

DELEGATED REPORT

Application No:	P/25/0213
Site Address:	Winfield 10 School Road Troedyrhiw Merthyr Tydfil CF48 4JS
Development:	Change of use from C1 (hotel/guesthouse) to C3 (House) for adults requiring care - Support living (vulnerable adults)
Case Officer:	Kate Glover
Site Visit:	5th August 2025
Application Expiry Date:	17th November 2025
Consultation reply date expired:	17th October 2025

APPLICATION SITE

This application relates to a large detached, 2 storey, four-bedroom guest house that is located within the settlement boundary. The site benefits from a parking area to the front, and a garden to the rear. The property is located in a residential street which comprises of terraced dwellings.

According to Natural Resources Wales, Flood Map for Planning indicates that a few meters of the northwest corner of the site is located within Flood Zone 2 (rivers).

PROPOSED DEVELOPMENT

Full planning permission is sought to change the use of the property from a guest house (C1 Use Class) to a residential care home (C2 Use Class).

The supporting information indicates that the property would cater for up to 4 vulnerable adults who would be offered support and care to enable them to live independently but with tailored one-to-one and 24 hour support where necessary.

The supporting information indicates that a maximum of 4 members of staff would be in attendance at the property at any time.

No internal or external works are required to the building. An additional parking space would be provided at the front of the property, and this would result in the number of parking spaces increasing from 4 to 5.

PLANNING HISTORY

P/18/0282 Change of use of building from a refuge (Sui Generis) to shared self catering holiday accommodation (Use Class C1)
Approved: 12 Oct 2018

CONSULTATION

The following bodies were consulted and their responses are presented below:

Planning Policy Officer:	No objection.
Head of Engineering and Highways:	No objection subject to condition.
Natural Resources Wales:	No objection
Environmental Health Manager:	No objection

PUBLICITY

In accordance with the Town & Country Planning (Development Management Procedure) (Wales) Order 2012, letters were sent to neighbouring properties and a site notice was displayed within the vicinity of the site. Following the submission of further information and amendments relating to an amendment to the site location plan, a further publicity exercise was undertaken with letters sent to neighbouring properties and to those who had made representations.

As a result of the publicity exercise 1 letter of representation have been received. The concerns raised are summarised below:

- Traffic generation and parking
- Potential issues regarding safeguarding and noise issues for neighbours

Due to the objections received this application has been referred to the local Ward Councillors to inform them of the responses received in relation to this application. It has not been requested that the application be presented to the planning committee. As such, it will be determined under the delegated powers by the Director of Neighbourhood Services.

POLICY CONTEXT

National Development Framework

Future Wales: the National Plan 2040 (February 2021) sets out a strategy for addressing key national priorities through the planning system, including sustaining and developing a vibrant economy, achieving decarbonisation and climate-resilience, developing strong ecosystems and improving the health and well-being of our communities.

National Planning Policies

Planning Policy Wales (Edition 12, February 2024)

- *Paragraphs 3.3 – 3.18 refer to good design and better places.*

- *Paragraph 3.11 refers to community safety noting that “Local authorities are under a legal obligation to consider the need to prevent and reduce crime and disorder in all decisions that they take. Crime prevention and fear of crime are social considerations to which regard should be given in the preparation of development plans and taking planning decisions. The aim should be to produce safe environments that do not compromise on design quality in accordance with the cohesive communities well-being goal”.*
- *Creating sustainable development through reducing the reliance on car journeys and maximising opportunities for peoples to make more sustainable and healthy travel choice is emphasised throughout PPW. Paragraph 3.12 highlights that “Good design is about avoiding the creation of car-based developments. It contributes to minimising the need to travel and reliance on the car, whilst maximising opportunities for people to make sustainable and healthy travel choices for their daily journeys. Achieving these objectives requires the selection of sites which can be made easily accessible by sustainable modes as well as incorporating appropriate, safe and sustainable links (including active travel networks) within and between developments using legal agreements where appropriate”. Paragraph 4.1.1 reiterates this noting “The planning system should enable people to access jobs and services through shorter, more efficient and sustainable journeys, by walking, cycling and public transport. By influencing the location, scale, density, mix of uses and design of new development, the planning system can improve choice in transport and secure accessibility in a way which supports sustainable development, increases physical activity, improves health and helps to tackle the causes of climate change and airborne pollution”. Similarity, Paragraph 4.1.37 notes that “Planning authorities must direct development to locations most accessible by public transport. They should ensure that development sites which are well served by public transport are used for travel intensive uses, such as housing, jobs, shopping, leisure and services”. In respect to car parking paragraph 4.1.51 notes “Parking provision should be informed by the local context, including public transport accessibility, urban design principles and the objective of reducing reliance on the private car and supporting a modal shift to walking, cycling and public transport”.*

The policies in PPW are supported by Technical Advice Notes (TANs), and relevant to this application is TAN 15: Development, Flooding and Coastal Erosion (March 2025) (TAN15).

Local Planning Policies

The following policies of the Merthyr Tydfil County Borough Council Replacement Local Development Plan (LDP) 2016-2031 are relevant to the determination of this application:

- SW4 Settlement Boundaries
- SW11 Sustainable Design and Placemaking
- SW12 Improving the Transport Network
- EnW1 Nature Conservation and Ecosystem Resilience

In addition, the application will be determined having regard to the advice contained within the following Supplementary Planning Guidance (SPG) Notes:

- Note 4, Sustainable Design.

- Note 5, Nature and Development.

PLANNING CONSIDERATIONS

Principal of development

The application site is located within the settlement boundary where new development is generally encouraged and supported by Policy SW4 of the LDP. The property is currently used as a guesthouse and is located in an established residential area where differing forms of residential use can be appropriately integrated. It is noted that the policy officer has raised a query regarding the loss of a community facility. In consideration of these comments, the guest house operates as a commercial enterprise and offers private accommodation for visitors to the area. Although the guest house could provide accommodation for people visiting friends and family in the area, the premises is not a facility which would typically support or serve the local community.

As noted above, the application site is within Flood Zone 2 Rivers and NRW have also advised that the site is located within a TAN15 Defended Zone. NRW have reviewed the plans and note that the proposed use would be highly vulnerable development but that the building is outside of the area which is identified as at risk of flooding.

NRW raise no objection to the proposal and refer to the limited extent and location of flood risk shown to be affecting the application site (and in the absence of a flood consequences assessment) consider the proposals could be acceptable, subject to the developer being made aware of the potential flood risks to these areas. In respect of the comments from NRW, the area of the site that falls within the identified Flood Zone is confined to an area which is a few meters in size and located on the northwest boundary of the site. The ground level of the building is higher than the land within the Flood Zone and due to this topography, the likelihood that the building would flood is further reduced. In relation to the development and emergency access, in the event of a flood there is access to the main roads via the highway network which is outside of the areas at risk of flooding.

As such the principle of the change of use to a care home is acceptable in respect of the loss of a guest house and is acceptable in respect of flood risk given the limited extent of the site which is identified as being at risk of flooding. A note can be incorporated into the decision notice regarding the potential flood risk at the site.

Character and visual amenity

The proposed care home would provide residential care for up to four people who would live at the property. The staff would be responsible for supporting the day-to-day needs of the residents to enable them to live independently, the operation of the care home would be similar to a C3 use where no more than six residents can live together as a single household and where care is provided for residents. Accordingly, the nature of the proposed use would be appropriately located within a sustainable residential area.

The proposed use would not be inconsistent with, nor impinge upon, the prevailing residential character of the area. Indeed, the property would retain its appearance as a large, detached, domestic property with a garden area and parking area.

There would be change to the physical appearance of the property and thus no harmful impact on the character or visual amenities of the wider street scene.

Accordingly, the development meets with Policy SW11 of the LDP.

Residential amenities

The impact of the proposed change of use on the residential amenity of neighbouring occupants is a material planning consideration, and it is recognised that sometimes a change of use can also result in increased comings and goings and impact on residential amenity through noise and disturbance.

In this case, there would be no more than 4 staff working at the property at any one time and the comings and goings would be akin to that of a residential property. Whilst there may be shift changes, it is not thought that the proposed use would give rise to any significant increase in traffic movements in the area or associated noise and disturbance than currently experienced by the use of the property as a guest house.

In respect of noise generated by the residents of the proposed care home, instances where there would be significant levels of noise and disturbance, which may cause a statutory nuisance, would be a matter for Environmental Health, who have not raised any objection to this proposal.

It is acknowledged that the objector has genuine concerns in relation to the proposed use and increases in noise and safeguarding of nearby residents. The supporting statement provides details on the management of the facility, and that there are policies and procedures in place for safeguarding and privacy in relation to the residents of the care home and others. Whilst the concerns of the objector are acknowledged, there is no objective evidence to indicate that the proposal would pose a risk to the safety of existing residents. The residents of the care home would be supervised and monitored by staff and it is reasonable to assume that any challenging behaviours would be appropriately managed by them. Notwithstanding this, planning controls are concerned with the use of land rather than the user and there are other measures outside of the planning system available to address any antisocial behaviour or matters of safeguarding through Environmental Health and/or the Police.

Having regard to the above, it is considered that the property would operate in a similar manner to a typical residential use, which would not give rise to significant adverse impacts on the amenities of neighbouring properties. Whilst there are concerns relating to the potential increase in noise and the safety of residents, there is little evidence to suggest the proposed care home would reasonably give rise to such activity. Therefore, the proposal complies with Policy SW11 of the LDP.

Parking and highway safety

The Head of Engineering and Highways has no objection to the proposal in terms of parking provision and recommends that any planning permission includes a condition to ensure that the parking area is only used for the parking of cars.

The property's car parking area is accessed directly from School Road, which is an adopted highway with a speed limited to 20mph. The proposal includes the provision of 1 additional car parking space and the existing 4 parking spaces and proposed space all measure 4.8m deep and 2.3m wide and would, therefore, meet with the requirements of CSS Wales Parking Standards 2008. It is recognised that the proposed parking space

may slightly reduce the area available for on street parking along School Road. However, given the modest alteration to the parking area, the additional parking space would not have any notable impact on on-street parking provision.

The residents of the care home are unlikely to drive and the number of staff present at the site would not be materially different from that of a dwelling falling under Use Class C3 and where 6 adults receiving care could live together. It is acknowledged that there may be other visitors to the property and would be served by one of the 5 parking spaces. In the event that the parking area associated with the property is full, parking would need to be met within the local highway network. It is recognised that on street parking in the area is available and no evidence has been provided to suggest that there is insufficient parking available along the street within the vicinity of the site. The site is also served by public transport with bus stops approximately 70m from the site and a railway station approximately 210m from the site. In addition, the proposed use is likely to result in a reduction in parking requirements of a 4 bedroom guest house which caters for customers and staff.

Thus, weighing up the above and noting that no objection has been received from the Head of Engineering and Highways, it is not considered that the proposal would give rise to highway safety concerns or impinge access to emergency vehicles. Therefore, the proposal complies with Policy SW11 of the LDP.

Ecology

In relation to ecology, local planning authorities seek to ensure that green infrastructure is protected, enhanced and the effects of climate change mitigated. The proposal raises no significant concerns in this regard given that no works are proposed to the building and the additional parking space would be located on an area of tarmac. The development would have minimal impact upon green infrastructure or biodiversity interests and would not have any significant impact upon climate change. Given the nature of the proposal, which largely to change the use of the property and the limited impact on the environment, ecological enhancements have not been sought in this instance.

Response to representations

It is acknowledged that a representation has been received which raises concerns that have largely been address in the above sections of this report. The following additional comment is made in response to the points in relation to safeguarding and noise:

It is noted that should the proposal be granted planning permission and the use is implemented that there is potential for the property to then be used for other purposes, such as housing for adults with additional care needs. The C2 Use Class relates to properties providing residential care and which are generally appropriate within a residential area.

Conclusions

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") has been taken into consideration when determining this application. In reaching the following recommendation, the ways of working set out at section 5 of the WBFG Act have been

considered and thus the proposal 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.

Having regard to the policy context above, the proposal is considered to be acceptable and the following recommendation is made:

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

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:

Drawing Title: Parking Layout Within Grounds, Drawing No: P01, Received on 21 October 2025.

Drawing Title: Proposed Layout First Floor, Received on 28 July 2025.

Drawing Title: Proposed Layout Ground Floor, Received on 28 July 2025.

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

3. Prior to the beneficial use of the development hereby approved, the parking area shall be provided in accordance with approved plan Drawing Title: Parking Layout Within Grounds, Drawing No: P01. The parking area shall only be used for the purposes of parking in relation to the care home and shall be kept free for that use for the lifetime of the development.

Reason - In the interest of highway safety and to accord with Policy SW11 of the Merthyr Tydfil County Borough Council Replacement Development Plan (2016-2031).

INFORMATIVES

1. This planning permission does not provide consent to undertake works that require a European Protected Species (EPS) licence. All bats and their roosts are protected under UK and European legislation. It is an offence to deliberately kill, injure, capture or disturb a bat or to recklessly damage or destroy their breeding sites or resting places.

If works are planned on a building/tree in which bats are found to be roosting, Natural Resources Wales (NRW) must be contacted. on 0300 065 3000 or at <https://naturalresources.wales/permits-and-permissions/species-licensing/apply-for-a-protected-species-licence/bat-licences/?lang=en>.

If work has already commenced and bats are found, or if any evidence that bats are using the site as a roost is found, work should cease and NRW should be contacted immediately.

Under these circumstances, an EPS licence is likely to be required to undertake the works within the law.

2. All birds, their nests and eggs are protected by law under the Wildlife and Countryside Act 1981 (as amended) while they are breeding.

If works to any trees, hedgerows and/or other nesting bird habitat (including buildings with suitable features) are to be undertaken, they will take place outside of the bird nesting season. If the works must be undertaken during the nesting season (generally from 1st March until 31st August, although birds are known to nest outside of these dates in suitable conditions), a breeding bird survey will be required and must be carried out by a suitably qualified ecologist. Any active nests identified will be protected until the young have fledged.

Where a Schedule 1 species (as defined in the Wildlife and Countryside Act - <https://www.legislation.gov.uk/ukpga/1981/69/schedule/1>) is involved, compensation for impacts, e.g., loss of nesting sites, will be devised and implemented.

3. The application site lies partially within Flood Zone 2 (Rivers) as defined by the Flood Map for Planning referred to in Technical Advice Note 15: Development, Flooding and Coastal Erosion (March 2025) (TAN15). You may wish to undertake a Flood Consequence Assessment (FCA) for your own benefit and incorporate flood resistant and resilient measures into the proposal. You should refer to TAN15 for further information, in particular Sections 6 and 13.

RECOMMENDATION ENDORSED



Director of Neighbourhood Services

DATE: 06.11.2025