

DELEGATED REPORT

Application No: P/24/0022

Site Address: Heddfan
Stable Yard
Upper Union Street
Dowlais
Merthyr Tydfil

Development: Change of use of part of annex to Air B&B

Case Officer: Rebecca Owens

Application Expiry Date: 2nd April 2024

Consultation reply date expired: 13th March 2024

APPLICATION SITE

The application site relates to a detached bungalow with a large outbuilding which is used as additional living accommodation situated within the Dowlais Conservation Area. The site is located within the confines of the Grade II Listed Dowlais Works Stables which is accessed via an archway through the former stable building.

PROPOSED DEVELOPMENT

This application seeks planning permission to change the use of the part of the outbuilding to short term holiday let accommodation (C6 use class). The submitted floor plans indicate that the dwelling and outbuilding would remain unaltered internally, as such, the dwelling would continue to provide two living areas and a kitchen at ground floor and two bedrooms and a bathroom at first floor, whilst the annex would provide studio type accommodation with a shared kitchen/living/bedroom area and a separate bathroom. Externally, there are no alterations proposed.

Supporting information confirms that the stays at the holiday lets are likely to be short term stays. The holiday let would be marketed on Airbnb.

PLANNING HISTORY

P/23/0149	Single storey rear extension (Lawful Development Certificate) Granted Subject to conditions on 12 July 2023
P/09/0120	Erection of extension to outbuilding and conversion of resultant outbuilding to living accommodation, garage, garden store, and other minor external alterations. Granted subject to conditions on 31 July 2009

CONSULTATION

Head of Engineering and Highways

No objection

PUBLICITY

In accordance with the Town and Country Planning (Development Management Procedure) Order (Wales) 2012, letters were sent to the adjoining properties and site notices were displayed within the vicinity of the site. No letters of objection were received following this publicity exercise.

POLICY CONTEXT

National Development Framework

- Future Wales: The National Plan 2040 (February 2021)

Policy 1 – Where Wales Will Grow

Policy 2 – Shaping Urban Growth and Regeneration – Strategic Placemaking

Policy 4 – Supporting Rural Communities

Policy 9 – Resilient Ecological Networks and Green Infrastructure

Policy 33 – National Growth Area – Cardiff, Newport and the Valleys

National Planning Policies

- Planning Policy Wales - Edition 12 (February 2024)

Paragraph 3.14 refers to context appraisal and states that these *‘...should be used to determine the appropriateness of a development proposal in responding to its surroundings. This process will ensure that a development is well integrated into the fabric of the existing built environment...’*

Paragraph 6.1.14 refers to conservation areas *‘...There should be a general presumption in favour of the preservation or enhancement of the character or appearance of conservation areas or their settings. Positive management of conservation areas is necessary if their character or appearance are to be preserved or enhanced and their heritage value is to be fully realised. Planning authorities should establish their own criteria against which existing and/or new conservation areas and their boundaries should be reviewed...’*

Paragraph 6.4.3 discusses biodiversity and states that *‘...the planning system has a key role to play in helping to reverse the decline in biodiversity and increasing the resilience of ecosystems, at various scales, by ensuring appropriate mechanisms are in place to both protect against loss and to secure enhancement...’*

- TAN's (Technical Advice Notes)

TAN 5: Nature Conservation and Planning (2009) – This TAN provides guidance on how the land use planning system should contribute to protecting and enhancing biodiversity and geological conservation.

TAN 12: Design (2016) – This TAN advises that the Welsh Government is strongly committed to achieving the delivery of good design in the built and natural environment, which is fit for purpose and deliver environmental sustainability, economic development and social inclusion at every scale throughout Wales.

TAN 13: Tourism (1997) – This TAN discusses tourism and states that '*...tourism makes a major contribution to the Welsh economy, provides employment in a wide variety of occupations and can bring benefits to local economies and communities in urban and rural areas...*'

TAN 24: The Historic Environment (2017) – This TAN refers to conservation principles and '*... recognises that the whole of the historic environment is a finite and shared resource. Every place has its own history, which has shaped its character and leaves tangible traces in its present form and fabric. This historic character makes each place unique and gives it a distinctive identity. Historic character should be taken into account in the management of change in order to sustain local distinctiveness and a sense of place. The use of an objective, structured approach to identify the elements of historic character and creating an evidence base is vital...*'

Local Planning Policies

- The Merthyr Tydfil Replacement LDP 2016-2031

Policy SW4: Settlement Boundaries

Policy SW11: Sustainable Design and Placemaking

Policy CW1: Historic Environment

Policy EnW1: Nature Conservation and Ecosystem Resilience

Policy EnW4: Environmental Protection

Policy EcW7: Tourism, Leisure and Recreation Development

PLANNING CONSIDERATIONS

The main issues to consider in the assessment of this application relate to whether the principle of the development is acceptable in this location and whether it would be an appropriate development in respect of its impact upon the character and appearance of the area, the residential amenity of neighbouring properties, ecology, parking provision and highway safety.

Principle of Development

The development seeks to change the use of a residential dwelling to a mixed use comprising a dwelling and a holiday let. Given that the property lies within the settlement boundary and the proposal seeks to continue to provide a residential use (albeit of a different nature), it would be acceptable provided it complies with other relevant policies.

The proposed development, in principle, would therefore comply with Policy SW4 of the LDP.

Policy EcW7 relates to tourism, leisure and recreation development. This states that within settlement boundaries development of this nature is generally supported, where they satisfy the Local Development Plans other policies.

Character and Appearance

The change of use would not include any alterations to the interior or exterior of the property. As such, the proposal would not have an adverse impact on the appearance of the property or the character of the wider area and would therefore not have a detrimental impact on the character of the street scene or the conservation area. The proposal would therefore comply with LDP Policies SW11 and CW1.

Residential Amenity

In terms of the impact the proposal would have on residential amenity, the main considerations would relate to the potential noise and disturbance the use would have on nearby occupiers. In terms of overlooking and loss of privacy, the dwelling and annex would not undergo any external alterations and in addition. As such, the proposed holiday lets would not be deemed to give rise to any significant overlooking or loss of privacy to surrounding properties.

It is accepted that the use of the dwelling and annex as holiday accommodation may result in some additional noise and disturbance, which is generally caused by the comings and goings of guests and/or the activities they engage in during their stay (since it is recognised that people behave differently when on holiday). However, the use of the property and outbuilding would be fundamentally residential in a nature and given the modest size of the holiday accommodation, it would only be able to accommodate a limited number of guests. Therefore, the noise and disturbance that would likely result from such a use would not be deemed significantly greater than that of a single dwelling with annex. The proposed use would therefore be acceptable in this instance and would accord with LDP Policy SW11.

Parking and highway safety

In respect of parking and highway safety, it is noted that the property accessed by a private Road and is served by a driveway which measures 26m in length and 5.7m in width. The Head of Engineering and Highways has indicated that four parking spaces would be required, which are not in tandem and should allow enough space for a vehicle to turn and manoeuvre. In response the applicant has submitted photographs showing three vehicles parked on the driveway (a further car can be parked in the garage). Whilst these vehicles cannot turn and manoeuvre within the site the fact that the property is accessed by a private road which is low in traffic would not warrant the refusal of this application. It should be noted that the proposed holiday lets would not increase the number of rooms and as such should not increase the demand for on-site parking. The requirement for on-site car parking would therefore be similar to that required for the existing dwelling and annex. Furthermore, the front highway, Upper Union Street, is a wide flat road which provides unrestricted on-street parking provision which would serve any guests who visit the property and/or the annex individually or simultaneously. The proposal would therefore accord with Policy SW11 of the LDP.

Ecology

In respect of ecology, no survey work would be required with regards to this proposal. However, in accordance with the Environmental Wales Act (2016), Welsh Government Circular 'Securing Biodiversity Enhancements' (2019) and Chapter 6 of Planning Policy Wales 12, enhancement measures and the submission of a Green Infrastructure Statement would normally be requested. However, given that the proposal would not have a detrimental impact upon protected species and relates to a change of use only without any external alterations, it would not be considered reasonable, in this instance, to request that these works be undertaken as part of this application.

CONCLUSION

The proposed development, for the reasons discussed above, is considered acceptable and should therefore be approved.

Finally, I have considered the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 ("the WBFG Act"). In reaching this decision, I have taken into account the ways of working set out at section 5 of the WBFG Act and I consider that this decision is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers well-being objectives set out as required by section 8 of the WBFG Act.

Accordingly, the following recommendation is made:

RECOMMENDATION: BE APPROVED subject to the following **CONDITIONS:**

CONDITIONS/REASONS:

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

Reason - To comply with Section 91 of the Town and Country Planning Act 1990.

2. The development shall be carried out in accordance with the following approved plans:

Site Location Plan, Received 6.02.2024

Floor Plans, Received 21.03.2024

Block Plans, Received 6.02.2024

Reason -To ensure compliance with the approved plans and clearly define the scope of the permission.

RECOMMENDATION ENDORSED




Director of Neighbourhood Services

DATE: 17.05.2024