

Code No. and Date Received	Name and Address of Applicant	Description and Location of Proposed Development
15/0790/FULL 17.12.2015	Mr S Poynter 49 Hamilton Street Canton Cardiff CF11 9BC	Demolish two single storey extensions, change the use from hotel to residential to accommodate nine apartments with internal alterations and construct three No. 3 bedroom dwellings Oakdale Hotel Central Avenue Oakdale Blackwood NP12 0LW

APPLICATION TYPE: Full Application

SITE AND DEVELOPMENT

Location: The Oakdale Hotel is situated on the southern corner of the "square" in Oakdale (south of the war memorial).

Site description: The Hotel is a Grade II Listed Building three to four storeys in height. The building faces into the square on two elevations. Around the square there are other commercial properties but the location is predominantly residential. The site is within a conservation area that was built during the same period as a model village. The application building lies at the centre of the planned village. It was last used as a public house and has for a number of years lain vacant. Within the curtilage is one outbuilding, garden and car park. The whole site is approximately 0.12 of a hectare in size.

Development: The proposed development comprises of the conversion of the Hotel into 9 flats and the erection of 3 dwellings in the garden area. The existing outbuilding is to be demolished and the existing car park is increased to include the footprint of that building. A small flat roofed side extension to the Hotel is also to be removed.

Dimensions: The 3 dwellings will each have three floor and three bedrooms. The external dimensions of the terrace will be 14.5m wide, 9.7m deep and 9.6m high to the ridge. The 9 flats within the Hotel will comprise of four single bedroom units and five two bedroom units.

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Materials: The proposal to convert the Hotel consists primarily of internal alterations except for the removal of a flat roofed side extension and the outbuilding. The internal alterations include the retention of a number of listed features such as 'dumb waiters' that are to be removed restored and re-introduced as an internal features. In some areas fan lights and fireplaces will be enclosed by plasterboard, retaining and protecting those features that will be catalogued. It is explained that the glazing and other fenestration will be replaced on a like for like basis with the exception of the introduction of narrow double glazed units. One example of the external signage will be retained over one entrance onto Central Avenue. Cast ogee profile iron rainwater goods are to be replaced with replica cast aluminium. Four small conservation type skylights are to be used in the rear roof. The roof is to be repaired with retained tiles as far as is practicable on the front elevation.

The 3 new dwellings are a three-storey terrace with the upper floor contained within the roof space (a design commonly referred to as "two and a half" storey). Brickwork will generally be used through the site with some rendered block being used in large panels to break down scale and create interest. Stretcher bond brickwork with simple details and raked joints are proposed. Tilting windows are proposed to allow for cleaning from the inside, all to be in white PVCu frames and trims. Rainwater goods are half round gutters and round downpipes, to be black PVCu.

Ancillary development: The proposed car park provides 12 parking spaces to occupy an area similar to the existing with the addition of the space provided by the demolished outbuilding. The boundary of the car park is to be enclosed by a new wall that effectively replaces one that has fallen down in the recent past. The existing wall onto Central Avenue is to be taken down and replaced with a lower wall with railings. Railings are to be put around the steps on the Central Avenue entrance, which is to be retained as a listed feature but not as a functioning entrance. Within the curtilage is an area for the storage of refuse and recycling bins. There is also a small communal amenity space.

PLANNING HISTORY 2005 TO PRESENT

15/1094/TCA - Remove a line of ten lime pollards along a boundary wall - No objection 07/12/2015.

POLICY

LOCAL DEVELOPMENT PLAN

Site Allocation: The site is within the settlement within a predominantly residential area.

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Policies: SP5 (Settlement Boundaries), SP22 (Parking Standards), CW2 (Amenity), CW9 (Protection of Rural Commercial Facilities), CW10 (Leisure and Open Space Provision), CW11 (Affordable Housing).

NATIONAL POLICY Not applicable.

ENVIRONMENTAL IMPACT ASSESSMENT

Did the application have to be screened for an EIA? No.

Was an EIA required? No.

COAL MINING LEGACY

Is the site within an area where there are mining legacy issues? No.

CONSULTATION

Conservation & Design Officer - No objection is raised and conditions are recommended to agree the parts of the Hotel building that need to be replaced rather than repaired. Advice is provided.

Countryside And Landscape Services - No objection subject to conditions requiring the agreement of the details of boundary treatment, finishes in the parking area bin store, planting and lighting. It is also suggested that the small amenity space may be better designed with hard surfacing perhaps with seating and possible a feature tree in the near by space. Bat roost provision is also sought.

Head Of Public Protection - No objections subject to conditions concerning dust and noise control during building work.

CCBC Housing Enabling Officer - No objection subject to the provision of 25% affordable housing.

Senior Engineer (Land Drainage) - No objections subject to adequate drainage of the site.

Outdoor Leisure Development Officer - No objections.

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Head Of Public Services - Advice is provided regarding the changing size of recycling bins.

Transportation Engineering Manager - No objection subject to conditions including the completion of the parking and agreement of materials. Advice is provided regarding the construction of a vehicle crossover.

Wales & West Utilities - No objection is raised and advice is provided regarding services in the locality.

ADVERTISEMENT

Extent of advertisement: The application has been advertised on site, in a local newspaper and 26 neighbouring properties have been consulted.

Response: No response has been received.

Summary of observations: None.

SECTION 17 CRIME AND DISORDER ACT

What is the likely effect of the determination of this application on the need for the Local Planning Authority to do all it reasonably can to prevent crime and disorder in its area?

It is not considered that the proposed development will have a material effect on crime and disorder.

Is this development Community Infrastructure Levy liable? Yes.

Three residential units of 103 square metres are proposed, and the total floor area proposed is 309 square metres

The existing building has a large floor area most of which is retained. A small side extension is to be demolished as is a curtilage building. However the buildings do not appear to have been in use for six months within the three years prior to this application (the rateable value for the property was reduced to nil on 14/01/2011) therefore "in use exemptions" for existing floor area demolished do not apply. CIL is also liable for the whole of the retained building because it has not been in use. The proposed details shows residential accommodation on three floors comprising a total of 542 square metres.

The CIL chargeable area is 309 square metres plus 542 square metres giving a total of 851 square metres.

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The site is in the Mid-Range Viability area where CIL is charged at £25 per square metre.

The CIL charge is £21,275.

EU HABITATS DIRECTIVE

Does the development affect any protected wildlife species? No.

ANALYSIS

Policies:

SP5 (Settlement Boundaries): The application site is within the settlement boundary therefore the conversion of the existing building and the construction of the three proposed dwellings are in accordance with this policy.

SP21 (Parking Standards): The proposed development will create 12 units of residential accommodation that will provide a total of 22 bedrooms, this equates to a total parking requirement of 22 spaces. 12 parking spaces are shown in the proposed car park (secure cycle storage will be provided within the basement of the Hotel). The Transportation Engineering Manager has agreed that the number of spaces offered is acceptable given the close proximity of shops, services, transportation links and other facilities. The Design and Access Statement that accompanies this application states that "2 No visitor spaces will be allocated ." In view of the limited number of spaces provided it is not considered that any spaces should be allocated to visitors so that spaces are available at all times to serve the proposed development. This may be required by condition.

CW2 (Amenity): The application building is within an area that is predominantly residential the proposed residential use should therefore be compatible with the neighbouring uses in accordance with this policy. The ridge of the terrace would be some 3.8m higher than that of the existing houses, but the two developments would broadly align with each other, and although the new houses would project behind the rear elevation of 1 Central Avenue, that elevation has an open south-east facing aspect.

CW9 (Protection of Rural Commercial Facilities): The existing/last use was a public house. In certain villages such community facilities are protected by this policy. Oakdale is not one of the identified villages.

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CW10 (Leisure and Open Space Provision): All new housing sites capable of accommodating 10 or more dwellings are required to provide a useable area of public open space. Whilst the three proposed dwellings have small private rear gardens there is only a very small amenity space (about 25 square metres) for the residents of the 9 units of residential accommodation within the Hotel. This is insignificant by itself but it is adjacent to the private car parking area that does lend it the feeling of some openness. No public open space is provided, it is though to be noted that across the road from the Hotel is the Square that offers over a third of a hectare of well laid out open space. The applicant has explained in supporting information that the density of residential development proposed is necessary in order to make the project financially viable and thus to enable the restoration of the Hotel to a functioning use. Thus whilst the proposal does not accord with this policy it is to be noted that the Hotel has now been vacant for a number of years and is falling into serious disrepair. It is a prominent building in the centre of the village. There are therefore mitigating circumstances. Having made this allowance it is considered expedient that a condition be imposed that the Hotel is restored as approved and the three dwellings are not occupied before this is done.

CW11 (Affordable Housing). The site lies within the Northern Connection Corridor therefore affordable housing should be sought at 25%. It is understood that the whole scheme will be carried out on behalf of a Registered Social Landlord.

Comments from Consultees:

Conservation & Design Officer - It is considered that the proposed development represents enabling development that will enable the former public house to be brought back into beneficial use that should both secure the future of the listed building itself and as an important/substantial building within the surrounding conservation area. The three new residential properties are considered acceptable in terms of their design and appearance in the street scene. The removal of the outbuilding to create a parking area is considered to be acceptable as part of the enabling works. Conditions are recommended to require the agreement of finishes of features of the listed building that cannot be restored on a like for like basis. Advice is provided regarding methods of restoration, this advice should be passed on to the applicant.

Countryside and Landscape Services - No objection subject to conditions requiring the agreement of details boundary treatment, finishes in the parking area, bin store, planting and lighting. These requirements can be included in a landscaping condition. It is also suggested that the small amenity space may be better designed with hard surfacing perhaps with seating and possible a feature tree in the near by space. This view should be passed on to the applicant who may if he wishes include such details into the revised landscaping. Ecological conditions are recommended and advice is provided regarding bats, this advice should also be passed on to the applicant.

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Head Of Public Protection - Has no objections subject to the control of the environmental impacts of the building works.

CCBC Housing Enabling Officer - No objection subject to the provision of 25% affordable housing.

Head of Public Services - Have provided advice regarding a current move to larger recycling bins. The proposed layout indicates an area utilising the current smaller bins. There is sufficient space to provide for this change and a condition has been required (by the Landscape Architect) to finalize the details of the covered bin storage area. The advice regarding the bin changes should be passed on to the applicant to enable the adjustment of the bin store by condition.

Transportation Engineering Manager - No objection subject to conditions including the completion of the car parking. Advice is provided regarding the construction of a vehicle crossover and should be passed on to the applicant.

Comments from public: None have been received.

Other material planning considerations: A Section 106 Agreement is recommended to ensure that social housing is secured as part of this development. It is considered that the Agreement is necessary in order to secure compliance with Policy CW11 of the LDP; it is directly related to the development in that it secures housing at a housing development; and at 25% it is reasonable in scale and kind, especially as that amount is based on the target in the LDP.

In accordance with Section 66 of the Listed Buildings and Conservation Areas Act 1990 the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The proposed terrace will have a significant impact on the setting of the former hotel, particularly when viewed from Central Avenue. At present, the rear of the building can be seen, although it is occasionally partially screened by trees on the site boundary. There is a gap between the listed building and the neighbouring houses. The terrace would close that gap and obscure views of the rear elevation. The building stands in isolation at present. However that change in its setting (which will also be evident when viewed from the east) must be balanced against the benefit of bringing the building back into use and thereby its preservation and conservation.

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This is an urban environment where buildings are normally close to each other, but a cross-section submitted with the application confirms that the new dwellings will be lower and smaller in scale than the former hotel.

The conversion of the building will result in the loss of its hotel/public house qualities but that is necessary to secure the conservation of the building and will be done sensitively with a view to preserving its special features.

(a) This application be DEFERRED to enable the completion of a Section 106 Agreement that will require the provision of 25% affordable housing (Three 1-bed-2 person apartments).

(b) Upon completion of the Section 106 Agreement that planning permission should be granted in accordance with the following conditions:

RECOMMENDATION that Permission be GRANTED

This permission is subject to the following condition(s)

- 01) The development hereby permitted shall be begun before the expiration of five years from the date of this permission.
REASON: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990.
- 02) Prior to the occupation of any of the development hereby approved the parking spaces and associated internal drive shall be constructed in accordance with materials (excluding loose materials) that shall have been agreed in writing with the Local Planning Authority and thereafter those areas shall be kept clear of all obstructions at all times for the access and parking of domestic vehicles associated with the occupants of the 12 units of residential accommodation hereby approved
REASON: To ensure that the parking spaces are available and accessible at all times.
- 03) The three residential dwellings (units 10, 11, 12) hereby approved shall not be occupied until the former Oakdale Hotel has been converted to nine units of residential accommodation in accordance with the details hereby approved and is ready for residential occupation.
REASON: To ensure that the Hotel is restored as a building of visual prominence in accordance with allowances that have been made in the consideration of this application.

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- 04) Prior to the commencement of the development hereby approved a scheme depicting hard and soft landscaping shall be submitted to and agreed in writing by the Local Planning Authority. Those details shall include all means of enclosure (including gates), the bin store area (which shall be designed to take account of the storage area requirements provided by Public Services), hard surfaces of the car park, lighting columns, planting and seeding. The applicant is invited to consider the comments of the Council's Landscaping Architect that accompany this decision. The agreed hard landscaping details shall be carried out prior to the occupation of any part of the development. The agreed soft landscaping details shall be carried out in the first planting and/or seeding season following the occupation of any part of the development. Any trees or plants which within a period of 5 years from the completion of the development die or are removed, or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar size and species unless the Local Planning Authority gives written consent to any variation.
REASON: In the interests of the visual amenity of the residential occupants and the area.
- 05) The demolition or site/vegetation clearance associated with the development hereby approved shall not take place during the breeding season for birds, from March to August inclusive in any given year, unless otherwise agreed in writing by the Local Planning Authority.
REASON: To ensure that breeding birds are protected. All British birds, their nests and eggs (with certain limited exceptions) are protected by law under Section 1 of the Wildlife and Countryside Act 1981 (as amended) and the Countryside and Rights of Way Act 2000.
- 06) Prior to the commencement of any works on site, details of the provision of nesting sites for bird species (House Sparrow, House Martin, Starling, Swallow or Swift) in the converted building and new dwellings at the former Oakdale Hotel, shall be submitted to the Local Planning Authority for approval. The approved details shall be implemented before the converted building and new dwellings hereby approved are first occupied.
REASON: To provide additional nesting opportunities for birds as a biodiversity enhancement, in accordance with Section 40 Natural Environment and Rural Communities Act 2006, Planning Policy Wales and paragraph 1.4.3 of TAN 5 Nature Conservation and Planning.

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- 07) Prior to the commencement of any works associated with the development hereby approved, a plan showing details of the provision of roosts and a means of access for bats in the converted building and new dwellings at the former Oakdale Hotel, shall be submitted to the Local Planning Authority for approval. The approved details shall be implemented before the converted building and new dwellings hereby approved are first occupied.
REASON: To provide additional roosting for bats as a biodiversity enhancement, in accordance with Section 40 Natural Environment and Rural Communities Act 2006, and policy contained in Welsh Assembly Government's Planning policy Wales and Tan 5 Nature Conservation and Planning.
- 08) Prior to the commencement of the development hereby by approved details shall be submitted to and agreed in writing with the Local Planning Authority of any feature such as rainwater goods or item of fenestration of the former Hotel that cannot be restored on a like for like basis, and the proposed conservation type roof lights. Those details shall include a method statement, which shall contain an assessment of the feature that cannot be restored and a full specification or catalogue details of any replacement. The development shall be completed in accordance with the agreed details.
REASON: In the interest of the visual amenity of the listed building.
- 09) Prior to the construction of the external surfaces of the three dwellings hereby approved details of the materials to be used in the external finishes, in electronic or printed format shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.
REASON: In the interests of the visual amenity of the area.
- 10) The gates hereby approved shall not open outwards over the public highway.
REASON: In the interests of highway safety.
- 11) The parking spaces hereby approved shall be allocated at a rate of one space per unit, and shall be marked on site accordingly prior to the beneficial occupation of any unit.
REASON: To ensure the provision of adequate off-street parking.
- 12) Rainwater run-off shall not discharge into the highway surface-water drainage system or onto any part of the highway.
REASON: In the interest of highway safety

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- 13) Prior to the commencement of the development hereby approved a scheme for this control of noise and dust during construction shall be submitted to and agreed in writing with the Local Planning Authority. The development shall be carried out in accordance with the agreed scheme.
REASON: In the interests of residential amenity.

Advisory Note(s)

Please find attached the comments of Countryside and Landscape Services, Council's Ecologist, Head of Public Services, Conservation and Design Officer and Wales and West Utilities that are brought to the applicant's attention.
