in accordance with 'Supplementary Planning Guidance: Maintaining and Creating Distinctive and Sustainable Communities', the applicant has shown how the proposal has considered the potential impact of the proposal on the Welsh language and the community. As already discussed in this report, the proposal meets the housing mix needs of the area and is relatively small compared with the size of the settlement. The applicant states the percentage of second homes in the city is relatively low (1.8%) and that the units are targeting young, professional workers, small families and the elderly (although the flats

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do not provide for any special needs) who want to stay in the city and considers that there is no evidence to suggest that the proposed units would be used as second homes.

- 5.22 Correspondence was received from the language consultant noting that it is a small development, and that it is therefore unlikely to lead to a major change in the local population. We also assume that the information for the need for these types of units within the area is correct. To this end, it is believed that this development is not likely to have a substantial impact on the number of Welsh speakers in the area, or on opportunities for the local population to speak Welsh; that the risk that the development itself would have a significant and substantial impact on the linguistic character and balance in the community is low; and that the development is, therefore, acceptable based on the requirements of Policies PS1 and PS5 of the LDP.

Educational matters

- 5.23 The relevant policy within the context of educational contributions for residential developments is Policy ISA1 of the LDP. It is also relevant to consider the content of 'SPG: Planning Obligations' when discussing this application.

- 5.24 SPG 'Planning Obligations' (adopted September 2019) notes that one additional primary age pupil would derive from this proposal:

$$6 \times 0.11 = 0.66 = 1 \text{ pupil}$$

The capacity of Ysgol Cae Top (which serves the catchment area where this application is located) = 214

Numbers attending the school (2019/20) = 209

- 5.25 This information means that there is sufficient capacity in the local school or within the other local schools in order to cope with any need deriving from this proposal and therefore that it is not relevant to consider an educational contribution in the context of this proposal.

6. Conclusions:

- 6.1 Having considered this assessment and all the relevant matters, including the local and national policies and guidance, it is believed that this proposal is acceptable and satisfies the requirements of the relevant policies as noted above.

7. Recommendation:

Caniatáu Gydag Amodau / Approve Subject to Conditions

- 7.1 To delegate powers to the Senior Planning Manager to approve the application, subject to:

1. Rhaid cychwyn ar y datblygiad y cyfeirir ato yn y caniatâd hwn dim hwyrach na PHUM mlynedd o ddyddiad y caniatâd.
The development to which this permission relates shall be begun not later than FIVE years from the date of this permission.
2. Cwblheir y datblygiad a ganiateir drwy hyn yn llwyr unol â'r manylion a ddangosir ar gynllun(iau) rhif A-00-01, A-02-01, A-02-02, A-02-03, A-02-04 ac A-00-03 a gyflwynwyd i'r Awdurdod Cynllunio Lleol, ac a gynhwysir yn y ffurflen gais ac mewn unrhyw ddogfennau eraill gyda'r cais, os nad oes amod(au) sy'n ei diwygio wedi ei gynnwys ar y dyfarniad cynllunio hwn.
The development hereby permitted shall be carried out in strict conformity with the details shown on the plan(s) numbered A-00-01, A-02-01, A-02-02, A-02-03, A-02-04 and A-00-03 submitted to the Local Planning Authority, and contained in the form of application and in any other

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documents accompanying such application unless condition(s) to amend them is/are included on this planning decision notice.

3. Rhaid cwblhau'r lle parcio ceir yn gwbl unol fel y dangoswyd cyn preswyllo yn yr unedau preswyllo.
The car parking accommodation shall be completed in full accordance with the details as submitted before the dwellings are occupied.
4. Rhaid i'r lleoedd parcio ceir sydd i'w darparu fod ar gael ar gyfer parcio cerbydau modur bob amser.
The car park spaces to be provided shall be kept available for the parking of motor vehicles at all times.

Nodiadau / Notes

1. Oherwydd maint a natur y datblygiad bydd angen darparu cais i'r Corff Cymeradwy Systemau Draenio Cynaliadwy i'w gymeradwyo cyn dechrau'r gwaith adeiladu. Rhaid i'r systemau hyn gael eu cymeradwyo gan Gyngor Gwynedd yn ei rôl fel Corff Cymeradwyo Systemau Draenio Cynaliadwy cyn y bydd gwaith adeiladu'n dechrau.
Due to the size and nature of the development it will be necessary prior to beginning the building work to prepare an application to the Sustainable Drainage System Approving Body for approval. These systems need to be approved by Gwynedd Council in its role as the Sustainable Drainage System Approving Body before the work starts.
2. Tynnir sylw'r ymgeisydd i lythyr Dŵr Cymru dyddiedig 27/11/19 i'r angen i sicrhau bod y datblygiad yn cydymffurfio â'r cyngor a gynhwysir ynddo. Mae'r llythyr i'w weld o dan gyfeirnod y cais yma ar dudalennau dilyn a darganfod ar safle we'r Cyngor.
The applicant's attention is drawn to Welsh Water's letter dated 27/11/19 and the need to ensure that the development conforms to the advice contained therein. The letter can be viewed under this application's reference number on the track and trace pages within the Council's website.
3. Rhaid i'r ymgeisydd gymryd pob gofal i atal dŵr wyneb o gwrtil y safle arllwys i'r briffordd.
The Applicant shall take all appropriate measures to prevent surface water from within the curtilage of the sites to discharge onto the county highway.
4. Ni chaniateir i unrhyw ddŵr wyneb o unrhyw gynnydd yn arwynebedd to'r adeilad/nac arwynebau anhydraid o fewn y cwrtil ddraenio'n uniongyrchol neu'n anuniongyrchol i'r system garthffosiaeth gyhoeddus.
No surface water from any increase in the roof area of the building/or impermeable surfaces within its curtilage shall be allowed to drain directly or indirectly to the public sewerage system.