

# APPENDIX C

## TOURISM FACILITIES AND ACCOMMODATION SUPPLEMENTARY PLANNING GUIDANCE

### CONSULTATION REPORT AND OFFICER'S RECOMMENDATIONS ON THE FURTHER PROPOSED CHANGES DOCUMENT



CYNGOR SIR  
YNYNYS MÔN  
ISLE OF ANGLESEY  
COUNTY COUNCIL

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## **1.0 BACKGROUND**

### **Purpose of Supplementary Planning Guidance (SPG)**

- 1.1 The Purpose of SPGs are to:
- assist the applicants and their agents in preparing planning applications and in guiding them in discussions with officers about how to apply relevant policies in the Joint Local Development Plan before submitting planning applications,
  - assist officers to assess planning applications, and officers and councillors to make decisions about planning applications
  - help Planning Inspectors make decisions on appeals.
- 1.2 The general aim is to improve the quality of new developments and facilitate a consistent and transparent way of making decisions that align with relevant policies in the Joint Local Development Plan.

### **The Policy Context**

#### Local Development Plan

- 1.3 Under planning legislation, the planning policies for every area are contained within the 'development plan'. The Gwynedd and Anglesey Joint Local Development Plan was adopted on 31 July 2017. It relates to the Gwynedd and Anglesey Planning Authority areas.
- 1.4 The Plan provides wide-ranging policies along with allocations for the main land uses, such as housing, employment and retail; it will help shape the future of the Plan area physically and environmentally, and will also influence it economically, socially and culturally. The Plan, therefore:
- enables the Local Planning Authorities to make rational and consistent decisions on planning applications by providing a policy framework that is consistent with national policy; and
  - guides developments to suitable areas during the period up to 2026.

### **The need for Supplementary Planning Guidance**

- 1.5 Although the Plan contains policies that enable the Local Planning Authority to make consistent and transparent decisions on development applications, it cannot provide all the detailed advice required by officers and prospective applicants to steer proposals locally. In order to provide this detailed advice, the Councils are preparing a range of SPGs to support the Plan that will provide more detailed guidance on a variety of topics and matters to help interpret and implement the Plan's policies and proposals.

### **The Status of Supplementary Planning Guidance**

- 1.6 Supplementary Planning Guidance (SPG) will be material planning considerations during the process of assessing and determining planning applications. Welsh Government and the Planning Inspectorate will place considerable weight on supplementary planning guidance that stem from , and are consistent with, a development plan. The SPGs cannot introduce any new planning policies or amend existing policies.

1.7 Once it has been adopted a SPG should, therefore, be given substantial weight as a material planning consideration.

## 2.0 TOURISM FACILITIES AND ACCOMMODATION SUPPLEMENTARY PLANNING GUIDANCE

2.1 The SPG covers all forms and scales of holiday accommodation and tourism attractions. Tourism is a dynamic sector and is subject to continuous change. It plays a significant role in the plan area's economy. The visitor economy provides jobs, services and facilities that are essential to the well-being and enjoyment of local communities and residents in the plan area. The importance of tourism can be seen in the table1 below:

2017	Gwynedd*	Anglesey
Total economic impact of tourism	£1.06 billion	£304.23 million
Total visitor numbers (millions)	7.28	1.71
Number of staying visitors (millions)	3.53	1.03
Number of day visitors (millions)	3.75	0.68
Number of FTE2 jobs supported by tourism spend	15,601	4,102

\*includes Snowdonia National Park

2.1 Both Anglesey and Gwynedd benefit from extensive natural and cultural assets that offer considerable potential for residents and visitors to enjoy. However new tourism developments can have a negative impact upon the local environment and communities if they are insensitively developed or inappropriately located.

2.2 Both Gwynedd Council and the Isle of Anglesey County Council are committed to the principles of sustainability and the Joint Local Development Plan has sustainable development at its core and recognises that all development in the plan area should embody these principles, balancing the need to support the rural economy, whilst maintaining and enhancing the environmental, social and cultural quality of the plan area.

### Public Consultation

2.3 The draft Tourism Facilities and Accommodation Supplementary Planning Guidance (SPG) was originally the subject of a public consultation exercise between the 17th May and the 28th June, 2018. For information this draft consultation SPG can be found here: [www.gwynedd.llyw.cymru/spg](http://www.gwynedd.llyw.cymru/spg)

2.4 The Councils considered all representations that were received during the public consultation. A copy of the Consultation report can be found here: <https://democracy.cyngor.gwynedd.gov.uk/ielistdocuments.aspx?cid=247&mid=2666&ver=4>

2.5 The appendix of the consultation report summarises the representations received and the Council's response to these representations. Most of the changes to the SPG that are considered necessary to respond to issues raised in representations are minor changes that do not lead to any significant changes to the SPG. However, it was considered that

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<sup>1</sup> STEAM Report 2017

<sup>2</sup> FTE = Full Time Employment

representations received on two issues required relatively significant changes to the SPG. These issues were:

1. How to define overconcentration of self-catering accommodation, and;
  2. How to deal with applications for the change of use and the loss of hotels.
- 2.6 As the SPGs will become material planning considerations once adopted, the Councils consider that it is important for stakeholders to have their say in these significant changes before the SPG is adopted and approved the release of a further consultation document for public consultation in the meeting of the Joint Planning Policy Committee on the 26 October 2018. The Further Consultation Document can be found here: [www.gwynedd.llyw.cymru/spg](http://www.gwynedd.llyw.cymru/spg)
- 2.7 Details of the public consultation were placed on both Council's websites and emails/ letters were sent to all Councillors, Community Councils, planning agents, statutory consultees, environmental bodies, neighbouring authorities and those who had made previous comments and declared an interest in the SPG. Hard copies of the SPG were also available to inspect in all public libraries, Anglesey County Council's main office in Llangefni, and in Siop Gwynedd (Caernarfon, Dolgellau and Pwllheli).
- 2.8 A number of platforms were available for interested parties to respond to the consultation which were:
- Online word and pdf response form - available on both websites and
  - Paper copies were made available in all libraries and Siop Gwynedd and also available on request from the JPPU
  - Email
  - Letter
- 2.9 A total of 8 comments were received: 2 in support of the proposed changes and 6 objections.
- 2.10 The following section summarises the comments received, the Councils' response to the comments and where appropriate, recommends any changes required to the SPG in lieu of the comment.

## APPENDIX 1 – SUMMARY OF COMMENTS RECEIVED AND OFFICERS’ RECOMMENDATIONS

Rep Id	Type of Comment	Organisation	Part	Summary of Representation	Officer Comments and Recommendation
1	Objection	Natural Resources Wales	4.8	<p>We do not wish to see existing hotels located in zone C converted to permanent residential use unless a Flood Consequences Assessment (FCA) is submitted as part of any application.</p>	<p><b>Not Relevant</b> This section of the SPG deals with the main principle of the loss of hotels and therefore does not provide advice on the suitability of alternative uses. The need for an FCA is covered by Policy PS 6 and National Planning Policy Guidance.</p> <p><b>Recommendation</b> No changes required to the SPG in light of this comment</p>
2	Objection	Bourne Leisure Ltd c/o Lichfields	4.6.2	<p>The criteria to be introduced in paragraph 4.6.2 is for the purpose of controlling self-catering units within communities/settlements. Bourne Leisure has no objection to this in principle but the Company is keen to ensure that the criteria would not have unintentional consequences by also being applied to purpose built holiday resorts such as those operated by Bourne Leisure should, in future, it wish to introduce fixed base self-catering accommodation within its established parks.</p> <p>We therefore request that it is made explicit in the new wording that the criteria does not apply to existing holiday parks or complexes where the sole purpose of the park is to provide holiday accommodation and associated facilities. To achieve this, we suggest that the first sentence of 4.6.2 is amended as follows:</p> <p><i>“Criteria which help define overconcentration of holiday accommodation <u>within defined settlements</u> include....”</i></p>	<p><b>Not Accepted</b> Overconcentration of holiday accommodation can be issue both within settlement boundaries and in the open countryside. With reference to the provision of new self- catering units, criterion v of Policy TWR 2 does not differentiate between land within settlements and land outside settlements and therefore it would be inappropriate for the guidance to do so. Each application will be dealt with on its own merit.</p> <p><b>Recommendation</b> No changes required to the SPG in light of this comment</p>

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				A suitable paragraph could also be provided to explain the approach sought. This would make it clear that the criteria would not apply to holiday parks such as Hafan y Môr and Greenacres that lie outside the defined settlement boundary.	
3	Support	Llanengan Community Council	4.6.2 & 4.8	We support what is noted in the Proposed Changes, especially 4.6.2 which comes at the forefront of a recent planning decision in the community. Unfortunately the proposed change 4.8 comes too late for us to oppose another planning application.	<b>Comment noted.</b>
4	Objection	Cadnant Planning	4.6.2	<p>The fourth point <i>“Lack of community facilities and services as local businesses cater for the needs of visitors more than the needs of local residents.”</i></p> <p>This should not be a measure of whether it is acceptable to create a self-catering unit as many units make use of conversions etc. Therefore, little weight should be put on this point in trying to determine over-concentration of units.</p>	<p><b>Not Accepted</b></p> <p>The proposed criteria in section 4.6.2 lists a set indicators which aims to highlight factors that are considered relevant in order to define overconcentration of holiday accommodation. The closure of community facilities or the changing nature of a shop that traditionally sold convenience goods to the local population such as bread and milk to a shop that mainly sells items for tourists such as souvenirs could reflect the changing nature of the community.</p> <p><b>Recommendation</b></p> <p>No changes required to the SPG in light of this comment</p>
5	Objection	Llanystumdwy Community Council	4.6.2	<p>As no planning permission is needed to change a home to a holiday or second home it is currently impossible to control the numbers of self-catering holiday accommodation/beds that currently exists within communities and in the open countryside. Some areas have high numbers of self-catering holiday homes which has led to the loss of village community and resulted in changing the character of rural areas.</p> <p>The Planning Service should not take the word of agencies and lettings companies into account when</p>	<p><b>Not Accepted</b></p> <p>The proposed criteria in section 4.6.2 lists a set indicators which aims to highlight factors that are considered relevant in order to define overconcentration of holiday accommodation. An assessment of information about these indicators will help the decision maker determine whether a proposal for new build or change of use to holiday accommodation triggers criterion v in Policy TWR 2, i.e. that there is overconcentration in the area.</p>

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				<p>supporting business plans that are submitted as part of a planning application. Permitting these applications is of interest to these companies.</p> <p>When a holiday accommodation business fails the owners can submit a change of use planning application to be allowed to change from self-catering accommodation to permanent dwelling. This proves that there is no need for more.</p> <p>Consideration must be given to the number of Air BnB properties.</p>	<p>Business plans are useful tools to demonstrate the robustness (or not) of any proposed holiday accommodation development which enables the Councils to assess whether the scheme has a realistic chance of being viable.</p> <p>Section 4.7 of the emerging SPG highlights the cascading conditions that will happen if it can be demonstrated that the holiday unit is no longer viable. The following uses will be considered:</p> <ul style="list-style-type: none"> <li>a) a suitable alternative employment use, or occupied by a person solely or mainly working on a rural enterprise in the locality; where there is/was a defined functional need; or if it can be demonstrated that there is no eligible alternative employment use, to those:</li> <li>b) who would be eligible for consideration for affordable housing under the local authority's housing policies; or if it can be demonstrated that there are no persons eligible for occupation under (a);</li> <li>c) widows, widowers or civil partners of the above and any resident dependants.</li> </ul> <p>The Local Planning Authority has no control over the use of existing homes as holiday accommodation (Air BNB) as they do not usually need planning permission for change of use as they are the same use class, i.e. Class C3. The number of homes advertised as Air BnB can vary on a daily basis</p> <p><b>Recommendation</b> No changes required to the SPG in light of this comment</p>



Rep Id	Type of Comment	Organisation	Part	Summary of Representation	Officer Comments and Recommendation
6	Support	Llanystumdwy Community Council	4.8	Agree with the proposal in the document on the change of use of existing hotels.	<b>Comment noted</b>
7		Angela Gliddon	4.6.2	<p>This document gives points to consider to decide what “overconcentration” of holiday accommodation is. I feel that some guidance on the proportion of such properties should be given. Perhaps a maximum of in seaside villages and in towns and rural villages.</p> <p>I am particularly concerned that the planning dept has no control over the purchase of second homes by outsiders and in my experience second homes frequently become holiday lets.</p> <p>Does the Planning Committee have to give permission for the change of use to holiday lets? Is it aware of the extent of these changes?</p>	<p><b>Not Accepted</b></p> <p>The number of properties used as holiday accommodation varies greatly between settlements. In addition, the character of settlements varies. Therefore it is not possible to provide guidance on the proportion of holiday accommodation considered appropriate per settlement. In any case, criteria iii &amp; iv precludes the use of existing houses and the provision of such a facility within a primarily residential area. The proposed criteria in section 4.6.2 lists indicators which aim to define overconcentration of holiday accommodation.</p> <p>Planning Officers or Planning Committee have no control over second home ownership because people do not need planning permission to own a second home. The Planning Officers or Planning Committee have no control over the use of existing homes as holiday accommodation (Air BnB) as they do not usually need planning permission for change of use as they are the same use class.</p> <p>Planning Officers or Planning Committee do not have to give permission for the holiday accommodation but in refusing the application must state on what grounds the application is being refused. The criteria in 4.6.2 which aims to define overconcentration will help the Planning Officer or Planning Committee to make its decision.</p> <p>All proposed developments for holiday accommodation should conform to policy TWR2 of the Joint Local Development Plan. The Local</p>

Rep Id	Type of Comment	Organisation	Part	Summary of Representation	Officer Comments and Recommendation
					<p>Planning Authority and Planning Committee can refuse applications that do not conform, unless there are material considerations that outweigh the conflict with the adopted policy.</p> <p><b>Recommendation</b> No changes required to the SPG in light of this comment.</p>
8		Angela Gliddon	4.8	<p>I understand the wishes of planners to retain the existence of hotels but feel these suggestions are rather draconian. They are likely to lead to low morale among hotel proprietors and allow their hotels to become run down on purpose. This would be the opposite result to what is wanted.</p>	<p><b>Not Accepted</b> Comments noted however the Local Planning Authority has no control over the intent of hoteliers.</p> <p><b>Recommendation</b> No changes required to the SPG in light of this comment.</p>