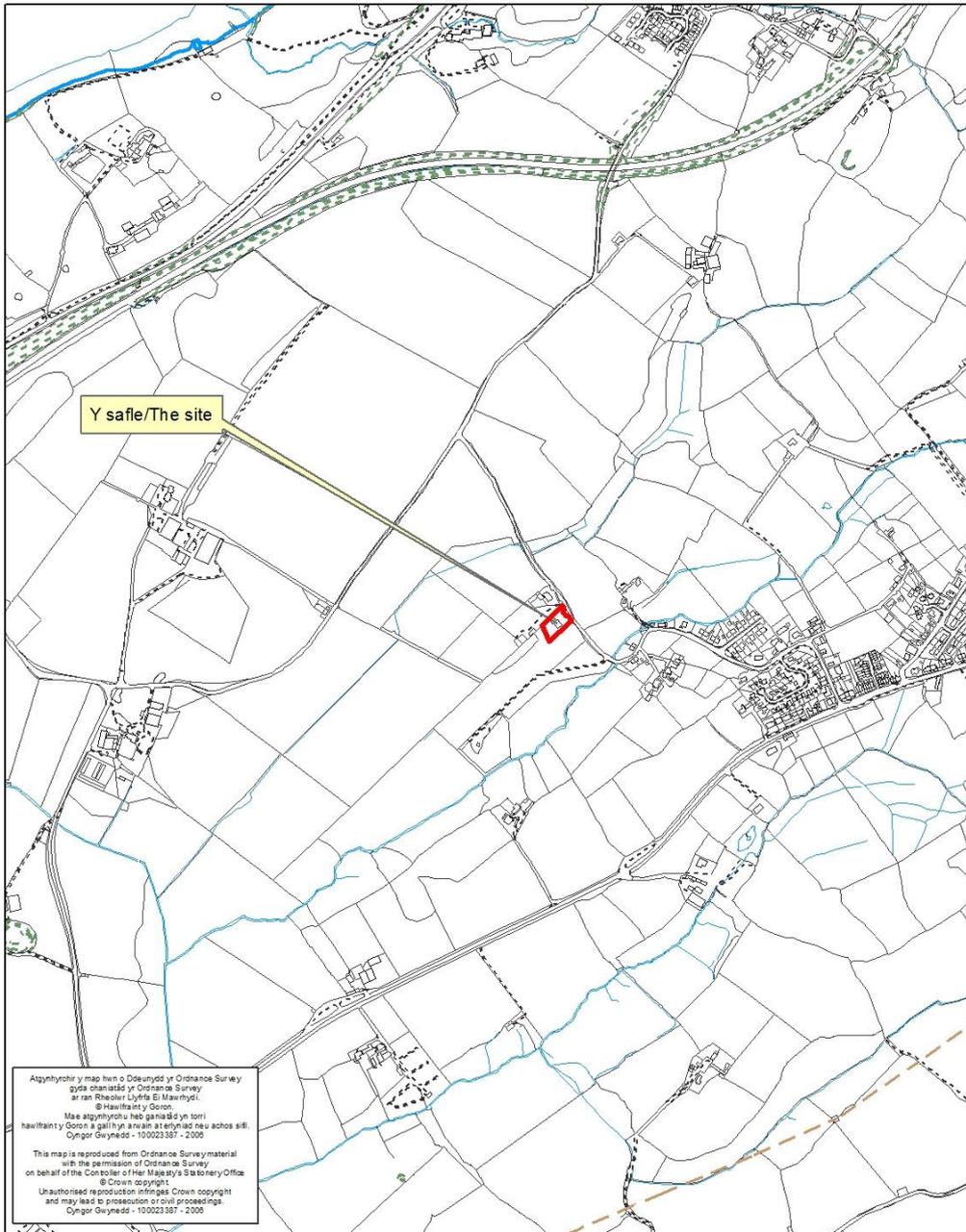


Number : 2



Rhif y Cais / Application Number : C15/0915/18/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 SERVICE MANAGER	CAERNARFON

Application Number: C15/0915/18/LL
Date Registered: 30/09/2015
Application Type: Full - Planning
Community: Llanddeiniolen
Ward: Bethel

Proposal: APPLICATION TO EXTEND AND CONVERT A CONNECTING GARAGE INTO AN ANNEXE AND CONSTRUCT A NEW GARAGE.

Location: CIL FYNYDD, PENRHOS, BETHEL, GWYNEDD, LL55 1UT

Summary of the Recommendation: TO REFUSE

1. Description:

- 1.1 The application was deferred at the Planning Committee on 30.11.2015 in order to undertake a site inspection. The applicant was requested to consider changing the size and design following the discussion at the Committee on 30.11.2015, but no response has been received.
- 1.2 Application to extend and convert an existing connecting garage to create an annexe along with construction of a new two-storey garage.
- 1.3 The dwelling is a detached one and a half storey building within a substantial curtilage on the outskirts of the village of Bethel and is located outside the village's development boundary. The existing property is a four bedroom house with two of the bedrooms on the ground floor. The existing connecting garage is single-storey and is attached to the side of the dwelling.
- 1.4 The proposal involves converting and extending the connecting garage for the creation of an annexe. The extensions include raising the roof level in order to create a floor above, which means that the roof ridge above this part will be approximately 1m higher than the original roof, as well as erecting the two-storey extension at the front measuring 2.8m by 5.3m, and erecting the single-storey extension at the rear of the extension measuring 5.3m by 5m with a balcony above. The proposal also involves providing flat roof dormer windows at the rear of the property in order to provide more room in the existing rooms that are in the roof space. The proposed annexe would provide a porch with a toilet, hallway, utility room, an open kitchen and dining room and a lounge. There would also be two bedrooms (one with a balcony) and a bathroom on the first floor. The annexe provides a floor area of approximately 127 square meters and there is no connecting door between the annexe and the main property. It is proposed that the finish of the extensions/annexe will match the existing property (stone on the front and render on the rear) with cedar cladding on the rear extension. It is proposed to place slates on the roof of the extensions/annexe.
- 1.5 The proposal also includes erecting a separate garage with a storeroom above. The garage would measure 6.3m by 7.2m and 3.5m high to the eaves and 5.5m high to the ridge. It is proposed to install a garage door to the front, with a door for pedestrians and windows on other elevations, along with velux windows in the roof. It is intended to finish the garage with rough render as well as slates on the roof.
- 1.6 The Local Member has called in this application for a decision from the Planning Committee.

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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 B20 – SPECIES AND THEIR HABITATS THAT ARE INTERNATIONALLY AND NATIONALLY IMPORTANT

Proposals that are likely to cause unacceptable disturbance or harm to protected species and their habitats will be refused unless they can conform to a series of criteria aimed at safeguarding the recognised features of the site.

POLICY B22 – BUILDING DESIGN

Promote good building design by ensuring that proposals conform to a series of criteria aimed at safeguarding 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 protecting the recognised features and amenities of the local area.

POLICY B24 - ALTERATIONS AND BUILDING EXTENSIONS WITHIN DEVELOPMENT BOUNDARIES, RURAL VILLAGES AND THE COUNTRYSIDE

Ensure that proposals for alterations 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 the development boundaries of towns and villages 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 CH9 – NEW HOUSING IN OPEN COUNTRYSIDE

Refuse proposals for new dwellings in rural areas unless they are for individuals who must live on the site due to their work and a number of other criteria relevant to the location and the type of dwelling, and restrictions on ownership of the dwelling.

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.

Gwynedd Design Guidance Chapter 12: Alterations and extensions.

2.3 National Policies:

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Planning Policy Wales (Edition 7) 2014
 Technical Advice Note 6: Planning for sustainable rural communities (2010)
 Technical Advice Note (TAN) 12: Design (2009)

3. Relevant Planning History:

3.1 3/18/751 - Construction of a house - Approved - 07.05.1992

3.2 P3/18/751 - Construction of a house - Approved - 02.01.1992

4. Consultations:

Community/Town Council: No response.

Welsh Water: General observations relating to the location of a sewer or pipe.

Transportation Unit: No objection - the garage does not significantly impair on the existing parking arrangements within the curtilage and it unlikely to have an impact on the local roads network.

Biodiversity Unit: No Biodiversity concerns about the application and no observations to be made.

Public Consultation: A notice was posted on the site and neighbouring residents were informed. The advertising period has ended and no comments were received on the application.

5. Assessment of the material planning considerations:

5.1 The principle of the development

5.1.1 As this site is located approximately 145m from the development boundary of Bethel (as the crow flies), in terms of the Unitary Development Plan's policies it is defined as a site in open countryside.

5.1.2 The proposal is for the conversion and extension of a connecting garage to form a self-contained annexe on the side of the existing property. A residential annexe can be defined as accommodation which is supplementary to the main house which is of appropriate scale and located within its curtilage. It should be specifically used for this purpose i.e. not as a separate house. While recognising that the provision of such space on an appropriate scale can be a method of providing accommodation in order to care for elderly or disabled relatives, while continuing to provide them with an element of privacy, care must be taken, in particular if the site is in a location where approval for a new residential unit would normally not be granted.

5.1.3 New residential units in the countryside will only be approved under exceptional circumstances (in accordance with Policy CH9) i.e. when the dwelling is required as a home for a full-time worker mainly employed in agriculture, forestry or other rural land based industry; or a person who earns their living through a full-time activity that provides an essential service to the agricultural or forestry sector within the County.

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- 5.1.4 As no information has been submitted with the application that suggests that this proposal seeks to meet a need of this type, it therefore must be assessed whether or not the proposed annexe is tantamount to the creation of a new house in the countryside. There must be an obvious link between the annexe and the main house i.e. the main house and annexe must operate as one residential unit.
- 5.1.5 No information or justification has been offered in relation to the annexe which is the subject of the application. It is therefore unclear why the annexe is needed, and what exactly the link is with the residents.
- 5.1.6 There is a physical link between the main house and the annexe as it forms an extension to the existing house. The planning application also notes that the proposed annexe will be under the same ownership as the existing house. There is no intention to provide a separate vehicular entrance for the annexe or to allocate part of the curtilage to serve it. It is proposed to provide an external door for the annexe, but it is not intended to provide an internal connecting door between both units, and therefore in reality, the annexe's residents will not need to use this door or share any facilities with the existing house as the annexe will be completely self-contained and will include two bedrooms, a bathroom, and a kitchen/lounge/dining room.
- 5.1.7 It is essential that the annexe is ancillary to the main house in order to ensure that it would not create a new dwelling in the countryside. Also in this respect it must be considered whether the annexe has been designed and planned in a way that means that it can be used as an integral part of the main house. The annexe should not be able to be used completely independently from the main house, as this would lead to a risk of subdividing the building in future in order to form two houses, rather than one house and an associated annexe.

The internal floor area of the existing property (from the measurements on the plans which include an additional utility and dormer windows) would measure approximately 157 square meters, while the proposed annexe would measure approximately 127 square meters. In order to place the size of the annexe in context, it should be noted that the size of the annexe will be larger than the approved size of a two-storey two-bedroom affordable house (90m²). The total size of the annexe, and its scale in comparison with the main property, the number of bedrooms and the services make it self-contained, along with the fact that there is no connecting internal door between the main dwelling and the annexe, means that it would be completely reasonable to expect that the annexe's residents will not be dependent upon the main property in any way in relation to their daily living needs. In reality, the annexe is a new house that could exist totally separately from the existing property on the site.

- 5.1.9 Such plans mean that there is the strong possibility that the residents of the main house and annexe could be completely self-contained, rather than living as one household e.g. by dining together or sharing cooking/washing facilities on a regular basis as would be expected from a normal annexe. This element of self-sufficiency increases the risk of being able to subdivide the building to form two residential units. In this case, the size of the existing attached garage is appropriate for its use as linked and ancillary living/sleeping provision in the form of an annexe, and it is considered that this would be a far more appropriate, effective and practical method of providing an ancillary annexe for the property without the need for an extension.
- 5.1.10 It is therefore considered that the proposal to convert and extend the attached garage to provide a substantial annexe is tantamount to the creation of a new house in open countryside without any justification, and that the proposal is therefore contrary to Policy CH9 of the UDP and the guidance provided in Planning Policy Wales 2014. It

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is not considered either that the proposal conforms to the requirements of policies B22 and B24 of the Unitary Development Plan specifically in relation to the substantial scale of the proposed extension and internal plans.

5.2 Visual, general and residential amenities

- 5.2.1 The concept of extending houses in the countryside is acceptable in accordance with Policy B24 of the UDP. However, it must be assessed whether the design and scale is in keeping with the main building and the local area surrounding the development and whether the extension would lead to an unacceptable reduction in amenity space within the curtilage of the house. In this case, the proposal is to construct a substantial extension to provide a living unit which is of a substantial size and attached to the existing property. The extension would mean raising the height of part of the roof by approximately 1m higher than the remainder of the roof, and it is considered that the extension would be oppressive and not in keeping with the main building or the local surrounding area. In the same manner, the proposed garage includes a first floor which means that its height would be comparable to the highest ridge of the proposed extension to the house, which would create an alien feature, and would again add to the unacceptable impact on the existing property and the area's visual amenities. Therefore it is considered that the proposal is also contrary to the requirements of policies B24 and B22.
- 5.2.2 Policy B23 aims to safeguard the amenities of the local neighbourhood. The site is fairly substantial, with an entrance, driveway and a garden to the front and rear. Another property is located almost immediately next door to this property, and although the proposal would involve the provision of bedroom windows directly facing this property, there is a distance of over 30m between the windows and the curtilage of the property next door, and it is therefore not considered that the proposal is contrary to the requirements of policy B23.
- 5.2.3 Policy B25 of the Gwynedd Unitary Development Plan involves the finishing materials of the proposal. It is intended to finish the extensions with stone and render to match the existing property, with a slate roof, and it is intended to finish the garage with rough render and a slate roof. It is considered that the materials are suitable, and that the proposal complies with this policy.

5.3 Biodiversity Matters

- 5.3.1 The proposal involves raising the level of the roof of the existing garage, and also part of the existing property. The Biodiversity Unit has assessed the proposal and has confirmed that it has no biodiversity concerns and it is therefore considered that the proposal complies with the requirements of policy B20 of the UDP.

5.4 Highways Matters

- 5.4.1 The proposal involves the construction of a new garage, and retaining spaces for five vehicles to park within the curtilage. The Transportation Unit has no objection to the proposal; therefore it is considered that it complies with the requirements of policy CH33 which relate to safety on roads and streets.

6. Conclusions:

- 6.1 It is considered that the proposal to create a substantial annexe equates to a new house in open countryside without justification, and that the proposal is therefore contrary to Policies CH9 of the UDP and national guidance. It is also considered that the two-

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storey garage and proposed extension to the house would be likely to create an alien feature and would have an unacceptable impact on the existing building and the visual amenities of the area. Therefore it is considered that the proposal is contrary to the requirements of policies B24 and B22.

7. Recommendation:

7.1 To refuse – reasons

1. It is considered that the proposal to create a substantial annexe equates to a new house in open countryside without justification, and that the proposal is contrary to Policy CH9 of the UDP and the guidance provided in Planning Policy Wales (2014) and Technical Advice Note 6: Planning for sustainable rural communities.
2. It is considered that the proposed extensions and the two-storey garage are unacceptable as the scale and design do not respect the site and its surroundings, that they are not in keeping with the main building or the local area, and that they would have an unacceptable impact on the area's visual amenities, which is contrary to Policies B22 and B24 of the UDP.