

Replacement Local Development Plan 2018-2033

Background Paper

BP52: Second homes and short-term holiday lets

Deposit Plan

October 2024



Mae'r ddogfen hon ar gael yn Gymraeg hefyd.

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a darganfod**

**Conwy County, the right environment to live,
work and discover**

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1. Introduction

- 1.1 This is one of a series of Background Papers accompanying the Replacement Local Development Plan (RLDP). When the Council publishes its Deposit Plan, it must also explain how the policy has been formulated based on the evidence base available to the Council at the time.
- 1.2 The level of second homes and holiday lets is a contentious issue in some areas. Impacts can be wide. Local households are not always able to afford the local house prices, and move away from their community. Residences that are not occupied permanently mean that there are fewer residents who regularly use the local facilities and services, such as schools, libraries, local shops and leisure facilities. A threshold population is required to sustain these uses. Without them, a community becomes unsustainable and the character of the locality is also at threat. Rural settlements are more at risk of these impacts than urban ones are due to the smaller size and isolated location. There are, however, negative impacts in urban areas, where localised concentrations can impact on matters such as residential amenity and parking.
- 1.3 The purpose of this background paper is to detail the policy approach for managing second homes and/or short-term lets through the RLDP. It does not identify any potential Article 4 areas, as these will be progressed separately.

2. National legislation, planning policy and guidance

- 2.1 The Co-operation Agreement between the Welsh Government and Plaid Cymru (2021) includes a commitment to address the issue of second homes in communities in Wales. It states that they will:

“Take immediate and radical action to address the proliferation of second homes and unaffordable housing, using the planning, property and taxation systems. Actions being planned include a cap on the number of second and holiday homes; measures to bring more homes into common ownership; a statutory licensing scheme for holiday lets; greater powers for local authorities to

charge council tax premiums and increasing taxes on second homes. We will explore local authority mortgages.”

2.2 In March 2022, Welsh Government announced an increase to the maximum level of council tax premiums for second homes and new local tax rules for holiday lets, which will apply from April 2023:

- Local authorities will be able to set council tax premiums of up to 300% on second homes and long-term empty properties. Councils can decide the level which is appropriate to their local circumstances, and can set different premiums to second homes and long-term empty dwellings.
- The criteria for self-catering accommodation being liable for business rates and not council tax will increase to being available for let for at least 252 days, and actually let for at least 182 days in a 12-month period.

2.3 WG is establishing a statutory licensing scheme for all visitor accommodation providers in Wales, as committed to in their Co-operation Agreement with Plaid Cymru. The initial stage is to set up a registration scheme, before a licensing scheme is introduced. A statutory licensing scheme could:

- Provide the mechanism to address concerns on compliance, requiring operators to show evidence that they have certain requirements, such as the correct insurance, confirmation of planning status, evidence of a fire risk assessment, a gas safety certificate, and proof of electrical safety;
- Provide a comprehensive database of exactly who is operating in the industry as it is currently not possible to determine how many visitor accommodation businesses there are in Wales, or in any given community.
- Be a valuable tool in understanding the scale and nature of the sector.

2.4 The new planning powers came into place on 20th October 2022. This included changes to the use classes order:

- Class C3: Dwellinghouses used as sole or main residences
- Class C5: Dwellinghouses, used otherwise than as sole or main residences
- Class C6: Short-term lets

- 2.5 Local planning authorities can use Article 4 Directions on a specific area, where planning permission will be required to change use from a C3 to a C5 or C6 use. Changes from a C5 or C6 use to a C3 will be permitted without the need for planning permission.
- 2.6 National planning policy was also updated as part of this. Para 4.2.5 of Planning Policy Wales states that local planning authorities could introduce a cap or ceiling on the number of second homes or short-term lets in a designated area. Para 4.2.27 states that this should be evidence based, including consideration of localised affordability issues.
- 2.7 PPW recommends a coordinated approach. This could include identifying sites in development plans for new homes which are limited to sole or main residences for local market housing and/or the introduction of Article 4 areas where planning permission may be required to change use from a main residence to a second home or short-term let.
- 2.8 Should an Article 4 area be introduced, all new build properties in the designated area will need to have a planning condition attached to them, which restricts their use as a second home or holiday let.
- 2.9 PPW encourages tourism where it contributes positively and also recognises the needs of visitors and local communities. Supporting existing tourism areas and new tourism provision is encouraged. It also outlines that in some areas, it may be necessary to limit new development to avoid damaging the environment or the amenity of residents and visitors.
- 2.10 For rural areas, PPW considers tourism a key part of a healthy and diverse rural economy. It promotes diversifying and supporting the rural economy. Tourism is one way for rural businesses to diversify.

- 2.11 Future Wales: the National Plan also promotes tourism as a key part of the Welsh economy. It suggests that sustainable forms of tourism should be explored.

3. Regional policy links

- 3.1 The Well-being of Future Generations (Wales) Act 2015 places a statutory requirement on each Public Services Board to produce a Local Well-being Plan for their area. The objective of the [Conwy and Denbighshire Well-being Plan \(2023-2028\)](#) is to make Conwy and Denbighshire a more equal place with less deprivation. The plan has identified four key themes to support this:

- Well-being – Communities are happier, healthier and more resilient in the face of challenges, such as the Climate Change and Nature Emergency, or the rising cost of living.
- Economy – There is a flourishing economy, supported by a skilled workforce fit for the future.
- Equality – Those with protected characteristics face fewer barriers.
- Housing – There is improved access to good quality housing.

4. Local policy links

- 4.1 Relevant goals from the [Conwy Corporate Plan 2022-27](#) are included below:

- Long-term goal 3: People in Conwy live in a county that is prosperous, has less poverty, and supports learning and skills
- Long-term goal 4: People in Conwy have access to affordable, appropriate, good quality accommodation that enhances the quality of their lives.

- 4.2 The [Conwy and Denbighshire Well-being Plan \(2023-2028\)](#) identifies the availability of housing as a key area to help deliver the overall aim of 'A more equal Wales'. It identifies the following step, which is relevant:

“Review the amount of available housing in our county to ensure that there is quality provision that meets the needs of residents, assisting them to lead independent lives in appropriate accommodation for as long as possible”.

- 4.3 [Conwy Economic Growth Strategy](#) 2017-2027 supports delivering the economy related priority in the Corporate Plan. Ambition 4, to develop the night-time economy and a winter tourism offer across the county making Conwy a year round visitor destination, is relevant. The Strategy also highlights the need for rural sustainability, safeguarding the family farm and succession planning for our future farms.
- 4.4 [Destination Conwy Management Plan](#) 2019-29 sets a vision and priorities for the area for tourism, which is a vital part of Conwy’s economy. It seeks to co-ordinate the aspects of a destination that contribute to a visitor’s experience, taking account of the needs of visitors, local residents, businesses and the environment.
- 4.5 [Creu Conwy – Cultural Strategy](#) 2021-26 puts the arts, culture and heritage at the heart of community life in Conwy County. These play a key part in the character of the County Borough. Llanrwst is identified as a Launchpad, where people, ideas and creativity is brought together. The strategy recognises the role that facilities such as churches, chapels, schools and pubs have, and seeks to support strong links between these and the Launchpads.
- 4.6 [Conwy Library & Information Strategy 2021-2026](#) sets how the Council will deliver library services. It links to the Corporate Plan priority to develop our libraries into Community Hubs that provide a wide range of services and activities.
- 4.7 [Welsh in Education Strategic Plan Conwy 2022-32](#) supports the vision to ensure that all pupils in the county have fluent and confident linguistic skills in Welsh and English. Welsh medium / bilingual education is one of the main methods for ensuring that children can develop their Welsh language skills as well as create new Welsh speakers.

- 4.8 [Kickstarting Place Planning in Rural Conwy](#), explores community led plan making for rural communities. It considers the challenges rural communities face, and options available to support them. It summarises the following for housing challenges in the area:

“A growing interest to live in the countryside has pushed up house prices and rents and rural homes are being turned into holiday accommodation. The lack of housing for local people has severe impacts on rural communities, rural businesses, and the economy in rural areas and is viewed as a key contributor to labour shortages.

A more diversely aged population could support a wider range of local services and businesses, but this relies on a sufficiently diverse supply of homes. This is recognised by the planning system, which is increasingly encouraging and enabling rural development, particularly for affordable housing. However, provision of disproportionate sized estates on larger rural settlements can impact upon character, so careful, balanced approaches are needed. There is increasing interest in rural enterprise dwellings, one planet developments and community-led housing schemes.”

- 4.9 The [Local Housing Strategy 2018-23](#) sets out the Council’s visions and plans for housing in Conwy County Borough. The key themes and objectives of the strategy are relevant:

- **Affordable housing:** We will increase the supply of affordable housing options for those with lower incomes.
- **Appropriate housing:** We will work towards meeting the diverse accommodation and support needs of everyone in our county now and in the future
- **Quality housing:** We will improve the condition and energy efficiency standards of our housing.

- **Informed choices:** We will ensure people understand their housing options to enable them to make an informed decision.

- 4.10 Conwy [Local Housing Prospectus](#) has been developed to provide Registered Social Landlords (RSLs) and other stakeholders with the information they need to make informed decisions about where to search for land and property to deliver new affordable housing. It provides a summary of the affordable housing demand in Conwy and the strategic housing priorities for the next 12 months.
- 4.11 The Local Housing Market Assessment (2022-37) estimates the level of affordable and market household need in the County Borough. Applying this to the remaining RLDP timeframe estimates that 2,295 households are in need of social housing, 1,335 households are in need of intermediate housing and 1,290 households are in need of open market housing. See Background Paper 11 for more details.
- 4.12 The level of empty homes in Conwy CB is above the Welsh average. [Conwy Empty Homes Strategy 2019](#) sets out how the Council will address this, through returning them to use and therefore providing accommodation. Some are returned as affordable units.
- 4.13 The [Rapid Rehousing Transition Plan 2022](#) sets out how the Council will work towards achieving Welsh Government's vision to making homelessness 'rare, brief and unrepeatable'. The high level of 'ineffective properties', which includes second homes and short-term lets is raised as an issue.
- 4.14 In October 2024, the Council made the following determinations:
- Charge a 150% Council Tax Premium for second homes from 1 April 2025
 - Charge a 200% Council Tax Premium for long term empty homes that have been empty for up to 5 years or less from 1 April 2025
 - Charge a 300% Council Tax Premium for long term empty homes that have been empty for 5 years or more from 1 April 2025

- Agree an indicative level of premium of 200% on both categories from 1 April 2026, with an increased premium of 300% for long term empty properties which have been empty for 4 years or more, subject to review during 2025/2026

5. Policy options

5.1 There are three policy options that this paper will consider for inclusion in the RLDP. The first is a planning condition on new-build dwellings, which limits their use to main residences only, and so restricting second home and short-term let use. This will be introduced in areas or development types where the evidence justifies it.

5.2 Background Paper 69: Rural Housing considers this policy approach in the RLDP Rural Development Strategy Area. The paper concludes the following (para 7.3.2):

“The data above indicates that it would be beneficial for small settlements in the RDSA to have C3 occupancy restrictions placed on new build properties. The indicators above show that there is a lack of housing supply in these settlements, which is having a negative impact on affordability and the ability of local households to purchase on the open market. Therefore, ensuring that any open market and local need market housing built in future remains in the permanent housing stock would be beneficial. It would not apply retrospectively, so will not impact existing dwellings”.

5.3 The second policy option links with any new potential Article 4 areas. The RLDP could include a policy that would set an appropriate threshold where planning permission would be required to change use from C3 to the newly formed C5 and C6 use classes, and / or allow a cascade where change of use could be permitted, should the dwelling have been marketed appropriately at a reasonable rate for C3 use for a certain time period for example. This paper considers the evidence for setting an appropriate threshold.

- 5.4 The third policy option links with para 4.2.10 of PPW where housing sites can be identified in development plans, which are limited to C3 use only.

Background Paper 69: Rural Housing considers this for the RLDP Rural Development Strategy Area. There is a site allocation for housing in Llanrwst. The background paper concludes that there is insufficient evidence to justify this restriction at this stage (para 7.3.3). This paper will consider urban areas.

6. Threshold

- 6.1 Should the local planning authority progress an Article 4 Direction in future to manage the levels of second homes and holiday lets in a specific area, a threshold will be required in a policy so that planning applications can be assessed against this level. National planning policy is silent on what this threshold should be. Local planning authorities can identify their own, to ensure it reflects their local area. It is important that the threshold is at a level which sets an appropriate balance between managing any adverse impacts on the local community from an over concentration of these uses, but supports tourism and other needs for second homes.
- 6.2 Research conducted in the Lake District¹ recommended that thresholds of 20% and 10% are applied for managing these uses to ensure communities are sustainable. Northumberland County Council has progressed a principal residency policy, which applies to communities with 20% or more unoccupied household spaces. This is from the 2011 Census and includes some vacant dwellings and second homes, but excludes business properties (registered holiday lets). Whilst these comparisons are useful, care needs to be taken to ensure that the Welsh language is considered for policies affecting Conwy County Borough, where there are high proportions of Welsh speakers in some communities.
- 6.3 In some ways, the impact of concentrations of second homes and holiday lets on the local community is similar to areas with concentrations of Houses in

¹ South Lakeland District Council, Lake District National Park, Cumbria rural Housing Trust and Eden District Council (2010) Review of Second Home Data and Assessment of the Effects Second Homes are Having on Rural Communities

Multiple Occupation (HMOs). The RLDP proposes a policy for managing HMOs and applies a threshold of 10% (see Background Paper 12 for more details).

- 6.4 Gwynedd and Eryri local planning authorities have progressed a 15% threshold for second homes and holiday lets when progressing their Article 4 areas to manage these uses. There are benefits through applying a consistent threshold in Conwy local planning authority area, for example, through avoiding displacement within the Article 4 areas. It also allows for joint working and sharing of good practice in future.
- 6.5 Detailed analysis of point level data showing second homes and short-term holiday let locations has shown that there are small clusters of concentrations of these uses. When looking at a larger area such as Community Council or Electoral Ward, these smaller clusters are missed. This localised impact can also occur with HMOs. To manage this, a 50metre has been found to be beneficial (see Background Paper 12).

7. Housing market impacts

- 7.1 The headlines below give a general overview of housing in the County Borough.
- There are 58,050 dwellings in Conwy County Borough.
 - One fifth of the total housing stock is detached properties. 15% are terraced, which is low compared to the Wales average (29%).
 - In March 2021 there were 7,010 dwellings within the social housing sector. This was 129 for every 1,000 households, which was significantly below the all-Wales level of 175 for every 1,000 households. Conwy County Borough has a much higher proportion of sheltered and extra care housing in its social housing stock than the Welsh average.
 - Between 2018 and 2033, 4,300 new homes are needed (including contingency). To date, 1,435 new homes have been built since the start of the RLDP period.

- There are relatively low levels of social renting within the housing market in Conwy County Borough and higher than average levels of private renting and home ownership (particularly for those who own their homes outright).
- In 2021 there were 52,250 households in Conwy County Borough. Household numbers are expected to increase by 1,850 (3.4%) between mid-2020 and mid-2030. Average household size is expected to fall from 2.16 to 2.13. The biggest factor in this change is the expected growth in the number of single person households.
- Most single person households are pensioners living alone. In 2021 there were 9,300 lone pensioner households in Conwy County Borough – this was 18% of all households. As life expectancy increases and the large post-World War II baby-boomer generation reaches pension age we can expect to see the number of lone pensioner households increase.
- In April 2025 the number of applicants on the social housing register was 1,563. The number of applicants on the social housing register has been decreasing since October 2024 due to reviewing applications being a key focus over the last 12 months for the social housing register team to improve accuracy. Although the number of applicants on the social housing register has decreased since October 2024, the number of applicants registered as of 1st April 2025 is 68% higher than 1st April 2020.
 - Over half of applicants on the waiting list want a one bedroom property, whereas 31.4% of social housing dwellings in Conwy CB are one bedroom properties.
 - The average (median) time spent on the waiting list for all applicants who are still on the list is 859 days. This has risen from 371 days in April 2020 (pre-pandemic).
- In September 2021 there were 2,063 households on the Tai Teg register who wanted help to find affordable housing in Conwy County Borough.

- In 2022/23 Conwy County Borough Council dealt with 1,089 households that needed assistance to prevent or relieve homelessness. The overall rate per 10,000 households is higher than for North Wales (208.5 compared to 165.6).
- In March 2023, Conwy County Borough had 318 homeless households housed in temporary accommodation. The overall rate per 10,000 households is higher than the North Welsh average – 60.88 compared to 48.38.
- Conwy County Borough has a higher rate of households containing children in temporary accommodation than the North Welsh average (94.92 compared to 47.97).
- Around 1,680 household in the County Borough could be classed as overcrowded under the all-rooms definition. Rates of overcrowding are similar to the North Wales average.
- In 2023, the average (median) house price in Conwy CB was £202,000. House prices are 40% higher than they were 10 years ago.
- The relatively high cost of buying a home in the area has been an issue of concern for a long time. The current average house price is more than 3.7 times what it was in April 2000 (which is around the time of the start of the last big housing boom). By comparison, average full-time wages are only about 1.9 times what they were in 2000.
- At the median level, the income to houseprice ratio for Conwy CB is 1:5.99. Even with a 20% deposit – which brings the ratio down to 1:4.79 – housing at the median price is out of the reach of people with average household income.
- In February 2024 there were 9,850 households who were recipients of housing related benefits. This was decrease of -25 households on the previous year, but was higher than was seen before the pandemic (14% higher or 1,200 more households).
- Conwy County Borough has a lower proportion of properties in the A and B council tax bands than is the national average (23.6% compared to 35.3%). This implies there are proportionally fewer of the lowest value

properties within the dwelling stock than is found across Wales as a whole.

- In August 2023 there were 9,760 households who were receiving housing related benefits in Conwy County Borough.

7.2 The following section considers housing affordability in more detail. The table below shows median house prices for the different house types by RLDP strategy area. The median house price varies by strategy area, from the lowest at £200,000 in the East, compared to the highest of £222,500 Creuddyn. When looking at specific house types, the differences are much larger. Detached ranges from £250,000 in the East to £345,000 in the West. Flats ranges from £87,000 in the East to £138,000 in Creuddyn. Semi-detached properties range from £177,000 in the East to £220,000 in the West. Terraced properties range from £136,000 in the East to £189,000 in Creuddyn.

Figure 1: table showing house prices (median) by accommodation type (2024)

Area	All house types	Detached	Flats	Semi-detached	Terraced
Conwy County Borough	£210,000	£303,100	£125,000	£200,000	£165,050
West strategy area	£217,500	£345,000	£122,000	£220,000	£158,000
Creuddyn strategy area	£222,500	£341,000	£138,500	£217,000	£189,000
Central strategy area	£205,000	£319,000	£124,000	£205,000	£153,500
East strategy area	£200,000	£250,000	£87,000	£177,000	£136,000
Rural strategy area	£210,000	£355,000	£120,250	£180,000	£172,000

Source: Land Registry Price Paid data

Note: Rural area includes Eryri National Park

7.3 The table below looks at the affordability of properties at median and lower quartile house prices when compared to median income. A house price to household income ratio (or multiplier) gives some indication of how affordable housing is in the area for first time buyers. Typically a ratio of 3 to 4 times income is needed to be able to afford a mortgage. WG provided data for the LHMA, which shows that the average house price to income ratio for those who have purchased a home in Conwy County Borough is 4.4.

- 7.4 In 2024, the ratio for average (median) house price to median income was 5.7 for Conwy CB, which is higher than the ratio of 4.4 for recent property purchases. Even if a buyer has managed to save a deposit, the median price is out of the reach of people with average household income. This ratio is slightly higher than for Wales (5.4). The Rural strategy area has the lowest ratio at 5.5. The East strategy area has the highest at 6.0.

Figure 2: table showing house prices (median) by accommodation type (2024)

Area	Median house price	Lower quartile house price	Median household income	Median house price ratio	Lower quartile house price ratio
Wales	£200,000	£140,000	£36,900	5.4	6.6
Conwy County Borough	£210,000	£160,000	£36,700	5.7	7.6
West strategy area	£217,500	£152,000	£37,250	5.8	7.1
Creuddyn strategy area	£222,500	£165,000	£38,000	5.9	7.6
Central strategy area	£205,000	£143,500	£36,250	5.7	6.9
East strategy area	£200,000	£157,500	£33,600	6.0	8.1
Rural strategy area	£210,000	£167,500	£38,450	5.5	7.6

Source: Land Registry Price Paid data

Note: Rural area includes Eryri National Park

- 7.5 Though it is seemingly more affordable, housing in the lower quartile range is mostly smaller properties (for example one bedroomed properties and/or converted flats) or those which need a lot of refurbishment. Previous research of properties sold in Conwy CB that are in the lower price range also include a significant number of retirement apartments, which have restrictions about who can buy them. We cannot assume that these cheaper properties provide suitable accommodation for all first time buyers.

8. Welsh language

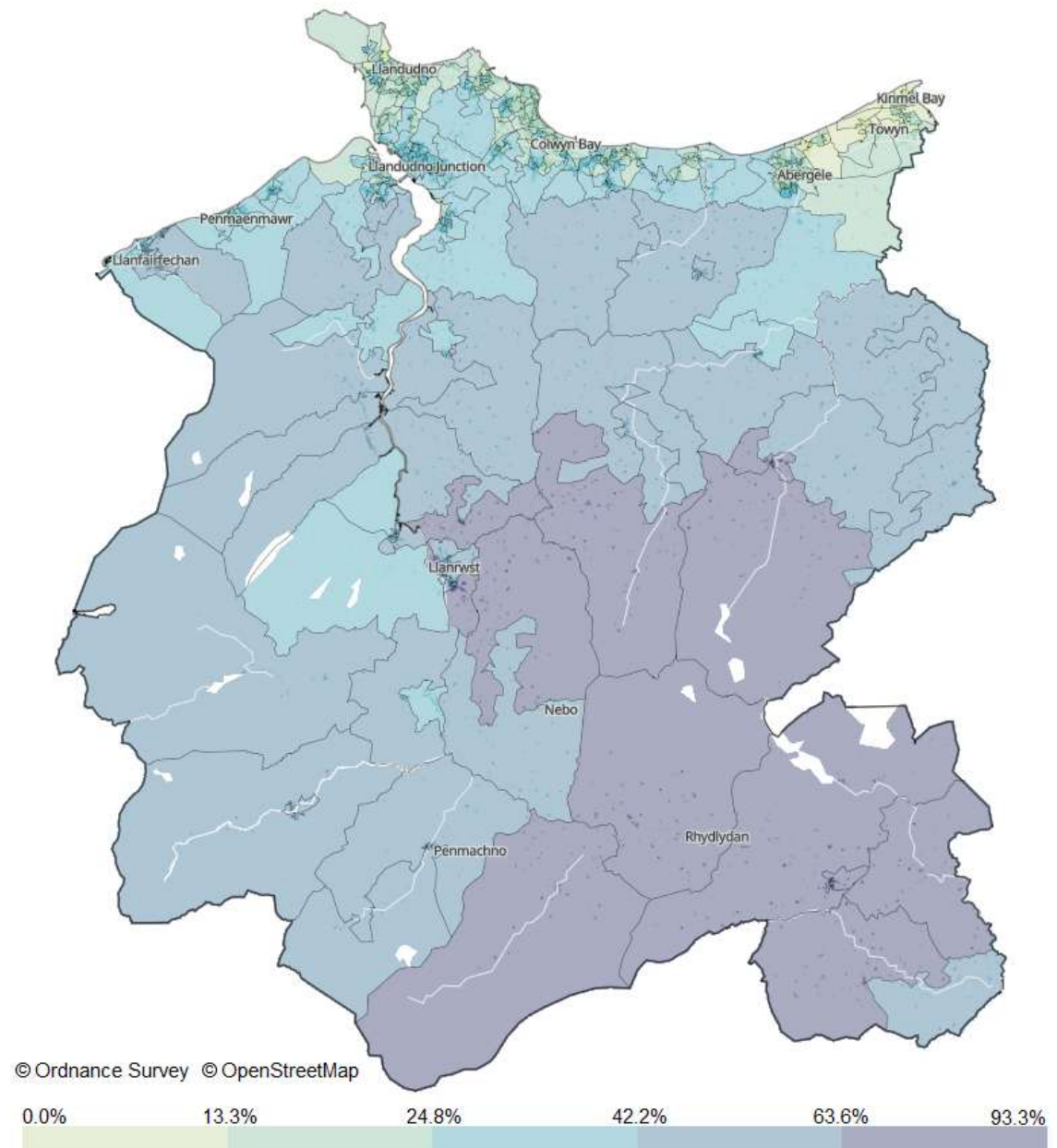
- 8.1 It is difficult to assess the impact the number of Second Homes on the Welsh language. Rural areas of Conwy County Borough are Welsh 'heartlands', where there is a high proportion of residents who can speak Welsh. Local families having to live elsewhere due to being unable to live in their local

community, could negatively impact on the Welsh language. The Second Homes: Developing new policies in Wales, states that “the conversion of more dwelling houses into second homes could be very detrimental to the Welsh language as well as being unacceptable from a social justice perspective.”

- 8.2 The Census is the most reliable and detailed source for data on Welsh speakers. In the 2001 Census, it states that 29.2% of the population in Conwy aged 3 years old and over can speak Welsh. In 2011, this dropped to 27.4%, but is still considerably higher than the all-Wales figure of 19.0%. In 2021, this had fallen further to 25.9% in Conwy County Borough. There were variances in this, with higher percentages generally found in the rural areas. Crwst (57.4%), Eglwysbach (53.7%), Gower (60.7%), Llangernyw (61.9%), Llansannan (59.5%), Uwch Conwy (61.8%) and Uwchaled (64.3%) are the areas where over half of the population speak Welsh. These are all in the rural area. Appendix 3 shows a full breakdown by Town and Community Council and the change over time.
- 8.3 Census data is also released at very small output area level. The map below shows the proportion of people who can speak, read or write Welsh at this level across the County Borough. This shows much bigger differences, with some rural areas with 93.3% of residents able to speak, read or write Welsh, compared to 0.0% in some coastal areas.

Figure 3: map showing can speak, read or write Welsh by Output Area (2021)

Source: 2021 Census, Office for National Statistics



9. Economic impacts

- 9.1 The quality, level and type of accommodation available locally has a significant impact on the tourism sector. Over the last 10 years, the nature of tourism accommodation has changed, seeing an increase in self-catering

accommodation, such as short-term holiday lets. They are an important part of the tourism offer in Conwy County Borough and it is important that there is sufficient supply of these types of accommodation, balanced with managing the levels of them appropriately. The tourists staying at these properties will spend in the local area on food, shopping, other services and activities. This supports the local economy and provides employment.

10. Community impacts

- 10.1 The effects of a concentration of second homes and or short-term lets on communities can be wide. Residences that are not occupied permanently mean that there are fewer residents who regularly use the local facilities and services, such as schools, libraries, local shops and leisure facilities, particularly in rural areas. A threshold population is required to sustain these uses. Without them, a community becomes unsustainable and the character of the locality is also at threat. Rural settlements are more at risk to these impacts than urban ones are due to the smaller size and isolated location. It is not possible to provide specific data to measure these impacts, however, the following topic areas will highlight the potential impacts a high level of these uses can have on a community.
- 10.2 The Public Health Team at Betsi Cadwaladr University Health Board has provided advice on the health and wellbeing impacts. This is available in Appendix 1.

Placemaking and neighbourhood amenity

- 10.3 Changes to C6 short-term holiday lets can have a negative impact on placemaking and residential amenity. Antisocial behaviour, noise and disturbance can be increased. There can also be issues with waste management, traffic and parking. The increased frequency in arrivals and departures can also change the character of an area.
- 10.4 Second homes can also impact placemaking and neighbourhood amenity. Properties are only used part of the year, leaving them vacant at other times.

a large number of vacant homes can have negative impacts locally on the streetscape and community safety.

School impacts

- 10.5 A high level of second homes and holiday lets can cause a negative impact on local schools. Should more dwellings being used as second homes or holiday lets result in the loss of local population due to families having to leave the area. In some cases in Wales, the fall in pupil numbers has resulted in school closures which have negative impacts not only on the community as a whole, but also for sustainability, where pupils will have much longer distances to travel to school some cases. It could also lead to an increased financial cost to the Council for school transport.
- 10.6 In rural areas, it can be difficult recruiting staff to school positions. Should there be a fall in the permanent population locally, this could cause recruitment difficulties.

Health and social care impact

- 10.7 There is currently a shortage of residential care home places in the rural areas of the County Borough. Almost all care homes have reported vacancies for health care assistants, senior health care assistants, nurses and domestic staff which they report has impacted on their ability to take on new placements. For care in the community, it is also difficult to recruit and retain staff. The result can be having to use agencies to provide the care, which comes at significant cost the Authority. Some contracts have been handed back to the Authority, as a result of this. The limited number of care homes that are operating in the rural areas, could be at risk of closure due to being unable to employ permanent staff and the resulting financial cost.
- 10.8 Unpaid carers are a key part of providing care for many. They provide unpaid support and/or care to one or more people because they are older, ill, vulnerable or have a disability. It is often provided by family members, friends or neighbours. It can be provided at home, at someone else's home or from a distance. Unpaid carers may provide care on a temporary or permanent basis

and caring can include physical, practical, emotional and mental health support. They also play a key role in the preventative service approach, which is recognised in the Social Services and Well-being (Wales) Act 2014. It is vital that they too are able to stay living local to their community and extended family.

10.9 There are well-being benefits to a person requiring care if that care is provided in the local community, whether it be in their own home or in a residential service. Social isolation is a risk if a person is living some distance from their family and friends. Local councils have a duty to promote the wellbeing of people who need care and support and unpaid carers who need support, as outlined in the Social Services and Well-being (Wales) Act 2014.

10.10 Information from the Population Needs Assessment 2022 detailed that many care homes and domiciliary care providers find it difficult to follow through with the provision of a Welsh speaker. The health and social care sector has a duty to ensure the service users are able to access the service in their preferred language. The 'Active Offer' is the key principle within the Welsh Governments strategic framework for Welsh language services 'More Than Just Words'. This means that people should be offered services in Welsh without having to ask. Accessing services in Welsh is an important element of care and support provision across all patient groups. However, some groups have a greater need to receive their services in Welsh. For these groups, the Welsh language should be viewed as an even more fundamental element of service provision. These groups are:

- Children and young people
- Older people
- People with learning disabilities
- Mental health service users
- Dementia services
- Stroke services
- Speech and language therapy services

- 10.11 As shown above in Section 8, there are higher concentrations of Welsh speakers in the rural communities. It is, therefore, likely that service users in this area will be more likely to access and require services in the Welsh language.
- 10.12 A key element of ensuring that services across the health and social care sector are available in the medium of Welsh, in line with the principles Active Offer, is recruitment and retention of a workforce with Welsh language skills. To achieve this, they must be able to live in the community they work. The current economic situation with rising inflation and fuel costs, and wider cost of living pressures in early 2022 are creating instability for domiciliary care providers and their staff for example in-work poverty. Ensuring that there are appropriate housing choices for care staff in rural areas, is therefore, key to providing care provision through the Welsh language.
- 10.13 In terms of health care provision, a high level of second homes and holiday lets has a different impact. A falling local population can impact the viability of health service provision in local areas, as funding is received for the number of registered patients. Temporary residents do not attract additional funding. GP surgeries. The influx of second home owners and tourists staying at short-term holiday lets, can then put pressures on services during peak holiday times.

Waste collection

- 10.1 The Council provides a domestic waste collection service. For second homes, due to them being unoccupied for a portion of the year, the net cost of disposal/processing of waste would be lower and no change to the cost of collection as the vehicles will visit the property as scheduled.
- 10.2 Short term holiday lets should be on a trade waste collection, where they would pay separately for the service, but in practice this rarely happens. They often produce more waste due to occupation generally being higher than would be expected for the size of property. Weekly turnover in itself creates

waste (leftover food etc) and visitors may come from areas where not everything is recycled e.g. food waste.

10.3 In more remote rural areas, it is not always feasible or cost effective to provide a weekly trade refuse collection, with such properties being collected on the domestic waste rounds. Large numbers of short term lets in such areas may cause capacity issues on the domestic rounds due to higher volumes of waste.

10.4 Being able to more accurately identify and quantify the number of existing short-term lets in an area would be beneficial to the waste and recycling collection service as it would enable better route design and service planning, together with full cost recovery for services provided to commercial customers.

Leisure services

10.5 The Council currently has a leisure centre and swimming pool in Llanrwst, and holds various exercise classes in rural communities. These provide important health and wellbeing services for local communities. Some second home owners and holiday makers may use the leisure facilities on offer. A decline in full-time residents using these facilities and attending the classes could impact on their viability in future, as a certain threshold of population is required to sustain them.

10.6 Residents living in the rural areas will also attend leisure provision on the coast, but for many, this will involve needing to travel long distances, often with a reliance on cars for transport.

Libraries

10.7 Libraries offer free books to loan, access to information, computers and Wi-Fi, and the buildings are a safe space and gateways for wellbeing, learning and enjoyment. Conwy County Borough Council provides five area libraries at Llanrwst, Abergelle, Conwy, Llandudno and Colwyn Bay and a further 5 community-supported libraries at Cerrigydrudion, Kinmel Bay, Penmaenmawr,

Llanfairfechan and Penrhyn Bay. The home and mobile library service is provided to communities that are remote from library buildings and there is also a digital library offering a range of downloadable books and resources.

- 10.8 All of the services available contribute towards health and wellbeing by reducing loneliness and social isolation and encourages active participation. There are also Welsh language benefits through bilingual reading and literacy for children, Welsh language conversation groups for learners, and bilingual or Welsh provision of cultural participation opportunities across a range of activities from shared reading and creative writing to visual arts activities.
- 10.9 The service provided is for all members of the public, regardless of their permanent address. Should more visitors to the County Borough be accessing the various services on offer, what is provided may need to adapt to meet changing needs.
- 10.10 An increase in more transient populations and a reduction in permanent residence would impact the type of programmes and activities being delivered as well as staffing requirements and skills, as there would need to be a move to more one-off and short term programmes.
- 10.11 Should there be a decline in the level of permanent residences, this could impact on services such as the mobile and home library, as the service will be unviable below a threshold of usage. Similarly, there would be danger to the future of Welsh language and bilingual groups and services that are offered, which may not have enough interest to be held. This would also impact upon the purchasing of Welsh language resources and book stock which would need to be adapted to respond to changing needs.
- 10.12 Library services are offered bilingually, and fluent Welsh speaking staff are required to meet community and legislative requirements of the Welsh Language Standards. Should there be a fall in local permanent residents who are Welsh speakers, successful recruitment is likely to be impacted.

Religious establishments

10.13 During the 19th and early 20th centuries, a large proportion of the Welsh population attended chapel on a regular basis. To support this, chapels were built in many settlements, including smaller rural ones. They often became the focal point in their community, and played a role in contributing towards Welsh culture and preserving the Welsh language. There were also many rural churches, which played a similar role. Congregation numbers have fallen more recently, and many have closed and/or been repurposed for other uses. This has had a significant impact on some rural communities.

Shops / banks / pubs

10.14 Commercial facilities require a regular customers in order to be financially sustainable. Shops in rural areas provide a valuable service to local residents in terms of the goods sold and their role in the community for social interaction. Pubs provide a place to meet and socialise, which is vital for health and well-being and sustaining a local community.

10.15 The loss of banks is not unique to rural areas. There have been several closures in our larger towns too. This is due to changes in the way people conduct their banking through increased use of telephone and internet services. However, there are some banking services that require a branch visit and those in rural areas are now often left with long distances to travel to reach their local branch.

Impact on farming

10.16 Farm diversification often helps improve the economic viability of farm businesses, and can benefit the wider rural economy and community. Conversions of buildings to provide holiday accommodation (short-term holiday lets) is one way to diversify a farm business.

10.17 The [Farmers' Union of Wales \(FUW\) submitted comments](#) in support to the Welsh Government consultation on the introduction of the new planning powers to separate the C3 dwelling use class and the use of Article 4 areas to

manage them. They are concerned about the impact the levels of second homes and short-term lets are having on younger people, farming families and farm workers being able to afford to buy or rent in their local community in rural areas.

10.18 FUW also highlighted the different role that a short-term let, that could provide a permanent residence, has compared with a short-term let on a farm to diversify the business. It is unlikely that the unit on a farm would be permitted under planning restrictions to be a permanent residence, unless necessary accommodation for a farm worker.

10.19 A large proportion of agriculture, forest and fishing workers are Welsh speakers, particularly in rural areas². Any negative impact on this sector, is therefore likely to negatively impact the Welsh language.

11. Level of second homes and holiday lets in the RLDP area

11.1 It is difficult to accurately count the number of second homes and holiday lets. There is no single dataset that counts them accurately and which is update regularly. The Census includes a figure for vacant dwellings and residential properties used as second addresses. The 2021 data only includes people who usually reside in England and Wales who said they spend at least 30 days a year at the address. The Office for National Statistics believe that the total number of second addresses used as holiday homes, and people who use them, are likely to be higher. These figures also do not include properties used as short-term holiday lets, which were once full-time or permanent residences, if they are registered as a business property. It should also be noted that the 2021 Census took place during the coronavirus (COVID-19) pandemic, which could have impacted this data.

11.2 The table below shows the levels of vacant and second homes across the County Borough by Lower Super Output Area (LSOA). The data for any LSOAs with numbers below 10 has been suppressed to protect anonymity. The table shows that the level of vacant and second homes is higher in

² Agriculture in Wales 2019 [Securing Wales' Future Summary \(gov.wales\)](https://gov.wales/securing-wales-future-summary)

Conwy County Borough than the Wales average. Levels vary across the County Borough. highest levels are generally in and around Eryri National Park, however, there are some concentrations in parts of Llandudno, Deganwy, Rhos on Sea and Colwyn Bay.

Figure 4: table showing number of vacant dwellings and second homes (with no usual residents) by LSOA (2021)

Area name	Total	Vacant Number	Vacant %	Second homes Number	2nd homes %
Wales	1,467,190	102,875	7.0%	17,575	1.2%
Conwy CB	57,984	4,830	8.3%	925	1.6%
Abergele Pensarn 1	640	35	5.5%	Unavailable	Unavailable
Abergele Pensarn 2	843	90	10.7%	Unavailable	Unavailable
Betws-y-Coed	898	110	12.2%	40	4.5%
Betws yn Rhos	1,303	75	5.8%	10	0.8%
Bryn	925	85	9.2%	20	2.2%
Caerhun	1,083	135	12.5%	25	2.3%
Capelulo	898	65	7.2%	15	1.7%
Colwyn 1	922	40	4.3%	Unavailable	Unavailable
Colwyn 2	837	45	5.4%	15	1.8%
Colwyn 3	694	40	5.8%	Unavailable	Unavailable
Conwy 1	800	70	8.8%	45	5.6%
Conwy 2	642	110	17.1%	30	4.7%
Conwy 3	703	40	5.7%	Unavailable	Unavailable
Craig-y-Don 1	784	130	16.6%	35	4.5%
Craig-y-Don 2	836	80	9.6%	15	1.8%
Crwst	748	105	14.0%	10	1.3%
Deganwy 1	1,000	95	9.5%	25	2.5%
Deganwy 2	774	145	18.7%	50	6.5%
Eglwysbach	821	75	9.1%	10	1.2%
Eirias 1	754	45	6.0%	Unavailable	Unavailable
Eirias 2	661	20	3.0%	Unavailable	Unavailable
Gele 1	638	45	7.1%	Unavailable	Unavailable
Gele 2	640	35	5.5%	Unavailable	Unavailable
Gele 3	1,139	30	2.6%	Unavailable	Unavailable
Glyn 1	1,116	50	4.5%	Unavailable	Unavailable
Glyn 2	1,040	125	12.0%	Unavailable	Unavailable
Glyn 3	914	35	3.8%	Unavailable	Unavailable
Gogarth 1	1,222	230	18.8%	65	5.3%
Gogarth 2	690	115	16.7%	40	5.8%
Gower	706	30	4.2%	Unavailable	Unavailable
Kinmel Bay 1	947	55	5.8%	Unavailable	Unavailable
Kinmel Bay 2	1,226	20	1.6%	Unavailable	Unavailable
Kinmel Bay 3	995	20	2.0%	Unavailable	Unavailable

Area name	Total	Vacant Number	Vacant %	Second homes Number	2nd homes %
Kinmel Bay 4	605	30	5.0%	Unavailable	Unavailable
Llanddulas	588	50	8.5%	10	1.7%
Llandrillo yn Rhos 1	618	35	5.7%	Unavailable	Unavailable
Llandrillo yn Rhos 2	741	85	11.5%	15	2.0%
Llandrillo yn Rhos 3	777	130	16.7%	35	4.5%
Llandrillo yn Rhos 4	637	70	11.0%	10	1.6%
Llandrillo yn Rhos 5	692	40	5.8%	Unavailable	Unavailable
Llangernyw	806	70	8.7%	Unavailable	Unavailable
Llansannan	552	75	13.6%	Unavailable	Unavailable
Llansanffraid	482	90	18.7%	20	4.1%
Llysfaen 1	573	25	4.4%	Unavailable	Unavailable
Llysfaen 2	834	20	2.4%	Unavailable	Unavailable
Marl 1	854	55	6.4%	Unavailable	Unavailable
Marl 2	764	50	6.5%	Unavailable	Unavailable
Mochdre	956	40	4.2%	Unavailable	Unavailable
Mostyn 1	963	65	6.7%	20	2.1%
Mostyn 2	632	135	21.4%	25	4.0%
Pandy	732	55	7.5%	10	1.4%
Pant-yr-afon / Penmaenan 1	895	50	5.6%	20	2.2%
Pant-yr-afon / Penmaenan 2	770	40	5.2%	20	2.6%
Penrhyn 1	642	45	7.0%	15	2.3%
Penrhyn 2	1,109	50	4.5%	Unavailable	Unavailable
Penrhyn 3	1,040	55	5.3%	15	1.4%
Pensarn 1	642	55	8.6%	Unavailable	Unavailable
Pensarn 2	882	25	2.8%	Unavailable	Unavailable
Pentre Mawr 1	740	70	9.5%	Unavailable	Unavailable
Pentre Mawr 2	931	35	3.8%	Unavailable	Unavailable
Rhiw 1	794	25	3.1%	Unavailable	Unavailable
Rhiw 2	885	10	1.1%	Unavailable	Unavailable
Rhiw 3	759	190	25.0%	35	4.6%
Rhiw 4	691	75	10.9%	Unavailable	Unavailable
Towyn	938	70	7.5%	Unavailable	Unavailable
Trefriw	651	80	12.3%	15	2.3%
Tudno 1	839	95	11.3%	15	1.8%
Tudno 2	692	35	5.1%	Unavailable	Unavailable
Tudno 3	669	45	6.7%	Unavailable	Unavailable
Uwch Conwy	1,061	160	15.1%	45	4.2%
Uwchaled	710	80	11.3%	Unavailable	Unavailable

Source: Census 2021, Office for National Statistics

- 11.3 Another source of data is the Council tax register, as second home owners are required to pay a premium on the council tax. There is also the non-domestic rates register, which includes sub-categories for short-term lets. These datasets are not complete, however, and are dependent on homeowners updating their information with Council.
- 11.4 The table below shows the change in the number of second homes since the council tax premium was introduced. The drop in numbers up to 2022/23 is likely due to properties transferring from council tax to the non-domestic rate register. The threshold for the number of days a property was let for and available to let for increased following this, which is likely to have led to an increase again, where properties are transferred from the non-domestic rate register to council tax.

Figure 5: table showing number of dwellings paying second homes premium

Year	Conwy CB Number	Conwy CB %
2019/20	1,202	2.18%
2020/21	1,153	2.09%
2021/22	1,119	2.01%
2022/23	1,050	1.88%
2023/24	1,102	1.97%
2024/25	1,264	2.26%

Source: Council tax dwellings (CT1) data collection table LGFS0001

StatsWales, Welsh Government

Note: % is calculated from all chargeable dwellings

- 11.5 Looking at an overall County Borough level can hide small concentrated pockets of second home and/or short-term let properties in an area. The table and map below shows the levels of properties where the second home premium is applicable for each Town and Community Council. Communities close to and bordering Eryri National Park have the highest proportions. It should also be noted that although percentages are lower overall, there are a significant number of second homes and holiday lets in Conwy and Llandudno Town Council areas.

Figure 6: table showing number of dwellings paying second homes premium and holiday lets on the non-domestic register by Town and Community Council (07/2024)

Town and Community Council	All dwellings	2nd homes & holiday let Number	2nd homes & holiday let %	2nd home premium Number	2nd home premium %	Holiday let Number	Holiday let %
Conwy CB	58,975	2,325	3.9%	1,567	2.6%	758	1.3%
Abergele	5,866	57	1.0%	47	0.8%	10	0.2%
Bay of Colwyn	5,467	53	1.0%	42	0.8%	11	0.2%
Betws-y-Coed	310	62	20.0%	25	8.1%	37	11.9%
Betws-yn-Rhos	465	11	2.4%	7	1.5%	4	0.9%
Bro Garmon	360	67	18.6%	28	7.8%	39	10.8%
Bro Machno	445	114	25.6%	78	17.5%	36	8.1%
Caerhun	684	74	10.8%	49	7.2%	25	3.7%
Capel Curig	129	32	24.8%	16	12.4%	16	12.4%
Cerrigydrudion	356	15	4.2%	8	2.2%	7	0.2%
Conwy	8,180	398	4.9%	266	3.3%	132	1.6%
Dolgarrog	212	4	1.9%	2	0.9%	2	0.9%
Dolwyddelan	295	43	14.6%	19	8.1%	19	6.4%
Eglwysbach	437	19	4.3%	9	2.1%	10	2.3%
Henryd	362	28	7.7%	16	4.4%	12	3.3%
Llanddoged and Maenan	283	26	9.2%	7	2.5%	19	6.7%
Llanddulas and Rhyd-y-Foel	850	16	1.9%	13	1.5%	3	0.4%
Llandudno	10,805	590	5.5%	414	3.8%	176	1.6%
Llanfairfechan	1,826	68	3.7%	50	2.7%	18	1.0%
Llanfairtalhaiarn	493	20	4.1%	10	2.0%	10	2.0%
Llanfihangel Glyn Myfyr	94	5	5.3%	4	4.3%	1	1.1%
Llangernyw	498	24	4.8%	14	2.8%	10	2.0%
Llangwm	239	18	7.5%	9	3.8%	9	3.8%
Llannefydd	244	9	3.7%	3	1.2%	6	2.5%
Llanrwst	1,585	41	2.6%	27	1.7%	14	0.9%
Glan Conwy	1,117	45	4.0%	35	3.1%	10	0.9%
Llansannan	600	20	3.3%	11	1.8%	9	1.5%
Llysfaen	1,124	12	1.1%	10	0.9%	2	0.2%
Mochdre	877	10	1.1%	9	1.0%	1	0.1%
Old Colwyn	3,794	37	1.0%	30	0.8%	7	0.2%
Penmaenmawr	2,282	111	4.9%	78	3.4%	33	1.4%
Pentrefoelas	157	12	7.6%	6	3.8%	6	3.8%
Rhos on Sea	4,152	180	4.3%	146	3.5%	34	0.8%
Towyn and Kinmel Bay	3,852	47	1.2%	41	1.1%	6	0.2%

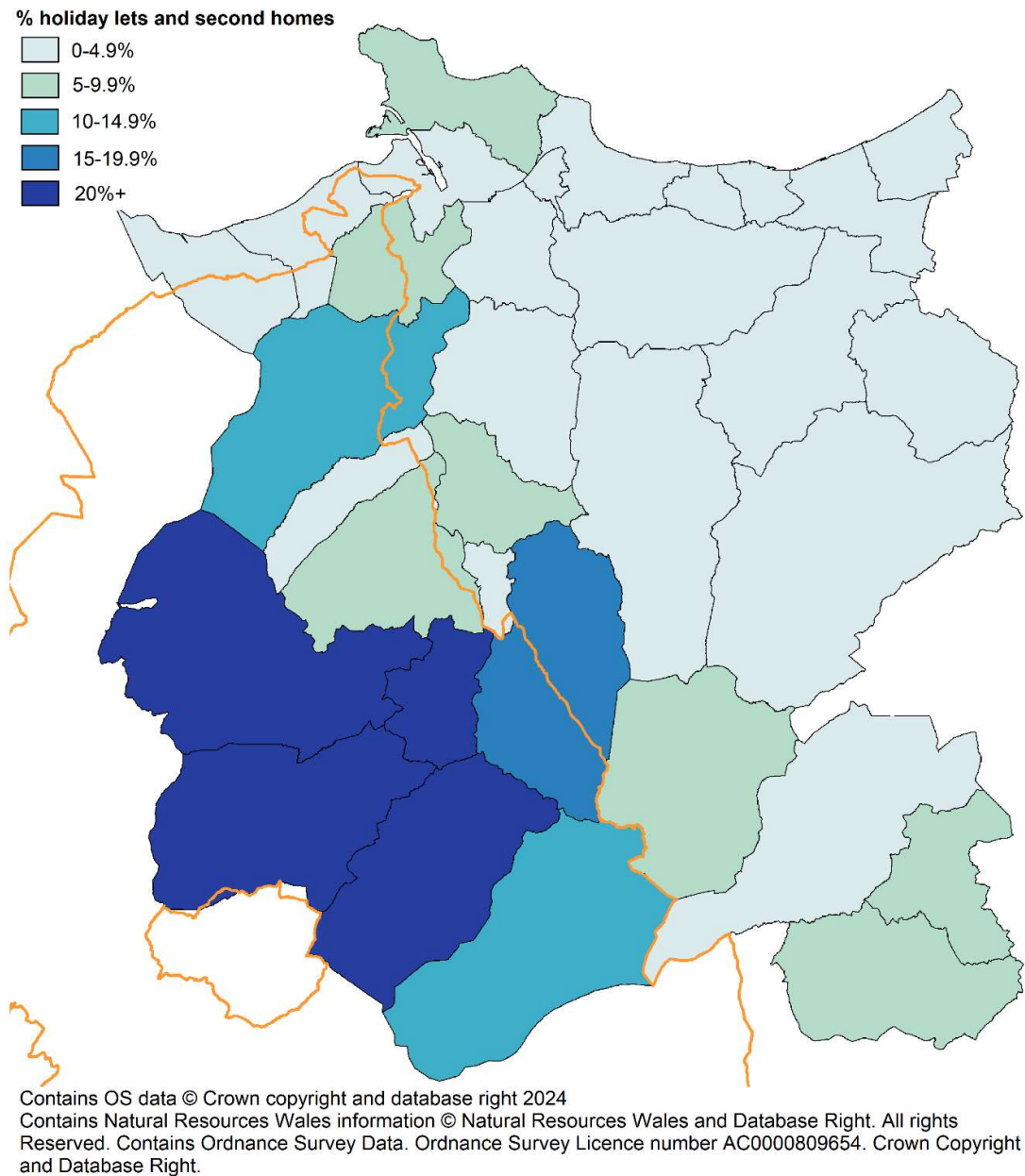
Town and Community Council	All dwellings	2nd homes & holiday let Number	2nd homes & holiday let %	2nd home premium Number	2nd home premium %	Holiday let Number	Holiday let %
Trefriw	430	40	9.3%	23	5.3%	17	4.0%
Ysbyty Ifan	105	17	16.2%	10	9.5%	7	6.7%

Note: the dwelling total includes all domestic properties and holiday lets.

Holiday lets with a planning condition preventing their use as a full-time residence have been removed.

Source: Council tax, CCBC

Figure 7: map showing number of dwellings paying second homes premium and holiday lets on the non-domestic register by Town and Community Council (07/2024)



Source: Council tax, CCBC

- 11.6 This data for holiday lets is an undercount of the true number of this property type, as not all holiday lets will be listed on the non-domestic register. To be able to flip from the council tax register for domestic properties to the non-domestic register, proprietors must give evidence to the Valuations Office

Agency to show that the property was let for holiday use, by who and the income received. They must also demonstrate that the property was available and let for a set number of days. Not all are able to meet these requirements. The new WG registration and licensing scheme will provide a more accurate picture of the levels of these properties, should the data be made available in future.

12. Levels of second homes and / or holiday lets in new developments

- 12.1 RLDP policy could require a planning condition be attached to all new-build dwellings in the RLDP area, which prevents their use as a second home or holiday let. The next section of this paper considers this through analysing the levels of these uses in completed schemes for each RLDP spatial strategy area. Recent schemes are not included, as the levels are likely to be an undercount due to the time it takes to collect evidence to meet requirements for registering as a business property. Rural schemes are also not included as Background Paper 69 considers this area in more detail.
- 12.2 A map showing each spatial strategy area is available in Appendix 2.
- 12.3 The table below shows the levels for developments in the West strategy area.

Figure 8: table showing number of second homes and holiday lets in new developments in the West RLDP strategy area

Site	Dwelling type	Total dwellings	Number 2 nd home	Number holiday let	Total %
Land Adjoining Fernbank, Penmaenmawr Road, Llanfairfechan	Housing	17	0	2	11.8%
Cae America, Llanfairfechan	Housing	73	0	0	0%
Red Gables, Bangor Road, Penmaenmawr	Flats	10	1	1	20%
Former National School, Penmaenmawr	Housing	8	0	0	0%
Cambria Court & Dyffryn, Conway Road, Penmaenmawr	Flats	16	7	0	44%
Land North of Groesffordd Dwygyfylchi	Housing	46	0	0	0%

Source: Council tax dwellings, non-domestic rates register and housing land supply, CCBC

- 12.4 The table below shows the levels for developments in the Creuddyn strategy area.

Figure 9: table showing number of second homes and holiday lets in new developments in the Creuddyn RLDP strategy area

Site	Dwelling type	Total dwellings	Number 2 nd home	Number holiday let	Total %
Oakwood, adj to Parc Sychnant, Conwy	Mixed housing / flats	83	2	0	2%
Former Three Gables, Sychnant Pass Road, Conwy	Housing	30	1	0	3%
Narrow Lane, Llandudno Junction (all phases)	Housing	157	2	0	1%
Corner of Pentywyn Road and Marl Lane, Deganwy	Housing	110	0	0	0%
Llys Marl, adj. to Woodland, Llandudno Junction	Housing	52	0	0	0%
Deganwy Castle Hotel, Station Road, Deganwy	Mixed housing / flats	33	10	1	33%
Llandudno Youth Centre, Trinity Avenue, Llandudno	Flats	18	3	0	17%
West Shore Hotel, West Parade, Llandudno	Flats	9	1	0	11%
Woodstock, Llanrwst Road, Glan Conwy	Housing	8	3	0	38%

Source: Council tax dwellings, non-domestic rates register and housing land supply, CCBC

- 12.5 The table below shows the levels for developments in the Central strategy area.

Figure 10: table showing number of second homes and holiday lets in new developments in the Central RLDP strategy area

Site	Dwelling type	Total dwellings	Number 2 nd home	Number holiday let	Total %
Odstone, 179 Marine Drive, Rhos On Sea	Flats	12	0	0	0%
Sunnydowns Hotel, 66 Abbey Road, Rhos on Sea	Flats	9	0	0	0%
20 College Avenue, Rhos On Sea	Flats	17	0	0	0%
Land between 17 & 19 Everard Road, Rhos on Sea	Flats	7	0	0	0%
Aberhod Old Hall, Cayley Promenade, Rhos On Sea	Housing	6	1	0	17%
Highcroft Nursing Home, 14 Whitehall Road, Rhos On Sea	Flats	9	0	0	0%
The Rothesay Hotel, West Promenade, Colwyn Bay	Flats	40	8	3	28%
65 Victoria Park, Colwyn Bay	Flats	22	1	1	9%
53-55 Oak Drive Colwyn Bay	Flats	19	0	0	0%
Land at Oak Drive, Colwyn Bay	Flats	13	0	1	8%
35 Pwllcrochan Avenue, Colwyn Bay	Flats	12	3	0	25%
25 - 27 Llewelyn Road, Colwyn Bay	Flats	6	0	0	0%
Plas Y Coed The Dingle Colwyn Bay	Mixed housing / flats	19	0	0	0%
Land at Glyn Farm, Off Glyn Avenue, Colwyn Bay	Housing	39	0	0	0%
Land off Dolwen Road, Old Colwyn	Housing	98	2	0	2%
Land at Dolwen Road (Dolgau), Old Colwyn	Housing	42	1	0	2%
Former Seventy Degrees Hotel, Abergele Road, Old Colwyn	Mixed housing / flats	58	3	0	5%

Source: Council tax dwellings, non-domestic rates register and housing land supply, CCBC

12.6 The table below shows the levels for developments in the West strategy area.

Figure 11: table showing number of second homes and holiday lets in new developments in the East RLDP strategy area

Site	Dwelling type	Total dwellings	Number 2 nd home	Number holiday let	Total %
Abergele Business Park	Housing	156	0	0	0%
Slaters Car Dealership, Bridge Street, Abergele	Mixed housing / flats	21	0	0	0%
St George Road Abergele	Housing	100	0	0	0%
Llanfair Road (Contingency), Abergele	Housing	100	0	0	0%

Source: Council tax dwellings, non-domestic rates register and housing land supply, CCBC

- 12.7 The tables above show that there are mixed levels across each development, with some having high proportions of second homes and/or holiday lets, particularly those with blocks of flats. There is a significant need for smaller property types as highlighted in BP9 Local Housing Market Assessment. A C3 only condition applied to these development types to prevent their use as second homes or holiday lets is considered beneficial and justified.

13. Approach for shared settlements

- 13.1 Eryri National Park are responsible for planning in parts of Conwy County Borough and have implemented an Article 4 Direction for the whole of their planning authority area. The Park boundary crosses through some settlements in Conwy County Borough, which means that there will be different planning policies affecting them. A consistent approach is required in these areas, as far as is practical.
- 13.2 The Park have set a 15% threshold for holiday lets and second homes. Should a community have levels above this percent, planning permission will be refused in-line with their Supplementary Planning Guidance. Figures 6 and 7 above show that currently, there is only one shared community (Bro Garmon), which is above this 15% threshold. This area includes the settlements of Nebo ('shared' with the Park) and Melin y Coed.

- 13.3 Careful monitoring of these shared communities and neighbouring ones will take place to ensure that any impacts from displacement or an increase in proportions can be considered and an Article 4 Direction progressed if considered justified.

14. Conclusion and policy recommendations

- 14.1 The data above highlights that there are concentrations of second homes and holiday lets in some parts of the RLDP area. It could, therefore, be beneficial to progress an Article 4 Direction to manage these uses in some areas. It is considered necessary to include a policy in the RLDP to manage the levels of second homes and holiday lets and their potential impact on communities. Further research and data analysis is required to identify specific areas, which can be progressed separately to the RLDP process. It is recommended that the policy include a threshold of 15% to reflect the research highlighted above and provide consistency with other Article 4 Directions and policy approaches across the region.
- 14.2 It is considered justified to apply a C3 only condition to new build flats and apartment developments across the RLDP area. The evidence above shows that whilst levels do fluctuate in past developments, some have very high concentrations of these uses. It is therefore, considered that this evidence alongside other housing supply issues in the RLDP area (highlighted above and in BP9 Local Housing Market Assessment and BP69 Rural Housing), provides sufficient justification to condition new build flats to for C3 use only. The necessary justification for other development types is not considered to be robustly demonstrated, and therefore, it is recommended that no condition be applied to these.
- 14.3 The evidence highlighted above indicates that it would not be justified to allocate residential for C3 only uses in the RLDP.

Appendix 1: Second homes and holiday lets: Public Health impacts



Background

This briefing note outlines the public health impacts of second homes and holiday lets and has been produced by the Betsi Cadwaladr University Health Board (BCUHB) Public Health team and was informed by an evidence search ³ carried out by the BCUHB Library Service.

The impact of second homes is complex and multi-faceted. Evidence and research shows the impact to permanent residents on housing value, availability of housing and links to economy. Access to primary and secondary healthcare is impacted in areas with second homes and holiday lets. These will not be explored in greater detail in this briefing note as they are covered by local authority and health board colleagues with this briefing note focussing on the public health impacts.

Housing as a key determinant of health

The role of housing as a social determinant of health is well-established and housing is a key driver of public health. Existing evidence clearly demonstrates the ways in which health is damaged by homelessness and by living in poor quality housing. However, the routes from housing to health and wellbeing are wider and more complex than the negative effects of problems with housing. Housing as 'home' is not just a physical shelter, but also a foundation for social, psychological and cultural wellbeing⁴.

³ Evidence search: Public health and wider determinants challenges to the population in an area with high number of second homes and holiday lets. Nia Morris. (21st February, 2023). Wrexham, UK: BCUHB Libraries.

⁴ [Housing as a social determinant of health: evidence from the Housing through Social Enterprise study](#)

Public Health Impacts

Areas with second homes and holiday lets will have a non-permanent, and in the case of holiday lets, seasonal population. This can lead to a lack of community cohesion within an area and a food offer and transport system that is aimed at the non-permanent / seasonal population (tourists) as opposed to local permanent residents.

Community cohesion

A lack of community cohesion and a sense of belonging is particularly evident in areas with holiday lets where the seasonal population varies from week to week.

Areas with second homes may have a more consistent seasonal population and so may not be as heavily affected by a lack of community cohesion.

Both of these circumstances will lead to local areas being impacted upon in certain time periods (weekdays, winter months) where the number of residents will be lower and analysis of the impacts of second home ownership in rural areas, around the world, regularly align with a “loss of community” thesis, linking second homes to a range of negative socio-economic consequences⁵.

Food offer

Areas with holiday lets are sighted in areas popular with holiday makers. The food offer in these areas will be targeted to meet the needs of tourists as opposed to local residents. As a result this can lead to a high density of hot food takeaways and a food offer predominantly offering foods high in fat, salt and sugar. This is of particular concern for local permanent residents where this food offer is available throughout the year and not just during holiday periods

Transport options

Additionally, transport options and availability in areas with a high number of second homes and holiday lets are targeted to tourists as opposed to local residents.

⁵ [The Social Value of Second Homes in Rural Communities](#)

Sustainable transport options such as bus and train travel may have reduced timetables during off peak holiday season in response to reduce demand.

Often active travel routes are leisure routes aimed at tourists as opposed to commuter routes for local residents to access work and local services and amenities.

Health Impacts

Poor community cohesion can lead to social isolation and loneliness. High quality social connects are crucial for good physical and mental health and wellbeing. Social isolation and loneliness are known to have a significant impact on quality of life and life expectancy, particularly among older people.

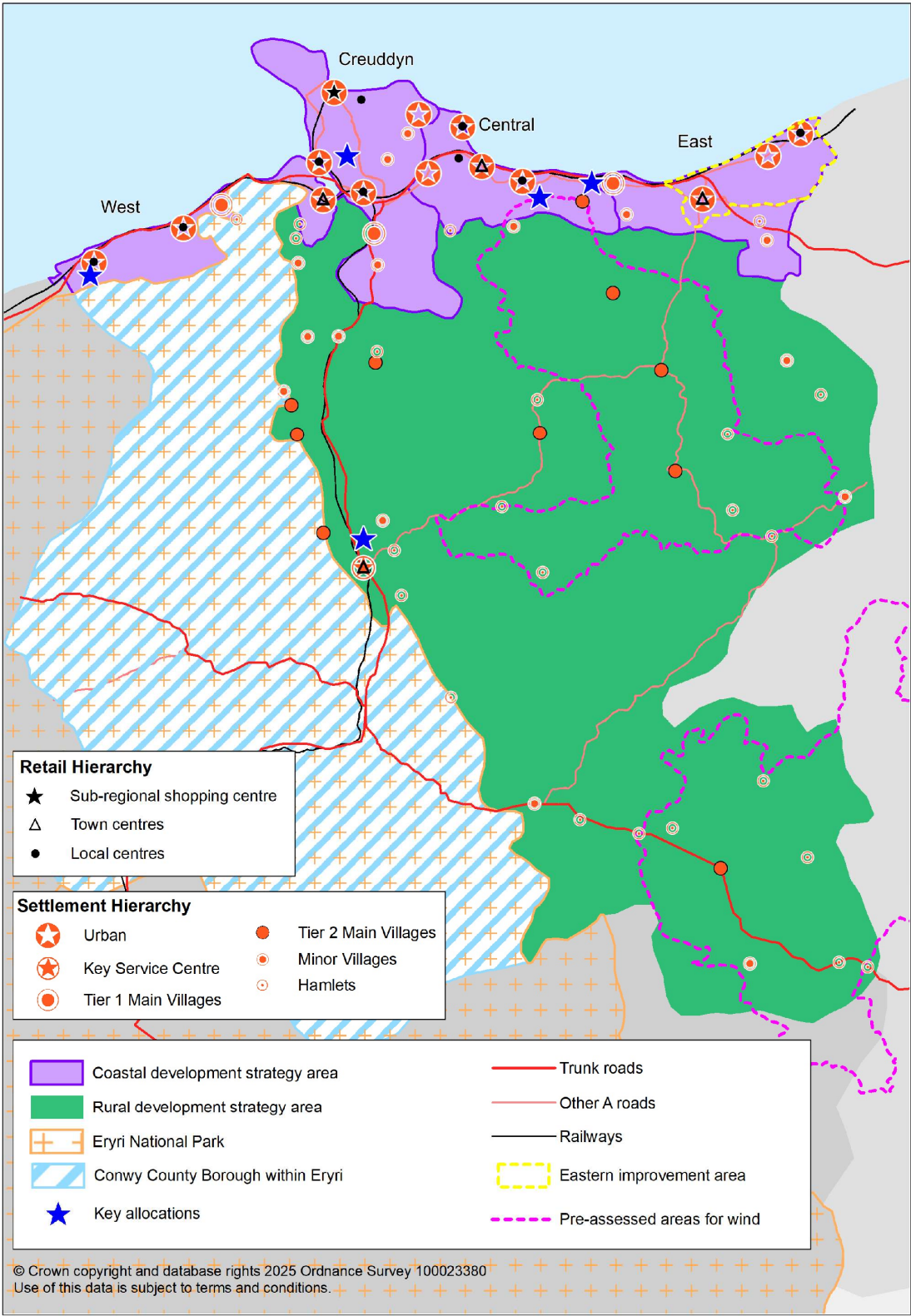
Access to unhealthy food and poor sustainable and active travel transport options lead to reduced levels of physical activity and higher body weight. This increases the risk of the local residents experiencing high levels of obesity. Obesity is associated with a range of health conditions, poor mental health and well-being and can result in economic inactivity due to the impact of some of the associated health conditions.

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Appendix 2: map showing RLDP spatial strategy areas



Source: SPPS, CCBC

Appendix 3: Welsh speakers by Community Council - Change 1991-2021

Area name	2001 Number	2001 %	2011 Number	2011 %	2021 Number	2021 %	Change 2001-21 Number	Change 2001-21 %	Percentage points
Wales	575,640	20.5%	562,016	19.0%	538,296	17.8%	-37,344	-6.9%	-2.7%
Conwy County Borough	31,042	29.2%	30,600	27.4%	29,000	25.9%	-2,042	-7.0%	-3.3%
Abergele	2,008	20.6%	2,014	19.6%	2,105	19.2%	97	4.6%	-1.4%
Betws-y-Coed	298	57.4%	252	46.5%	206	43.6%	-92	-44.7%	-13.8%
Betws yn Rhos	447	48.5%	473	46.4%	412	43.5%	-35	-8.5%	-5.0%
Bro Garmon	419	66.5%	372	58.6%	428	65.8%	9	2.1%	-0.7%
Bro Machno	369	61.1%	340	57.0%	322	55.2%	-47	-14.6%	-5.9%
Caerhun	556	47.6%	563	44.6%	525	42.1%	-31	-5.9%	-5.5%
Capel Curig	115	52.8%	113	57.1%	97	46.9%	-18	-18.6%	-5.9%
Cerrigydrudion	515	76.4%	549	77.2%	474	67.5%	-41	-8.6%	-8.9%
Colwyn Bay	1,836	19.4%	1,897	17.9%	1,933	19.2%	97	5.0%	-0.2%
Conwy	4,103	29.8%	3,901	27.3%	3,974	26.0%	-129	-3.2%	-3.8%
Dolgarrog	200	49.9%	200	46.8%	180	42.1%	-20	-11.1%	-7.8%
Dolwyddelan	232	55.4%	238	51.9%	225	50.8%	-7	-3.1%	-4.6%
Eglwysbach	439	48.9%	448	49.0%	438	49.0%	-1	-0.2%	0.1%
Henryd	261	39.0%	261	37.1%	223	34.5%	-38	-17.0%	-4.5%
Llanddoged and Maenan	347	62.3%	371	62.4%	352	59.1%	5	1.4%	-3.2%
Llanddulas and Rhyd-y-Foel	352	23.1%	308	20.5%	308	19.6%	-44	-14.3%	-3.5%
Llandudno	4,205	21.5%	4,079	20.3%	3,522	18.3%	-683	-19.4%	-3.2%
Llanfairfechan	1,828	50.2%	1,646	46.7%	1,518	43.9%	-310	-20.4%	-6.3%
Llanfairtalhaearn	421	43.9%	465	44.5%	378	39.8%	-43	-11.4%	-4.1%
Llanfihangel Glyn Myfyr	133	69.6%	128	69.6%	133	66.8%	0	0.0%	-2.8%
Llangernyw	639	66.5%	672	64.4%	646	59.6%	7	1.1%	-6.9%
Llangwm	356	71.2%	284	61.5%	269	58.2%	-87	-32.3%	-13.0%

Area name	2001 Number	2001 %	2011 Number	2011 %	2021 Number	2011 %	Change 2001-21 Number	Change 2001-21 %	Percentage points
Llanefydd	327	61.2%	348	60.9%	319	60.5%	-8	-2.5%	-0.7%
Llanrwst	1,876	64.3%	1,943	61.0%	1,776	58.4%	-100	-5.6%	-5.9%
Llansanffraid Glan Conwy	790	35.5%	765	35.8%	664	32.1%	-126	-19.0%	-3.4%
Llansannan	834	67.3%	831	64.0%	727	59.7%	-107	-14.7%	-7.6%
Llysfaen	591	23.5%	552	21.1%	521	19.8%	-70	-13.4%	-3.7%
Mochdre	434	24.2%	416	22.5%	403	20.8%	-31	-7.7%	-3.4%
Old Colwyn	1,775	24.0%	1,719	21.9%	1,647	20.7%	-128	-7.8%	-3.3%
Penmaenmawr	1,402	37.5%	1,425	33.8%	1,330	31.9%	-72	-5.4%	-5.6%
Pentrefoelas	256	77.3%	241	69.9%	248	72.9%	-8	-3.2%	-4.4%
Rhos-on-Sea	1,236	17.8%	1,366	18.4%	1,345	17.2%	109	8.1%	-0.6%
Towyn and Kinmel Bay	814	10.7%	927	11.3%	897	11.2%	83	9.3%	0.5%
Trefriw	448	50.1%	342	44.9%	337	43.0%	-111	-32.9%	-7.1%
Ysbyty Ifan	180	83.3%	151	79.1%	121	69.1%	-59	-48.8%	-14.2%

