

Application Reference: FPL/2023/118

Applicant: Mr Rupert & Mrs Bonnie Cunliffe

Description: Full application for the change of use of land for the siting 55 static holiday caravans/chalets, change of use of outbuilding into a laundry, reception and site office together with construction of new on site roads, erection of package treatment building, construction of car parking area together, soft and hard landscaping and associated development at

Site Address: Wern Farm, Pentraeth Road, Menai Bridge



Report of Head of Regulation and Economic Development Service (Gwen Jones)

Recommendation: Permit

Reason for Reporting to Committee

The planning application has been called into the Planning Committee by two local members due to strong opinions from the Community Council in relation to the scale of the development.

Proposal and Site

This is a full application for the change of use of land for the siting 55 static holiday caravans/chalets, change of use of outbuilding into a laundry, reception and site office together with construction of new on

site roads, erection of package treatment building, construction of car parking area together, soft and hard landscaping and associated development at Wern Farm, Menai Bridge.

Wern farm is located to the east of the A5025 approximately 2km north of Menai Bridge in the Cwm Cadnant Community Council. The land is currently used for agricultural purposes.

Key Issues

The key issues are as follows:-

- Principle of development, Policy and Landscape Considerations
- Best and Most Versatile Agricultural Land
- Sustainability
- Highway Considerations
- Ecological Considerations
- Drainage Considerations
- Gwynedd Archaeological Planning Service
- Impact on adjacent residential properties
- Welsh Language

Policies

Joint Local Development Plan

Strategic Policy PS 1: Welsh Language and Culture
Strategic Policy PS 4: Sustainable Transport, Development and Accessibility
Strategic Policy PS 5: Sustainable Development
Strategic Policy PS 6: Alleviating and Adapting to the Effects of Climate Change
Strategic Policy PS 13: Providing Opportunity for a Flourishing Economy
Strategic Policy PS 14: The Visitor Economy
Policy PCYFF 1: Development Boundaries
Policy PCYFF 2: Development Criteria
Policy PCYFF 3: Design and Place Shaping
Policy PCYFF 4: Design and Landscaping
Policy PCYFF 5: Carbon Management
Policy PCYFF 6: Water Conservation
Policy CYF 6: Reuse and Conversion of Rural Buildings, Use of Residential Properties or New Build Units for Business/Industrial Use
Policy TWR 2: Holiday Accommodation
Policy TWR 3: Static Caravan and Chalet Sites and Permanent Alternative Camping Accommodation
Policy TWR 4: Holiday Occupancy
Strategic Policy PS 19: Conserving and Where Appropriate Enhancing the Natural Environment
Policy AMG 3: Protecting and Enhancing Features and Qualities that are Distinctive to the Local Landscape Character
Policy AMG 5: Local Biodiversity Conservation
Policy AT 4: Protection of Non-Designated Archaeological Sites and their Setting
Policy TRA 1: Transport Network Developments
Policy TRA 2: Parking Standards
Policy TRA 4: Managing Transport Impacts

Planning Policy Wales (Edition 12)

Technical Advice Note 5: Nature Conservation and Planning (2009)
Technical Advice Note 11: Noise (1997)
Technical Advice Note 12: Design (2016)
Technical Advice Note 13: Tourism (1997)

Technical Advice Note 18: Transport (2007)
 Technical Advice Note 20: Planning and the Welsh Language (2017)
 Technical Advice Note 23: Economic Development (2014)

Supplementary Planning Guidance - Design Guide for the Urban and Rural Environment (2008)
 Supplementary Planning Guidance - Tourism Facilities and Accommodation - March 2021
 Supplementary Planning Guidance - Replacement Dwellings and Conversions in the Countryside (September 2019)
 Supplementary Planning Guidance - Maintaining Distinctive and Sustainable Communities (July 2019)

Response to Consultation and Publicity

| Consultee | Response |
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| Draenio / Drainage | Confirmation received that the site lies within zone A of the development advice maps accompanying TAN15 which is usually considered to be at little or no risk of flooding. |
| Cyfoeth Naturiol Cymru / Natural Resources Wales | Satisfied with the drainage and ecological information submitted with the planning application. |
| Ymgynghorydd Ecolegol ac Amgylcheddol / Ecological and Environmental Advisor | The ecological advisor has confirmed that he is satisfied with the ecological mitigation provided with the planning application. Suitably worded conditions shall be placed on the permission to ensure that all ecological mitigations/recommendations are carried out. |
| Dwr Cymru Welsh Water | Confirmation that the developer will be installing a package treatment plant and confirmation that there is sufficient capacity to provide a water supply for the development. |
| Polisi Cynllunio / Planning Policy | General Comments in relation to relevant policies. |
| Gwasanaeth Cynllunio Archeolegol Gwynedd Archaeological Planning Service | No objection and no requirement for further evaluation. |
| Priffyrdd a Trafnidiaeth / Highways and Transportation | No objection and confirmation that the visibility and parking arrangements are acceptable. Approve subject to relevant highway conditions. |
| Iechyd yr Amgylchedd / Environmental Health | Standard Advice in relation to hours of construction, contaminated land and comments in relation to private water supply. |
| Swyddog Hawliau Tramwy Cyhoeddus/ Public Rights of Way Officer | No response. |
| Cyngor Cymuned Cwm Cadnant Community Council | No response |
| Rheolwr Polisi a Strategaeth / Policy & Strategy Manager | Satisfied with the Welsh Language information and confirmation that Welsh signs should be used. |
| Ymgynghorydd Treftadaeth / Heritage Advisor | Confirmation that the proposals would not affect the setting of any listed building. |

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| Henebion Cofrestredig Cadw Scheduled Monuments | No response. |
| Cynghorydd Gary Pritchard | No response. |
| Cynghorydd Carwyn Jones | Call in request due to strong objections by the Community Council. |
| Cynghorydd Alun Roberts | Call in requested. Objection due to concern on the access, the road is busy and dangerous. Loss of quality agricultural land and lack of local infrastructure and/or Services in the site area i.e no local bus stop. |
| Cyngor Cymuned Cwm Cadnant Community Council | No response. |

The proposal has been advertised through the posting of a notice on site together with the distribution of personal letters of notification to the occupiers of neighbouring properties. A notice was also placed within the local newspaper. The latest date for the receipt of any representation was the 15/3/24. At the time of writing this report, 1 letter of support and 10 letters of objection had been received at the department.

1 support letter had been received, the main comments as follows:-

- Great Idea supporting local businesses and boosting tourism

10 further letters of objection had been received, the main comments as follows:-

- Access and road safety
- Noise resulting from the development and impact on adjacent residential properties
- Increase of traffic on single lane which joins Lon Pedair Groelan
- Too many holiday sites in the locality
- Impact on ecology
- Impact on the beauty of the area
- Not sustainable location
- Impact on Welsh Language
- Light Pollution
- Impact of the development on the PROW

In response to the objections raised:-

- The Highways Authority has confirmed that the access, parking and visibility from the existing access is adequate to cater the development.
- The development is located a considerable distance away from nearby residential properties. With intervening uses such as the woodland and further landscaping, it is considered that the development will not impact the amenity of adjacent residential properties.
- It is not considered that there are too many holiday sites in the locality. A business plan has been submitted with the application.
- The proposal includes a considerable amount of landscaping and ecological mitigation as indicated in the main body of the report. The proposal will enhance the biodiversity on the site at present.
- The application site is not obtrusive and is well screened by a woodland. It is not considered that the proposal will have a negative impact upon the beauty of the area.
- Sustainability has been addressed in the main body of the report.
- It is not considered that the proposal will have a negative impact upon the Welsh Language and a condition will be placed on the permission to ensure all signage are bilingual with priority being given to the Welsh Language.

- Lighting details have been received with the application and it is not considered that the lighting scheme will cause unacceptable impact nearby.
- No work is proposed to the PROW.

Relevant Planning History

17C302 – Change of use of existing outbuildings into 4 holiday cottages with swimming pool and new vehicular access at Wern Farm – Approved 15/2/02

17C302A – Conversion of existing outbuildings into 2 self contained holiday lets together with installation of a septic tank at Wern Farm – Refused 3/2/11

17C302B – Full application to create a new vehicular access and track at Wern Farm – Granted 23/7/14

17C302C - Full application for the conversion of the outbuilding into 3 holiday units together with the installation of a sewage treatment plant at Wern Farm, Menai Bridge – Approved 17/3/15

17C302D/DIS - Application to discharge condition (04) (proposed mitigation methods for bats) and (05) (detailed architectural drawings of doors and windows) from planning permission 17C302C (Conversion of outbuilding into three holiday units) at Wern Farm, Menai Bridge – Discharged – 21/4/16

Main Planning Considerations

Proposal

This is a full application for the change of use of land for the siting 55 static holiday caravans/chalets, change of use of outbuilding into a laundry, reception and site office together with construction of new on site roads, erection of package treatment building, construction of car parking area together, soft and hard landscaping and associated development on land at Wern Farm, Menai Bridge. The proposal was screened under planning application reference SCR/2022/14 and it was deemed not to constitute EIA development by the Local Planning Authority.

The main elements of the planning application are summarised below:-

- * 55 static holiday caravans/chalets
- * Hard Surface resurfaced to form car park for 21 cars and 2 electric vehicle charging points.
- * New access to field
- * Conversion of outbuilding to be used as a reception and site office, laundry/utility building and WC with solar pv panels
- * Formation of internal access road
- * Woodland belt, landscaping scheme and biodiversity net gain
- * Installation of a package treatment plant, reed beds and surface water drainage system including pond/wetland area as a water attenuation collecting run off as part of SuDS system
- * Natural Play area
- * Recycling facility

Principle of Development, Policy and Landscape Considerations

In accordance with section 38(6) of the Planning and Compulsory Purchase Act (2004) it is necessary to ensure that planning applications conform to the adopted development plan unless material planning considerations indicate otherwise. The development plan comprises the JLDP and other material planning considerations will include Planning Policy Wales (Edition 12) and the TAN's listed previously in this delegated report in addition to the Supplementary Planning Guidance.

This is a major planning application which has been subject to statutory pre-application consultation process. The requirement to carry out a pre-application consultation is set out in Section 17 of the Act and

the Town and Country Planning (Development Management Procedure) (Wales) Order 2012 as amended by the 2016 Order.

The application site is located in the open countryside under the provisions of policy PCYFF 1 of the JLDP and the policy states that outside development boundaries development will be resisted unless it is in accordance with specific policies in the plan or national planning policies and other material planning considerations. The policy is reflective of national planning policies and that new developments in the open countryside should be strictly controlled and should be located within or adjoining those settlements where it can best be accommodated in terms of infrastructure, access, habitat and landscape conservation and that in rural areas the majority of new development should be located in those settlements which have relatively good accessibility by non-car modes.

Paragraph 4.1.11 of Planning Policy Wales (PPW) 12 states that it is Welsh Government policy to require the use of sustainable transport hierarchy in relation to new development, which prioritises walking, cycling and public transport ahead of the private motor vehicles, this is re-iterated in paragraph 3.2 of TAN 18.

The SPG Tourism lists factors which will be assessed in determining whether a development is high quality under paragraph 3.1.3. One of the considerations includes sites being in a sustainable location i.e. within or close to existing settlements and not lying in open countryside unless there is robust justification for this.

The main Policy Consideration for the static/chalet site is Policy TWR 3.

The scope of policy TWR 3 of the JLDP is relatively narrow in that it states that outside Areas of Outstanding Natural Beauty "AONB's" and Special Landscape Areas "SLA's" static caravan or holiday developments will only be granted where the development complies with the criterion i. to iii.

Criterion i. requires it can be demonstrated that the proposed development doesn't lead to a significant intensification in the provision of static caravan, chalet or permanent alternative camping sites in the locality. The supporting text of the policy explains that the proliferation of static caravan and chalet parks has had a detrimental impact on the appearance of the landscape. The JPPU consultation also refers to paragraph 6.3.69 of the JLDP which explains that the Isle of Anglesey, Gwynedd and Snowdonia National Park Sensitivity and Capacity Study (Gillespies 2014) "Capacity Study" concluded that in some areas there may be very limited capacity for static caravan/chalet park developments typically comprising of very infrequent, very small scale, well sited, high-quality developments. The Capacity Study defined each "Landscape Character Area" which were used to determine the overall capacity in an area for caravan and chalet park developments. The proposed development falls within Landscape Character Area (LCA) 12: East Central Anglesey. The Landscape Sensitivity and Capacity study states that the indicative overall capacity in LCA12 "Outside the AONB and SLAs it is considered there may be some capacity for very small to small scale developments, and/or limited capacity for well-designed and sensitively sited larger scale developments, which should, in all cases relate well to the existing built environment/urban landcover". The study defines very small developments as up to 10 units, small developments as 11-25 units.

Due to the scale of the proposed development (55 units), the proposal is classified as being 'large scale'. Therefore, the proposal needs to demonstrate that the development relates well to the existing built environment/urban landcover. A Landscape and Visual Impact Assessment has been submitted in support of the planning application which outlines that the proposal would not affect the character or quality of LCA 12 visual impact of the proposal. In terms of visual impact the development will be visible from short parts of the PROW and the visual change on completion of the development would be minor/negligible, neutral and permanent. The amended woodland and landscaping scheme will in time block all views of the site from the PROW.

There are no views of the site from the A5025 and other than the owners of Wern Farm and the holiday units on the site there are no other residential receptors with a clear view of the proposal. The site

benefits from mature tree, hedge and plantation growth around its edge and further landscaping/woodland planting will break up the scale of the development even further. The LVIA confirms that there are no locations where all the site can be viewed as a single entity. The judgement on overall visual effects for all receptors indicates a Negligible, Neutral and Permanent rating after mitigation planting has established. There are no significant adverse visual effects and the proposal is classed as neutral as views to the site with mitigation planting will be to a similar rural landscape as the existing site. There is a view out from the site towards Treffos Lodge over an existing farm gate; the lodge is located approx. 318m away from the site; however, there will be limited views of caravans from the lodge due to the siting of a natural play area and further landscaping on this side of the site. A listed church is located 0.87km away from the site but there are no views of the site from this location.

The second criterion of policy TWR 3 requires that the proposed development is of a high quality in terms of design, layout and appearance, and is sited in an unobtrusive location which is well screened by existing landscape features and/or the units can readily be assimilated into the landscape in a way which does not significantly harm the visual quality of the landscape.

There are also more generic policies which are material considerations in determining whether the proposal can be regarded as high-quality development. Policy PCYFF 3 (Design and Place Shaping) requires that all proposals are expected to demonstrate high quality design taking into account the natural environmental context. The policy states that proposals will only be permitted where the proposal conforms to all relevant criteria. The first criterion requires that the proposal complements and enhances the character and appearance of the site together with considerations of scale and appearance. The second criterion requires that the proposal respects the context of the site and its place within the local landscape including its impact on principal gateways into Anglesey. Policy PCYFF 4 (Design and Landscaping) requires that all proposals should integrate into their surroundings and that proposals that fail to show (in a manner appropriate to the nature, scale and location of the proposed development) how landscaping has been considered from the outset as part of the design proposal will be refused.

In terms of the first part of the criterion which deals with design, layout and appearance it is material that as explained in the preceding section the proposal entails a major development and that the application site has an area of approximately 4.1ha of agricultural land.

The second part of criterion requires that the application site is located in an unobtrusive location which is well screened by existing landscape features and/or units can readily be assimilated into the landscape in a way which does not significantly harm the visual quality of the landscape. A definition of an unobtrusive location can be obtained in the JLDP at paragraph 6.3.88 (albeit in the context of policy TWR 5) as one which is well screened by existing landscape features and/or where touring units can be readily assimilated into the landscape without the need for excessive manmade features such as hard-standing and fencing. This definition is also referred to in the SPG Tourism as being applicable.

The site is very well screened by the existing woodland and other trees surrounding the site, the Local Planning Authority has worked with the applicant to ensure that an effective landscaping scheme has been brought forward and that can be achieved.

The proposal includes tree planting within the site, wildflower meadow, amenity grass, infilling hedges where required as well as extensive woodland planting in two main areas. The planting scheme is achievable and will have a positive impact on biodiversity and ecology.

Some trees within the site will be felled as per the detailed Arboricultural Impact Report, but the majority of these trees are Ash trees with signs of Ash dieback. The loss will be compensated through the planting of new trees and landscaping within the site. A condition will be placed on the permission to ensure full details of all new trees will be submitted to the Local Planning Authority before work commences on the site. These trees will then be maintained for the lifetime of the permission.

The third criteria states that the site should be close to the main highway network and adequate access can be provided without significantly harming landscape characteristics and features. Access to the site is

from the A5025. The site is accessed via an existing vehicular access with 215m visibility splay in both directions. Minor work is required to the access to ensure that the access is 5.5m wide. The work will not significantly harm landscape characteristics and features.

The proposal also includes converting an existing stone outbuilding on the site to be used as a reception/office and laundry/utility building. The main policy consideration for the barn is CYF6: Reuse and Conversion of Rural Buildings, Use of Residential Properties or New Build Units for Business/Industrial Use.

Proposals to convert rural buildings for business use will be granted providing they confirm to the following criteria:-

Criteria 1 states that the scale and nature of the development is acceptable given its location and size of the building in question. The proposal does not include any extensions to the original outbuilding. This is an existing stone outbuilding within the grounds of the existing holiday complex. The use of this outbuilding incidental to the holiday complex is acceptable and meets criteria 1 of the policy.

Criteria 2 states that the development would not lead to a use that conflicts with nearby uses or has an impact on the viability of similar uses nearby. Due to the location of the proposal it is not considered that the conversion of this outbuilding to be used as a reception/office and laundry room will have a negative impact upon any neighbouring uses. The outbuilding is located far enough from any neighbouring property and cannot be viewed unless walking along the PROW that runs through the site. It is considered that the proposal complies with criteria 2 of the policy.

Criteria 3 states that the building shall be structurally sound, the scale of any extension is necessary and reasonable in size and the building is suitable for the specific use. A structural survey has been received with the planning application which states that the building is structurally sound without the need to re-build. The existing outbuilding will not be extended, and it is considered that the location of the outbuilding close to the existing and proposed holiday complex is suitable. The proposal complies with criteria 3 of the policy.

Best and Most Versatile Agricultural Land

Criterion 6 of Policy PS6 'Alleviating and Adapting to the Effects of Climate Change' aims to protect the best and most versatile agricultural land and Planning Policy Wales states Grade 1, 2 and 3a agricultural land should only be developed if there is an overriding need for the development.

The planning application a major development consisting of 55 static/chalet units in an open countryside location. The application site encompasses approx 4.1 hectares of greenfield agricultural land. The predictive Agricultural Land Classification (ALC) map of the site shows the land to be predominantly grade 3a and 3b. An ALC Report was received with the planning application to identify the actual grading of the land at Wern Farm. The survey found that the majority of the land (12 from the 18 soil profiles taken) to be grade 3b. Two of the profiles were found to be 3a and four profiles found to be borderline between 3a and 3b. The summary of the report states that the whole of the agricultural land on the site has been classified as subgrade 3b of the ALC.

Sustainability

It is the LPA's view that the proposal is well related to Menai Bridge's public transport network.

The site is approximately 0.51km away from the nearest bus stop that links to Menai Bridge which is an excellent public transport hub. A public right of way (PROW) crosses through the Wern Farm site and links the site to Llandegfan and Menai Bridge. The site is located approximately 3.4km from Menai Bridge Town which has a range of facilities such as shops, restaurants, grocery stores etc.

Whilst it is accepted that the A5025 is a busy road with no formal footways or lighting with cars travelling at 50mph, the PROW which leads through the site alleviates the need for people to walk on this road only for a short distance (310km) to walk to Menai Bridge. A bus stop is also located within 0.51km of the site which links to a very sustainable transport hub in Menai Bridge.

The proposed development is considered to be in a highly accessible and sustainable location which would provide all the necessary needs of visitors as well as close to key transport routes. Visitors would have a choice of travel modes whilst staying at the site.

The proposal therefore complies with Policies PS4, PS5 and advice contained in PPW and TAN18.

Highway Considerations

Criterion 1iii. of policy TWR 3 requires that the site is close to the main highway network and that adequate access can be provided without significantly harming landscape characteristics and features. Policy TRA2 requires parking spaces for all proposals and Policy TRA4: Managing Transport Impacts ensures that all proposals address the demand for travel and its impacts.

Access to the site is via the A5025 Pentraeth Road, the existing access will be used for the development with slight amendments being made to ensure that the existing access is widened to 5.5m, this will ensure that cars can enter and exit the site simultaneously, reducing potential congestion and the likelihood of traffic conflicts. A visibility splay of 215m is achievable in both directions and the Highways Authority has confirmed that they are satisfied with the proposal with appropriately worded conditions.

Ecological

Strategic Policy PS19 and Policy AMG5 of the JLDP states that proposals must enhance biodiversity. The updated advice in Chapter 6 of Planning Policy Wales (PPW) is to apply a step-wise approach to maintain and enhance biodiversity, build resilient ecological networks, and deliver net benefits for biodiversity. The first priority is to avoid damage to biodiversity in its widest sense and ecosystem functioning. Where there may be harmful environmental effects, planning authorities will need to be satisfied that any reasonable alternative sites (including alternative siting and design options) that would result in less harm, no harm or benefit have been fully considered.

A Green Infrastructure Statement has been received where Diversity, Extent, Condition, Connectivity and Adaption known as the (DECCA framework) has been considered. The step-wise approach has been considered. Some trees will be felled, but the majority of these trees are Ash trees and have been identified with Ash Dieback. The proposal includes a 15m wide woodland belt to be planted on the South East boundary, a secondary woodland block to be planted near the PROW as well as further planting around the new access and within the site. Amenity Grass/Wildflower Meadows, hedgerows, infrastructure planting, ponds and reed beds are also proposed. It is considered that all the ecological enhancements mentioned above will be an improvement to the existing site. The step-wise approach has been fully considered and complies with the Chapter 6 of PPW.

The Arboricultural report received with the planning application states that trees identified as G2 and G8 will be removed. These are ash trees and are showing signs of ash dieback. Other trees to be removed are 1 sycamore tree which is showing signs of defect and spruce trees near the drainage system would need to be removed. Otherwise, all other trees will be retained. A condition will be placed on the permission to ensure that an updated scheme for the protection of the retained trees, in accordance with BS 5837:2012, including a tree protection plan (TPP) and an arboricultural impact assessment (AIA) based on the submitted Tree Survey is submitted to and approved in writing by the Local Planning Authority prior to any works commencing on the site.

A Preliminary Ecological Appraisal was carried out and the results of the survey stated that bats may be using the woodland/hedgerows for feeding and commuting. There are no ponds or waterbodies on the site and no known issues in relation to great crested newts. The report states that amphibians such as

common frog and toads may be found in the woodland to the east of the site approx. 257m away. No evidence of red squirrels were recorded in the area; however, the report states that their presence is likely. No dreys were observed during the site assessment. No evidence of reptiles were found and confirmation that birds use the boundary trees/hedgerows and woodland for nesting and general shelter. The COFNOD data shows hedgehog records in and around the local area. No invasive species were observed anywhere in or around the site.

The Preliminary Ecological Appraisal states that the following mitigation is required:-

- Six Schwegler 2F bat boxes and Six Eco Kent bat boxes fitted to some of the larger trees surrounding the site
- Eight Schwegler 1B bird boxes will be installed on the woodland edge trees facing the site
- Native Hedgerow planted
- Two Vivara Pro Seville nest box and 1 Schwegler bird box placed on North elevation of conversion building
- One Solitary bee house shall be installed on the South Elevation of the outbuilding
- Three Schwegler bird boxes shall be installed on the East Elevation of the outbuilding
- Three midi bat box installed on the West Elevation of the outbuilding

As well as the above mitigation, officers have worked extremely hard with the applicant to provide the following:-

- 15m wide woodland belt on the South East boundary with red squirrel species
- Planting around the new access and track leading to the field
- Secondary woodland block with red squirrel friendly species to aid screening from PROW
- Further landscaping within the site which includes Amenity Grass/Wildflower Meadow, hedgerows, infrastructure planting, ponds and reed beds.

All ecological mitigation will be conditioned accordingly, and it is considered that the proposal will bring positive ecological benefits to the site. The proposal complies with Strategic Policy PS19, AMG5 and Chapter 6 of PPW.

Drainage

The proposal will be connected to a new Sewage Treatment Plant 'Klargester Commercial Biodisc'. A reed bed is proposed to be connected to the Treatment Plant. The reed bed is a natural filtration system that is used to treat and improve water quality prior to discharging into the environment. A network of filter drains across the site discharges into three swales along the Northern boundary, which provide temporary storage for surface water and reduce the site's peak flow. The swales have been designed in a cascading arrangement and will discharge into an attenuation pond, located within the low area of the site.

Natural Resources Wales have confirmed that they are satisfied with the information provided with the planning application and raise no concern. However, if a private drainage solution is to be progressed the applicant will need to apply for an Environmental Permit from NRW.

Due to the scale of the proposal, it will be necessary for the applicant to provide an application to the SAB for approval prior to the commencement of the building work.

The proposal will be connected to Welsh Water's water main system and Welsh Water has confirmed that there is sufficient capacity in the water supply system to accommodate the development.

Gwynedd Archaeological Planning Service

Policy AT4 of the Joint Local Development Plan is relevant as well as Technical Advice Note 24: The Historic Environment. Paragraph 4.2 of TAN24 states that 'The conservation of archaeological remains is

a material consideration in determining a planning application'. Gwynedd Archaeological Planning Service has confirmed that the site was subject to a survey and evaluation owing to the general potential for archaeological remains in the area. Despite some relatively interesting geophysical results, the trenching works highlighted relatively little of significance, and as such there is no recommendation for mitigation in this instance.

Impact on adjacent residential properties

The impact of the proposal, especially upon the amenity of nearby land users should be considered in accordance with the criteria as set out in policy PCYFF 2 (Development Criteria). Specific consideration is given to criteria 6 which stipulates that planning permission should be refused if the proposed development would have an adverse impact on the health, safety or amenity of occupiers of local residences or other land and property users.

There are no immediate neighbours to the application site. Agricultural land lies to the North, East and South, the main road is located to the West with agricultural fields beyond. The nearest dwellings are 'Merddyn y Groes' approx. 305m away and 'Treffos Lodge' is located approximately 320m away. The traveller site is approx 480m away to the South West. There are mature trees, and fields located between the site and neighbouring properties. Due to the intervening uses, the mature woodland and fields it is considered that the development is located far enough from the residential properties and will not harm their residential amenity.

The Welsh Language

In accordance with the Planning (Wales) Act 2015 Local Planning Authorities have a duty when making a decision on a planning application to have regard to the Welsh language, where it is relevant to that application. This is further supported in Planning Policy Wales (Edition 12) together with Technical Advice Note 20.

The 'Maintaining Distinctive and Sustainable Communities' Supplementary Planning Guidance (SPG) (adopted July 2019) provides further guidance on how Welsh language considerations are expected to be incorporated into all relevant developments.

A Welsh Language Statement has been submitted to support the Planning application. The Welsh Language Officer of the Council has provided comments and does not have an objection to the application. The agent has confirmed that they are satisfied that any signage within the site will be bilingual with priority given to the Welsh Language. This will be conditioned to ensure compliance.

Other Considerations

Economic benefits of the development have been provided in the Planning Support Statement. The proposal would support employment directly through employment of people with 3 employed on a full-time basis and a further 4 on a part time basis at the site. The proposal would lead to economic spending on the Island. Weight has been attributed to the economic benefit of the development having regard to Planning Policy Wales and TAN 23.

A Water Conservation Strategy was provided with the planning application in accordance with Policy PCYFF6. This policy aims to protect and improve water resources through increased efficiency and demand management of water. The strategy explains how the proposal will aim to reduce water usage and encourage water recycling in the proposed units. The proposal involves water butts to reduce the amount of potable water being used. The proposal includes swales and an attenuation pond to provide temporary storage for surface water. The information satisfies the requirements of the Policy.

Strategic Policies PS5 and PS6 also encourage using low or zero carbon energy technology and Planning Policy Wales encourages the use of Ultra Low Emission Vehicles (ULEVs). Paragraph 4.1.39 of PPW states that the planning system should encourage and support the provision of ULEV charging

points as part of new developments. The proposal provides 2 charging points and Solar PV panels will be placed on the roof of the converted outbuilding. The proposal therefore complies with the requirements of Strategic Policy PS5 and PS6 of the JLDP.

Conclusion

The application site is located in an open countryside location. The site is considered to be in a sustainable location with a public right of way crossing the site which links the site to Llandegfan and Menai Bridge. A sustainable transport network is located nearby with access to Menai Bridge that has a range of shops, restaurants and visitor attractions. The development would be located on low lying ground, surrounded by trees and hedges, a substantial landscaping and woodland scheme has been proposed as part of the application which will enhance biodiversity and further screen the development from the public right of way. The Highways Department has confirmed that the proposal is acceptable with appropriately worded conditions. In summary the proposal for 55 static/holiday chalets and associated development on this site aligns with material policies and is acceptable having weighted the material considerations described in the report.

Recommendation

That the application is permitted subject to the following conditions:

(01) The development shall begin not later than five years from the date of this decision.

Reason: To comply with the requirements of Section 91(1) of the Town and Country.

(02) The holiday units/chalets hereby approved shall be occupied as holiday accommodation only and shall not be occupied as a person's sole or main place of residence. An up to date register shall be kept at the holiday accommodation hereby permitted and be made available for inspection by the local planning authority upon request. The register shall contain details of the names of all of the occupiers of the accommodation, their main home addresses and their date of arrival and departure from the accommodation.

Reason: To define the scope of this permission.

(03) Prior to the commencement of work on site, a detailed landscaping plan of the landscaped areas as shown on drawing number 000-RYD-XX-XX-DR-L-002 Rev F including a detailed landscaping plan for the existing woodland area shall be submitted to and approved in writing by the Local Planning Authority. Details shall include species, spacing, location and quantity of the proposed trees. The approved landscaping scheme shall be carried out in the first planting season after completion or first use of the development, whichever is the sooner. The landscaping scheme shall be retained for the lifetime of the development hereby approved. Any trees or shrubs that are found to be dead, dying, severely damaged or diseased within five years of the carrying out of the landscaping scheme, shall be replaced in the subsequent planting season by trees and shrubs of the same species and size as those originally required to be planted.

Reason: In the interest of the visual amenity of the locality.

(04) Ivy removal on the stone outbuilding shall be carried out between October and February inclusive.

Reason: To avoid potential disturbance to nesting birds

(05) No tree or vegetation removal or intrusive works near existing trees and hedges shall take place between 1st March and 31st August in any year unless the trees and vegetation has been examined by a suitably qualified ecologist to confirm the absence of nesting birds. The results of

this survey shall be submitted to and approved in writing by the Local Planning Authority prior to any vegetation removal between 1st March and 31st August.

Reason: To safeguard any nesting birds which may be present on the site.

(06) Six Schwegler 2F bat boxes and six Eco Kent bat boxes shall be installed between 2-4m above the ground on the North or North-East of mature trees surrounding the site and Bat boxes shall be installed at least 3m above ground level on the South or South West of mature trees surrounding the site. Eight Schwegler 1B bird boxes shall be installed on the woodland edge trees facing the site. Two Vivara Pro Seville nest boxes and one Schwegler bird box shall be installed on the North Elevation of the outbuilding, one Solitary bee house shall be installed on the South Elevation of the outbuilding, three Schwegler bird boxes shall be installed on the East Elevation of the outbuilding and three midi bat box installed on the West Elevation of the outbuilding. All ecological mitigation shall be installed prior to the occupation of the holiday chalets. Photographic evidence of all ecological mitigation shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the holiday chalets.

Reason: To ensure the development provides biodiversity enhancements in accordance with Policy AMG5

(07) A Meadow Grass Management Plan for ground preparation, sowing and maintenance for the first 5 years relating to the establishment of the meadow grass as shown on the Landscape Masterplan drawing number 000-RYD-XX-XX-DR-L-002 Rev F shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of any of the holiday chalets on the site. The Meadow Management Plan shall be carried out as approved and maintained for the lifetime of the permission hereby approved.

Reason: In the interest of ecology

(08) A landscape management plan, noting maintenance schedules for landscaped areas, shall be submitted to and approved in writing by the local planning authority prior to the occupation of any of the holiday chalets on the site. The landscape management plan shall be carried out as approved and maintained for the lifetime of the permission hereby approved.

Reason: In accordance with PCYFF 4.

(09) Prior to the commencement of the development hereby approved (including all preparatory work), an updated scheme for the protection of the retained trees, in accordance with BS 5837:2012, including a tree protection plan (TPP) and an arboricultural impact assessment (AIA) based on Tree Survey Schedule submitted with planning application FPL/2023/118 shall be submitted to and approved in writing by the Local Planning Authority. All works must proceed in accordance with the approved details.

Reason: To protect the existing trees on the site.

(10) Notwithstanding the submitted Lighting Plans, the lighting output of the external lights shall not exceed 3000k.

Reason: To protect biodiversity and to ensure that the dark skies are not affected by the proposal.

(11) The development shall take place in accordance with the recommendations contained within the Ecological Assessment dated December 2021 by Clwydian Ecology, the Ecological Addendum dated August 2022 by Clwydian Ecology and Ecological Second Addendum dated September 2023 by Clwydian Ecology submitted under planning application reference FPL/2023/118.

Reason: To safeguard any protected species which may be present on the site.

(12) Any construction works should be carried out between the following times – 0800 – 1800hrs – Monday to Friday; 0800 – 1300hrs on Saturday's and no working on Sunday's or Bank Holidays.)

Reason: In the interest of residential amenity

(13) The access shall be constructed with 2.4 metre by 215 meter splay. Within the vision splay lines nothing exceeding 1 metre in height above the level of the adjoining carriageway shall be permitted at any time.

Reason: To provide adequate intervisibility between the access and the existing public highway for the safety and convenience of users of the highway and of the access.

(14) The access shall be completed with a bitumen surface for the first 5 metres from the nearside edge of the highway with the surface water drainage system completed and fully operational before any work is commenced on the remainder of the development before the dwellings are occupied.

Reason: In order to minimise danger, obstruction and inconvenience to users of the highway and of the access.

(15) The car parking accommodation shall be completed in accord with the details hereby approved before the use hereby permitted is commenced.

Reason: To enable vehicles to draw off, park and turn clear of the highway to minimise danger, obstruction and inconvenience to users of the adjoining highway.

(16) No surface water from the development shall discharge onto the public highway.

Reason To minimise danger and inconvenience to highway users.

(17) The existing access shall be widened to 5.5m in accordance with the information submitted with the planning application. The proposed works to the access shall be completed prior to the use of the development hereby approved.

Reason: In the interest of road safety and minimise danger to highway users.

(18) Any signs informing and promoting the development both within and outside the site must be Welsh or bilingual with priority for the Welsh language.

Reason: To ensure the proposal complies with Policy PS1

(19) No development shall commence on site until details of the colour and finish of the proposed units have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details and the colour scheme agreed shall be retained for the lifetime of the development.

Reason: In the interests of the visual amenity of the locality

(20) Prior to the first use of the development hereby approved, full details of the electric charging points and solar panels shall be submitted to and approved in writing by the Local Planning Authority. Details shall include charging units/connection points, location of the charging points and full specification of the solar panels together with a timetable for its implementation. The development shall be then proceed in accordance with the approved details and shall be retained for the lifetime of the development.

Reason: To ensure that the development provides environmental benefits in accordance with Policy TWR3 and Strategic Policy PS5 and PS6 of the Joint Local Development Plan.

(21) The outbuilding subject to this application as denoted 'D' on drawing number 000-RYD-XX-XX-DR-L-002 Rev F shall be used as a reception/office/utility building associated with the holiday park only and shall not be used for any other purpose.

Reason: For the avoidance of doubt.

(22) The development hereby permitted shall be carried out in strict conformity with the details shown on the plans below, contained in the form of application and in any other documents accompanying such application unless included within any provision of the conditions of this planning permission.

- **Landscape Master Plan – 000-RYD-XX-XX-DR-L-002 Rev F**
- **Location Plan/Site Boundary – 000-RYD-XX-XX-DR-L-003 Rev C**
- **Outbuilding Elevations – 2402-A3-04**
- **Outbuilding Floorplans – 2402-A3-05**
- **Lighting Plan – 69660.01 Rev 01**
- **Preliminary Drainage Strategy – ECL.9290.D05.001 Rev D**
- **Topographic Drawing – 001 Rev A**
- **Preliminary Tree Constraints Plan Sheet 1 – 23/EIA/Anglesey/44 01**
- **Preliminary Tree Constraints Plan Sheet 2 - 23/EIA/Anglesey/44 01**
- **Topographic + Line of Sight – 001 Rev A**
- **Topographic + Line of Sight South – 001 Rev A**
- **Natural Play Area – 000-RYD-XX-XX-DR-L-004 Rev A**
- **Archaeological Evaluation – I.P.Brooks**
- **Water Conservation Statement – Egniol dated 18.07.2022**
- **Carbon and Energy Assessment – Egniol dated May 2022**
- **Agricultural Land Classification – Mr J D C Finch dated November 2021**
- **Tamlite Lighting Schedule**
- **Tamlite Lighting Luminaire Data**
- **Geophysical Survey – 360 Archaeology dated October 2022**
- **Ecological Assessment – Clwydian Ecology dated December 2021**
- **Ecological Addendum – Clwydian Ecology dated August 2022**
- **Ecological Second Addendum – Clwydian Ecology dated September 2023**
- **Landscape and Visual Appraisal – Rydal Landscape Consultants dated March 2022**
- **Business Plan – Styger Consulting Ltd dated 28th February 2022**
- **Structural Survey – CPD Services dated 15th August 2023**
- **Arboricultural Impact Assessment Sheet 1– 23/EIE/Anglesey/44 02**
- **Arboricultural Impact Assessment Sheet 2– 23/EIE/Anglesey/44 02**
- **Tree Survey Schedule – Tree Solutions – dated 7th August, 2023**
- **Welsh Language Statement – February 2024**
- **Design and Access Statement dated 8th February 2024**
- **Statement of Revision dated 8th February 2024**
- **Green Infrastructure Statement dated 4th March, 2024**

Reason: For the avoidance of doubt

The development plan covering Anglesey is the Anglesey and Gwynedd Joint Local Development Plan (2017). The following policies were relevant to the consideration of this application: PS1, PS4, PS5, PS6, PS13, PS14, PCYFF1, PCYFF2, PCYFF3, PCYFF4, PCYFF5, PCYFF6, CYF6, TWR2, TWR3, TWR4, AMG3, AMG5, AT4, TRA1, TRA2, TRA4

In addition the Head of Service be authorised to add to, remove or amend/vary any condition(s) before the issuing of the planning permission, providing that such changes do not affect the nature or go to the heart of the permission/development.

Application Reference: FPL/2023/328

Applicant: Baby Bird Development Ltd

Description: Full application for the conversion of the chapel into 3 holiday units together with alterations and extensions at

Site Address: Capel Jerusalem, Llangoed



Report of Head of Regulation and Economic Development Service (Gwen Jones)

Recommendation: Permit

Reason for Reporting to Committee

The planning application is presented to the Planning Committee at the request of the local members due to parking and traffic problems and over concentration of holiday accommodation in the area.

Proposal and Site

This is a full application for the conversion of the chapel into 3 holiday units together with alterations and extensions at Capel Jerusalem, Llangoed.

Key Issues

The key issues are as follows:-

- Policy Consideration
- Over-provision of holiday in the area
- Sustainability
- Highways
- Impact on adjacent residential properties
- Welsh Language
- Ecological/Green Infrastructure Statement

Policies

Joint Local Development Plan

Policy PCYFF 1: Development Boundaries

Policy PCYFF 2: Development Criteria

Policy PCYFF 3: Design and Place Shaping

Strategic Policy PS 13: Providing Opportunity for a Flourishing Economy

Strategic Policy PS 14: The Visitor Economy

Policy TWR 2: Holiday Accommodation

Strategic Policy PS 19: Conserving and Where Appropriate Enhancing the Natural Environment

Policy AMG 5: Local Biodiversity Conservation

Policy CYF 6: Reuse and Conversion of Rural Buildings, Use of Residential Properties or New Build Units for Business/Industrial Use

Strategic Policy PS 4: Sustainable Transport, Development and Accessibility

Policy TRA 2: Parking Standards

Policy TRA 4: Managing Transport Impacts

Strategic Policy PS 5: Sustainable Development

Strategic Policy PS 1: Welsh Language and Culture

Supplementary Planning Guidance - Tourism Facilities and Accommodation - March 2021

Supplementary Planning Guidance - Maintaining and Creating Distinctive and Sustainable Communities - July 2019

Technical Advice Note 5: Nature Conservation and Planning (2009)

Technical Advice Note 18: Transport (2007)

Technical Advice Note 20: Planning and the Welsh Language (2017)

Technical Advice Note 12: Design (2016)

Response to Consultation and Publicity

| Consultee | Response |
|---|---|
| Gwastraff / Waste | No objection. |
| Gwasanaeth Cynllunio Archeolegol Gwynedd Archaeological Planning Service | There will be a need to carry out a photographic survey of the building prior to any work commencing on site. This will be conditioned accordingly. |
| Cyfoeth Naturiol Cymru / Natural Resources Wales | No response. |
| Ymgynghorydd Ecolegol ac Amgylcheddol / Ecological and Environmental Advisor | Conditional Approval for nature boxes on the building. |

| | |
|--|---|
| Iechyd yr Amgylchedd / Environmental Health | Standard Advice and the need to include hours of construction condition. |
| Polisi Cynllunio / Planning Policy | General comments in relation to relevant policies. |
| Priffyrdd a Trafnidiaeth / Highways and Transportation | The Highways Authority has confirmed that the Technical Notes received with the planning application confirms that there is adequate parking provision in the immediate locality. |
| Dwr Cymru Welsh Water | Satisfied with the proposal with appropriately worded condition that no surface water shall be allowed to connect to public sewerage system. |
| Cynghorydd Gary Pritchard | Call in requested due to parking and traffic problems in Llangoed. |
| Ymgynghorydd Tirwedd / Landscape Advisor | No response. |
| Cynghorydd Carwyn Jones | Call in requested due to parking and traffic problems in Llangoed and over-provision of holiday homes in the area. |
| Cynghorydd Alun Roberts | Call in requested due to parking and traffic problems in Llangoed. |
| Cyngor Cymuned Llangoed Community Council | Objects to the proposal due to parking and traffic problems as well as over-provision of holiday accommodation in the area. |
| Cynghorydd Gary Pritchard | Call in requested due to parking and traffic problems in Llangoed. |
| Cynghorydd Carwyn Jones | Call in requested due to parking and traffic problems in Llangoed and over-provision of holiday homes in the area. |
| Cynghorydd Alun Roberts | Call in requested due to parking and traffic problems in Llangoed. |

The proposal has been advertised through the posting of a notice on site together with the distribution of personal letters of notification to the occupiers of neighbouring properties. The latest date for the receipt of any representation was the 16/4/24. 83 comments had been received at the department. These included 1 support letter and 82 objection letters. The main reasons for objecting as follows:-
In support:-

- Something has to be done to the building

Objections raised:-

- No space to plant trees and no external space (no access, gardens). No ecological enhancements
- Not suitable for disabled people
- Parking problems, insufficient parking, dangerous road and blind bends
- Over-provision of holiday accommodation in the area
- Impact on Ecology
- Impact neighbouring properties by virtue of noise and general disturbance and blocked driveways and overlooking
- No space in car park to cater for the development
- Development should provide housing for local people

- Existing D1 use should not be considered in relation to parking
- Construction Traffic impacts
- Building unsuitable for holiday accommodation
- Not enough parking available in local car park.
- How would car park and parking be enforced?
- Bat Boxes encroaching neighbour
- Questions on economic benefits submitted by the applicant

In response to the comments raised:-

- There is no room for external space; however, ecological mitigation has been indicated on the proposed plans and the ecologist is satisfied with the ecological mitigation as shown on the plans.
- It would not seem that the proposal is suitable for disabled people.
- The Highways Authority has made an assessment of the parking in the vicinity of the site and this has been addressed in the main body of the report.
- The impact on neighbouring properties has been addressed in the main body of the report.
- The Local Planning Authority has to determine planning applications as they have been submitted i.e for holiday use.
- The existing D1 use is material consideration as the building could be used for any D1 use without planning permission.
- A construction traffic management plan condition has been placed on the permission to ensure that further details are submitted prior to any work commencing on the site.
- Policies support the re-use of existing buildings for business use.
- The applicant has served notice upon the adjacent landowner. If they are unable to reach an agreement to install the nature boxes on the boundary, the applicant will need to amend the scheme to ensure that they are installed elsewhere on the building/ or on the site.
- The LPA have no reason to question the economic benefits outlined by the applicant. Holiday letting units will bring economic benefits to the island.

Relevant Planning History

FPL/2021/191 - Full application for the conversion of the chapel into holiday units together with alterations and extensions at - Capel Jerusalem, Llangoed – Refused 7/11/22

Main Planning Considerations

Proposal and Previous Site History

This is a full planning application for the conversion of the chapel into 3 holiday units together with alterations and extensions at Capel Jerusalem, Llangoed. There is no external amenity space available at this site and waste bins will be located within the small store building to the North East of the site. There are no parking provisions on the site and cars will park on the local highway network. The application site is located within the defined development boundary of Llangoed and the last use of the building was as a Chapel which falls within Use Class D1.

The previous planning application FPL/2021/191 was for conversion of the chapel into 4 holiday units, this planning application was refused due to the over-provision of holiday accommodation in the area and the traffic and parking demands generated by the development.

Since this planning application was refused the applicant has reduced the number of units from 4 to 3 and has provided Highway Technical Notes to confirm that adequate parking is available in the vicinity of the site to cater for this development.

Policy Consideration

The main policy considerations is Policy TWR2: Holiday Accommodation of the JLDP which states that proposals conversion of existing buildings into holiday use is acceptable, providing they are of a high quality in terms of design, layout and appearance and that all the following criteria can be met:

Criteria i. states that in the case of new build accommodation, that the development is located within a development boundary, or makes use of a suitable previously developed site. This is not a new building and is for conversion of the existing vacant chapel.

Criteria ii states that the proposed development is appropriate in scale considering the site, location and/or settlement in question. The application site is located in a built up area of Llangoed and the proposal is considered appropriate in scale.

Criteria iii states that the proposal will not result in a loss of permanent housing stock. The proposal will not result in loss of permanent housing stock.

Criteria iv states that the development is not sited within a primarily residential area or does not significantly harm the residential character of an area; The application site is within a primarily residential area and consideration will be given to this in further in the report.

Criteria v states that development does not lead to an over-concentration of such accommodation within the area. The most recent council tax data shows that the number of second homes and self-catering holiday accommodation in the Llangoed community council area is 15.36%. Accepting that the area has exceeded the 15% threshold as stated in the Supplementary Planning Guidance, consideration will be given to this further in the report.

Policy ISA 2 of the JLDP states that proposals which would lead to the loss of community facilities should be resisted unless:-

“i. a suitable replacement facility can be provided by the developer either on or off site, and within easy and convenient access by means other than the car, or

ii. it can be demonstrated that the facility is inappropriate or surplus to requirements...”

The proposal would involve the conversion of a former chapel into 3 holiday units. Consideration has been given to the fact that there is a Village Hall in Llangoed within walking distance of the former Chapel and is being used by the community. There is also an existing church ‘St Cawrdaf’ approximately 1km away. Chapel Jerusalem has not been used since 2017, which proves that the current use is not further required in the area.

Business Plan

Paragraph 6.3.67 of the JLDP states that in order to judge whether the proposed development will not lead to an over-concentration of this type of holiday accommodation within a particular location, applicants will be required to submit a detailed business plan, which demonstrates the robustness of the proposed scheme. This enables the Council to assess whether the scheme has a realistic chance of being viable, is not speculative in nature, and would help to make sure that there is no loophole to allow the redevelopment of existing buildings in the countryside for holiday use, and then allow them to convert to residential use if shown to be unviable in holiday use.

The application was accompanied by a detailed business plan which addresses the scheme’s economic viability along with its likely contribution to the economy of the area; the council have not disputed the findings of the business plan.

Criterion 'v' of TWR2 policy 2 clearly states that proposals for holiday accommodation should not result in such oversupply of accommodation. To define what is meant by 'excess' there is further detail in relation

to the relevant considerations included in the Supplementary Planning Guide: Tourist Facilities and Accommodation.

The most recent council tax data shows that the number of second homes and self-catering holiday accommodation in the Llangoed community council area is 15.36% (August 2022). The provision of combined holiday home provision in the Llangoed area has only slightly exceeded the 15% threshold as set within the SPG. While there is a conflict with criterion v of Policy TWR2 consideration has been given to numerous appeals lost in recent months where the 15% had been exceeded. Consideration has also been given to whether the proposal would cause detrimental impact on the local community.

Areas with a high density of holiday accommodation face typical side effects such as increasing house prices, cultural changes, putting additional pressure on local infrastructure as well as resulting in the loss of community facilities serving the permanent population. These side effects are referenced in research conducted by the Joint Planning Policy Service (Gwynedd and Anglesey) together with research conducted on behalf of the Government, 'Second homes: Developing new policies in Wales'. Further a recent consultation undertaken by the Welsh Government related to the amendment of the Planning procedure also recognises:-

Large concentrations of second homes and short-term holiday accommodation can lead to major changes to the settled communities as the nature of the neighbourhood changes. Issues and problems can emerge in many different ways and create less stable local communities." (Consultation on planning legislation and policy for second homes and short-term holiday accommodation, Welsh Government),

In line with the guidance contained in the SPG: Tourist Facilities and Accommodation, one of the factors when considering over-provision is the numbers of holiday accommodation that can be found present within the local area. SPG states:-

"Consideration will not be given to applications for self-service holiday accommodation when a combination of the current number of holiday accommodation and second homes within the Council/Town/City area exceeds 15%."

Background information, along with the Consultation Report linked to the Supplementary Planning Guide detail the rationale behind setting a 15% threshold. This prescriptive threshold is set to ensure that the communities of Gwynedd and Anglesey remain sustainable and viable communities.

The proposal involves the conversion of the former chapel into 3 holiday units which is located in a mainly residential area. There is an increased pressure of holiday homes and second homes on Anglesey; however, since the previous application was refused on over-provision of holiday homes the applicant has reduced the number of holiday units to 3, further consideration has been given to the fact that Llangoed is only marginally over the 15% threshold and the fact that the existing building is being brought back into use is also a material consideration. The Local Planning Authority has also lost numerous appeals where the 15% has been exceeded and the conclusions of these appeals must be considered. The former chapel has been empty for some time and if no use is made of the building it will become derelict and an eyesore in the community. Consideration has been given to whether the 3 holiday units would impact the quality of life and well-being in the area; however, as the number has now been reduced to 3 holiday units it is considered that the amount of holiday units within this building is acceptable. It is also necessary to consider the lawful use of the building which is a D1 use. The building could be used as a community hall, crèche etc which would have the potential to have a greater impact on traffic and parking greater than the 3 holiday units.

The holiday units has potential to cause noise pollution, disturbance; however, it is not considered that 3 holiday units would create any more noise pollution, disturbance than any other D1 use. To conclude on this point, it is accepted that the proposal fails to comply with criteria v of Policy TWR2, but for the reasons outlined above, the benefits of approving the proposal outweighs any harm.

Sustainability

Policies in the JLDP, PPW and TAN 18 seek to ensure that developments are generally located in sustainable locations so as to minimise the need to travel. Paragraph 6.1.32 of the JLDP states that the government supports a transport hierarchy in relation to new proposals that establishes priorities in such a way that, where possible, they are accessible in the first instance by walking and cycling, then by public transport and then finally by private motor vehicles. Planning Policy Wales refers to tourism related development being an essential element in providing for a healthy and diverse economy and local planning authorities should adopt positive approaches to proposals which utilise previously developed land.

It is accepted that most visitors will travel to the site by private car, and visitors would probably choose to use their vehicles whilst on holiday; however, consideration has been given to the facilities available nearby. There is a small shop in Llangoed, a regular bus service and a bus stop within 250 metres of the building and close to numerous footpaths which links with the coast, and tourist attractions nearby.

Overall, the proposal would offer potential visitors a range of alternative modes of travel to the car, it is sited within walking distance of a local shop, would have access to public footpaths, public transport and would result in the economic reuse of a redundant building. All these factors point towards the proposed development being in accordance with Policies PS4 and PS5 of the JLDP as well as Planning Policy Wales

Highways

The Highways Authority has considered the proposal and the supporting Technical Highway Notes submitted with the planning application.

The technical notes (M22026-01 and M22026-02) identified parking availability in the vicinity of the development and primarily suggested that an area marked as 'Zone A' would be suitable. It also identified an area opposite the development predominantly serving the short stay parking needs of the village shop (marked as Zone C). Assessments undertaken by the applicant indicate existing minimal use of Zone A for parking and observations by the Highway Authority concur with this. On the basis that the original application has been reduced from four units holiday to three the Highway Authority acknowledges that parking associated by the proposal can be accommodated in the area identified as Zone A.

Concerns remain with respect to a currently unrestricted parking area outside the village shop. This is area is used as short stay parking by callers to the adjacent shop and it would appear to be self-regulating in that there is a turnover of vehicles and availability of spaces based on current demand. There would be a possibility that users of the proposed holiday lets would make use of the nearest available parking which would be opposite the location and directly outside the village shop. It would be a similar situation with vehicles associated with cleaning or maintaining the holiday lets. In respect to this the Highway Authority would be supportive of the proposed measures to ask users of the holiday let to park in the area identified as Zone A or in the public car park.

In conclusion, the local highway authority accepts that parking associated by the development can be accommodated with the area identified as Zone A as shown in the technical note and is supportive of efforts to ask users of the proposed holiday lets to make use of other alternative parking in the village namely the public car park. However, concerns remain as to the possible effect on the current short stay parking outside the village shop but the Highway Authority accepts that this would not justify objecting to the application on this basis alone.

If, as a result of this development being approved that a problem would occur where cars would park adjacent to the shop, the Highways Authority would review the situation and consider a traffic regulation order to manage the parking outside the shop.

The proposal therefore complies with Policy TRA2 and TRA4 of the JLDP.

Impact upon the amenities of residential properties

Policy PCYFF2 states that development must ensure that proposals does not impact on the amenity of adjacent residential properties. Consideration has been given to the lawful use of the building which would be classed as a D1 use.

The application site is located in proximity to nearby residential dwellings with a terrace of properties and associated amenity spaces to the North East and a detached dwelling and associated amenity space to the South.

The proposal has been amended during the course of the application to ensure that the development would not overlook the immediate neighbouring property to the South. All windows on the South and rear will be obscurely glazed. This will ensure that the development will not overlook the neighbouring property. The space in the roof will not be used for holiday purposes.

Consideration has been given to the former use of the building as a chapel which would have generated a material degree of traffic and associated comings and goings that would have varied over time but most likely have been concentrated into the weekends with various church services, and at other times of the week when there were events such as funerals, or other church related activities.

There is likely to be an increase over the timespan of the whole week in terms of comings and goings associated with the proposed development as opposed to the site's historical use. As the proposal has now been amended to 3 holiday units it is considered that the scale of the proposal is acceptable, and that the proposal would not cause any more disturbance any greater than what a D1 use would generate.

The Welsh Language

In accordance with the Planning (Wales) Act 2015 Local Planning Authorities have a duty when considering a planning application to have regard to the Welsh language, where it is relevant to that application. This is further supported by para 3.28 of Planning Policy Wales (Edition 12) together with Technical Advice Note 20.

The 'Maintaining Distinctive and Sustainable Communities' Supplementary Planning Guidance (SPG) (adopted July 2019) provides further guidance on how Welsh language considerations are expected to be incorporated into all relevant developments.

It is noted that there are certain types of developments where the proposal will require a Welsh Language Statement or a Welsh Language Impact Assessment Report. Thresholds for when a Statement / Report is expected to be submitted are highlighted in Policy PS1 of the JLDP together with Diagram 5 of the SPG. This proposal does not meet these thresholds; consideration of the Welsh language has been received from the applicant.

Ecological Mitigation/Green Infrastructure Statement.

The updated advice in Chapter 6 of Planning Policy Wales (PPW) is to apply a step-wise approach to maintain and enhance biodiversity, build resilient ecological networks, and deliver net benefits for biodiversity. The first priority is to avoid damage to biodiversity in its widest sense and ecosystem functioning. Where there may be harmful environmental effects, planning authorities will need to be satisfied that any reasonable alternative sites (including alternative siting and design options) that would result in less harm, no harm or benefit have been fully considered.

In accordance with the requirements of Policy AMG5 of the Joint Local Development Plan, Chapter 6 of the Environment Wales Act and the latest advice in PPW the proposal ensures that no existing trees will be affected by the development. The proposal includes three Schwegler bird box on the North elevation,

three Type 1FF Schwelgar Bat Box on the South elevation as well as a Schwegler Swift Cup on the West elevation.

It is considered that the proposal is acceptable and complies with the requirements of Policy AMG5, the Environment Wales Act and the latest changes to Chapter 6 of PPW.

Conclusion

The principle of converting outbuildings into holiday use is acceptable, consideration has been given to all criteria of Policy TWR2 and the proposal complies with all criteria except criterion v which relates to over-provision of holiday units in the vicinity. As stated in the main body of the report, the threshold has only been exceeded by a small amount, the proposal has reduced the number of holiday units from 4 to 3 units and it is not considered that the proposal would detrimentally impact the amenities of adjacent residential properties or the community any greater than what a D1 use would cause. The Highways Authority has confirmed that the additional information provided by the agent confirms that there is adequate car parking spaces in the vicinity of the site to cater for the development. If any parking problems occur adjacent to the existing shop as a result of the development, the Highway Authority would consider a traffic regulation order.

Recommendation

That the application is permitted subject to the following conditions:

(01) The development shall begin not later than five years from the date of this decision.

Reason: To comply with the requirements of Section 91(1) of the Town and Country Planning Act 1990 (as amended).

(02) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (Wales) Order 2013 (or any Order revoking or re-enacting that Order), the development permitted by Classes A, B, C, D, E and F of Part 1 of Schedule 2 are hereby excluded.

Reason: In the interests of residential and visual amenity.

(03) The holiday units shall be occupied for holiday purposes only; the holiday units shall not be occupied as a person's sole, or main place of residence; the owners/operators shall maintain an up-to-date register of the names of all owners/occupiers of the holiday units, and their main home addresses, and shall make this information available at all reasonable times to the local planning authority.

Reason: To define the scope of this permission and ensure that inappropriate uses do not take place in the locality.

(04) The development shall take place in accordance with Section 6 Mitigation contained within the Bat Emergence and Nesting Bird Survey Version 1.0 by Greenman Ecology dated 14th June 2022 submitted under application reference FPL/2023/328.

Reason: To safeguard any protected species or nesting birds which may be present on the site.

(05) Any construction works should be carried out between the following times – 0800 – 1800hrs – Monday to Friday; 0800 – 1300hrs on Saturday's and no working on Sunday's or Bank Holidays.)

Reason: In the interest of residential amenity

(06) The development hereby approved shall not commence until a photographic survey of the buildings has been undertaken in accordance with the Gwynedd Archaeological Planning Service Requirements for General Photographic Surveys of Buildings, and the survey submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that an adequate record is made of all structures affected by the proposals and that the record is held within the public domain for future reference and research.

(07) 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.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and to ensure no pollution of or detriment to the environment.

(08) The three Schwegler bird box on the North elevation, three Type 1FF Schwegler Bat Box on the South elevation as well as a Schwegler Swift Cup on the West elevation shall be installed a minimum of 3 weeks prior to any works commencing on the site in accordance with drawing numbers 2474-A3-05 and 2474-A3-06 and maintained for the lifetime of the permission hereby approved.

Reason: In the interest of biodiversity and to ensure the development complies with AMG5 and advice contained within Planning Policy Wales.

(09) The external lighting scheme shall be in accordance with details on drawing number 2474-A3-06 and 2474-A3-05. All external lighting shall not exceed 2700K.

Reason: To ensure that the development does not produce light spill and to ensure that the lighting scheme does not affect the nature boxes.

(10) The commencement of the development shall not take place until there has been submitted to and approved in writing by the Local Planning Authority, a Construction Traffic Management Plan (CTMP). The CTMP shall include;

(i) The routing to and from the site of construction vehicles, plant and deliveries.

(ii) The type size and weight of construction and delivery vehicles to be used in connection with the construction of the development, having regard to the geometry, width, alignment and structural condition of the highway network along the access route to the site;

(iii) The timing and frequency of construction and delivery vehicles to be used in connection with the development, having regard to minimising the effect on sensitive parts of the highway network and construction routes to the site, including regard for sensitive receptors e.g. schools and network constraints;

(v) Measures to minimise and mitigate the risk to road users in particular non-motorised users;

(vi) The arrangements to be made for on-site parking for personnel working on the Site and for visitors;

(vii) The arrangements for loading and unloading and the storage of plant and materials;

(viii) Details of measures to be implemented to prevent mud and debris from contaminating the adjacent highway network;

The construction of the development shall be completed in accordance with the approved plan.

Reason: To ensure reasonable and proper control is exercised over construction traffic and construction activities in the interests of highway safety.

(11) The development hereby permitted shall be carried out in strict conformity with the details shown on the plans below, contained in the form of application and in any other documents accompanying such application unless included within any provision of the conditions of this planning permission.

- **Location Plan – 2474-A3-01**
- **Proposed Elevations 1 of 2 – 2474-A3-05**
- **Proposed Elevations 2 of 2– 2474-A3-06**
- **Proposed Ground Floor Plan – 2474-A3-07**
- **Proposed First Floor Plan – 2474-A3-08**
- **Technical Note M22026 dated March 2024**
- **Technical Note M22026 dated January 2024**
- **Technical Note dated September 2022**
- **Green Infrastructure Statement – Cambrian Planning dated February 2024**
- **Bat Emergence and Nesting Bird Survey V1.0– Greenman Ecology dated 14 June 2022**

Reason: To ensure that the development is implemented in accord with the approved details.

The development plan covering Anglesey is the Anglesey and Gwynedd Joint Local Development Plan (2017). The following policies were relevant to the consideration of this application: PCYFF1, PCYFF2, PCYFF3, PS13, PS14, TWR2, PS19, AMG5, CYF6, PS4, TRA2,TRA4, PS5, PS1

In addition the Head of Service be authorised to add to, remove or amend/vary any condition(s) before the issuing of the planning permission, providing that such changes do not affect the nature or go to the heart of the permission/development.

Application Reference: FPL/2024/28

Applicant: HWB Cymunedol Gwalchmai

Description: Full application for the siting of two containers to be used as a community hub at

Site Address: Gwalchmai Playground, Maes Meurig, Gwalchmai



Report of Head of Regulation and Economic Development Service (Owain Rowlands)

Recommendation: Permit

Reason for Reporting to Committee

The planning application is being presented to the Planning and Orders Committee as the application involves a site which is owned by the Isle of Anglesey County Council.

Proposal and Site

The application site is Gwalchmai Playground, located in the Maes Meurig estate, within the development boundary of Gwalchmai as defined by the Joint Local Development Plan.

The application presented is for the siting of two containers to be used as a community hub.

Key Issues

The key issues are whether the proposed scheme is acceptable, whether it complies with current policies, and whether the proposed development would impact any neighbouring properties.

Policies

Joint Local Development Plan

Policy AMG 5: Local Biodiversity Conservation
Policy ISA 2: Community Facilities
Policy PCYFF 2: Development Criteria
Policy PCYFF 3: Design and Place Shaping
Policy TRA 2: Parking Standards
Policy TRA 4: Managing Transport Impacts

Supplementary Planning Guidance - Design Guide for the Urban and Rural Environment (2008)

Planning Policy Wales (Edition 12, February 2024)

Technical Advice Note 12: Design

Response to Consultation and Publicity

| Consultee | Response |
|--|--|
| Iechyd yr Amgylchedd / Environmental Health | Environmental informatives and condition regarding construction working hours. |
| Cynghorydd Douglas Massie Fowlie | No response received. |
| Cynghorydd Neville Evans | Supportive of the application. |
| Cyngor Cymuned Trewalchmai Community Council | No response received. |
| Ymgynghorydd Ecolegol ac Amgylcheddol / Ecological and Environmental Advisor | No ecology survey is required. Advice regarding external lighting specification. Biodiversity enhancements required on the plans, with a bird box and a bat box to be placed on the building. |
| Priffyrdd a Trafnidiaeth / Highways and Transportation | No comments to make regarding the application and provided highways informatives. |
| Dwr Cymru/Welsh Water | The development site is in close proximity to the public sewer, but the proposal would be situated outside of the protection zone. Initial plans were to communicate foul flows and surface water runoff into the public sewerage system, but the public sewer in this area is foul only. Amended plans have been received with surface water to discharge to a soakaway. Condition no surface water or land drainage to connect with the public sewerage network. |
| Polisi Cynllunio / Planning Policy | Outlined relevant policy considerations. |

The proposal has been advertised through the distribution of personal letters of notification to the occupiers of neighbouring properties. The latest date for the receipt of representation was the

22/03/2024. At the time of writing this report, no letters of representation had been received at the department.

Relevant Planning History

48C165 - Retrospective planning application for the change of use of vacant land to a childrens playground on land to the rear of 73-80 Maes Meurig, Gwalchmai. Approved 30/07/2007.

Main Planning Considerations

The main planning considerations are whether the proposal complies with current policies, and whether the development would have any negative impacts on the area or any neighbouring properties.

Proposal and Site

The application site is Gwalchmai Playground, located in the Maes Meurig estate, within the development boundary of Gwalchmai as defined by the Joint Local Development Plan.

The application presented is for the siting of two containers to be used as a community hub.

The applications' main issues are:

- i. Siting and Design
- ii. Impact on Adjacent Residential Properties
- iii. Ecology and Biodiversity
- iv. Highways and Parking

i. Siting and Design

The proposed community hub would be located towards the northern edge of the playground, immediately below the raised grassed area. The community hub will comprise of two conjoined shipping containers. Both containers measure approximately 5.9m by 2.4m, but after being constructed the combined dimensions will be a maximum width of 7.4m from east to west and a maximum length of 4.8m from north to south. The containers will be sited on the existing concrete playground and will measure around 2.8m in height. The containers are considered an appropriate scale, which will integrate into the existing playground area, having negligible impact on the surrounding built environment. Policy ISA 2 states that the development of new community facilities will be approved, provided that they comply with the specific criteria noted within the policy. It is considered that the proposed development will comply with the policy. It will provide an essential facility for the community of Gwalchmai, located in the existing playground, of an appropriate scale, and it sited in a sustainable central location for the whole community.

The front elevation facing south will have sliding doors, with three high level windows on the rear elevation. The side elevation facing towards Maes Meurig estate will have a single door, whilst the other side elevation will have a single door and window. A deck is also proposed around the building to provide external amenity area. The containers will be finished with timber cladding to improve their visual appearance and ensure integration into the area. The proposed design and finish material is considered of high quality and is a significant visual improvement compared to a standard shipping container. The proposal is considered to comply with policy PCYFF 3 as it utilises materials appropriate to its surroundings, demonstrates a high-quality design and will complement and enhance the character and appearance of the site.

ii. Impact on Adjacent Residential Properties

The existing playground is located to the east of a row of terrace properties on the Maes Meurig estate. The proposed community hub will be around 4.4m to the rear boundary of 78, 79 and 80 Maes Meurig, which are on a slightly higher topographical level. Due to the small-scale nature of development, the

existing use of the site as a playground and the community value of the proposal, it is not considered to impact the privacy and amenities of the nearby residential properties, complying with policy PCYFF 2.

iii. Ecology and Biodiversity

The updated advice in Chapter 6 of Planning Policy Wales (PPW) is to apply a stepwise approach to maintain and enhance biodiversity, build resilient ecological networks, and deliver net benefits for biodiversity. The first priority is to avoid damage to biodiversity in its widest sense and ecosystem functioning. Where there may be harmful environmental effects, planning authorities will need to be satisfied that any reasonable alternative sites (including alternative siting and design options) that would result in less harm, no harm or benefit have been fully considered.

A bird box and a bat box will be placed on the community hub, with any external lighting complying with dark skies requirements. This provides overall biodiversity enhancements as part of the development, in accordance with policy AMG 5 and the Environment Wales Act (2016) and will ensure compliance with the changes to Chapter 6 of Planning Policy Wales.

iv. Highways and Parking

The application site is located in a highly sustainable location, accessible by all means of transport. There is a large car park to the east of the playground with spaces to accommodate at least 35 vehicles. This is considered sufficient parking to accommodate the development, the highways department have no objections and the proposal is not considered to impact highway safety.

Conclusion

This is an application for the siting of two conjoined shipping containers in Gwalchmai Playground to be used as a community hub for the village. The proposed design is considered high quality, which will integrate into the built environment and improve the appearance of the area. It is considered to have negligible impacts on its neighbouring properties due to its small-scale nature and existing use of the site as a playground. The application will provide overall biodiversity enhancement, will not impact highway safety, and is considered to comply with all relevant policies.

Recommendation

That the application is permitted subject to the following conditions:

(01) The development to which this permission relates shall be begun no later than the expiration of five years beginning with the date of this permission.

Reason: To comply with the requirements of the Town and Country Planning Act 1990.

(02) The development hereby permitted shall be carried out in strict conformity with the details shown on the plans below, contained in the form of application and in any other documents accompanying such application unless included within any provision of the conditions of this planning permission.

- **AO/MD/01 - Proposed plans - received 17/04/2024.**
- **310.01A - Location plan & proposed site plan - received 26/03/2024.**
- **Green Infrastructure Statement - December 2023.**

Reason: To ensure that the development is implemented in accord with the approved details.

(03) Demolition or construction works shall not take place outside the hours of 0800-1800hrs Mondays to Fridays and 0800-1300hrs on Saturdays and at no time on Sundays or Public Holidays.

Reason: To protect the amenities of nearby residential occupiers.

(04) Prior to the use of the community hub hereby approved the bird box and the bat box shown on the proposed elevations, drawing number AO/MD/01, received 17/04/24 with planning application reference FPL/2024/28, shall be installed and thereafter shall be retained as such for the lifetime of the development hereby approved.

Reason: To help conserve and safeguard biodiversity.

(05) No surface water and/or land drainage shall be allowed to connect directly or indirectly with the public sewerage network.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.

The development plan covering Anglesey is the Anglesey and Gwynedd Joint Local Development Plan (2017). The following policies were relevant to the consideration of this application: AMG 5, ISA 2, PCYFF 2, PCYFF 3, TRA 2, TRA 4

In addition the Head of Service be authorised to add to, remove or amend/vary any condition(s) before the issuing of the planning permission, providing that such changes do not affect the nature or go to the heart of the permission/development.