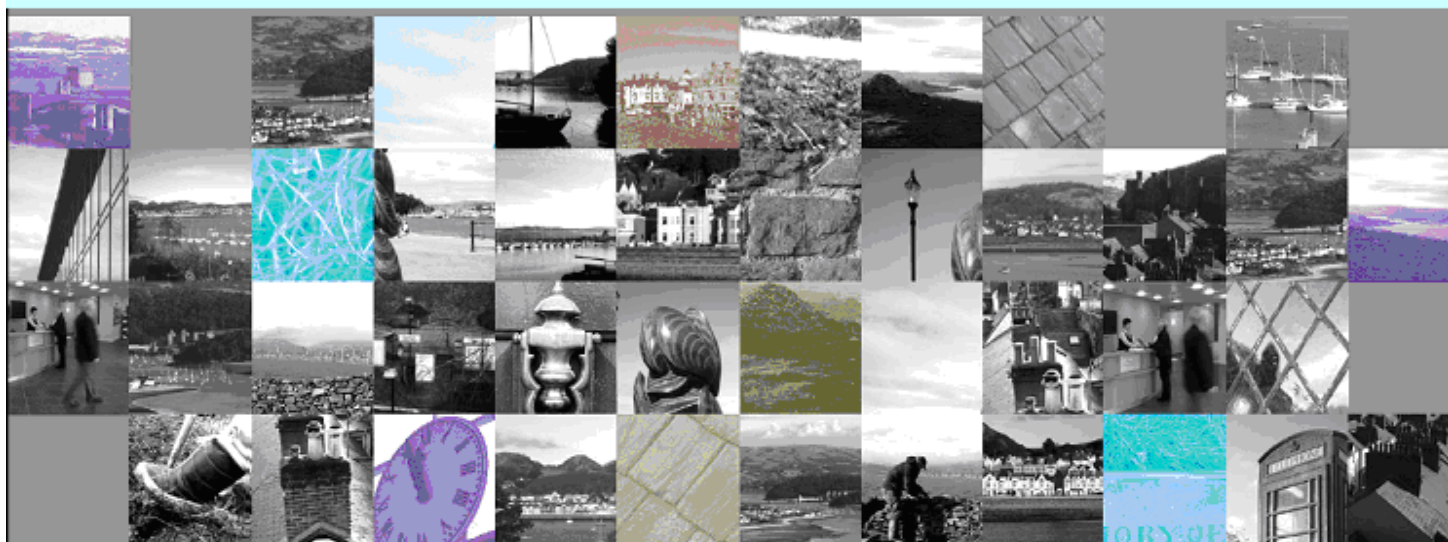


Conwy Deposit Local Development Plan 2007 – 2022 (Revised edition 2011)



REVISED BACKGROUND PAPER 18 – SUBMISSION

Primary Holiday Accommodation Areas Study

August 2012

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1. Introduction

- 1.1 This paper is one of a series of background papers accompanying the Revised Deposit Local Development Plan (LDP) document. When the Council publishes its Revised Deposit LDP, it must also explain how the policies contained within it have been formulated, based on the evidence base available to the Council at the time. This Background Paper (BP) analyses the existing policies and provision for holiday accommodation in the tourism centres of Llandudno, Rhos on Sea and Colwyn Bay. The provision of holiday accommodation in each of the three centres is reviewed in line with the established policies for holiday accommodation zones, and the survey results will inform any proposed changes to these zones.
- 1.2 This Background Paper supports policy TOU/3 – ‘Holiday Accommodation Zone’ as defined in the Revised Deposit LDP. The use of the terms ‘holiday accommodation’ or ‘serviced accommodation’ in both existing policies and this Paper refers to hotels, guest houses and bed and breakfast accommodation.
- 1.3 This report uses survey information from visual surveys conducted by the Planning Policy section and the tourist accommodation database, which is maintained by the Tourism Marketing team and the Corporate Research and Information Unit.

2. Existing Policy Framework

2.1 Llandudno

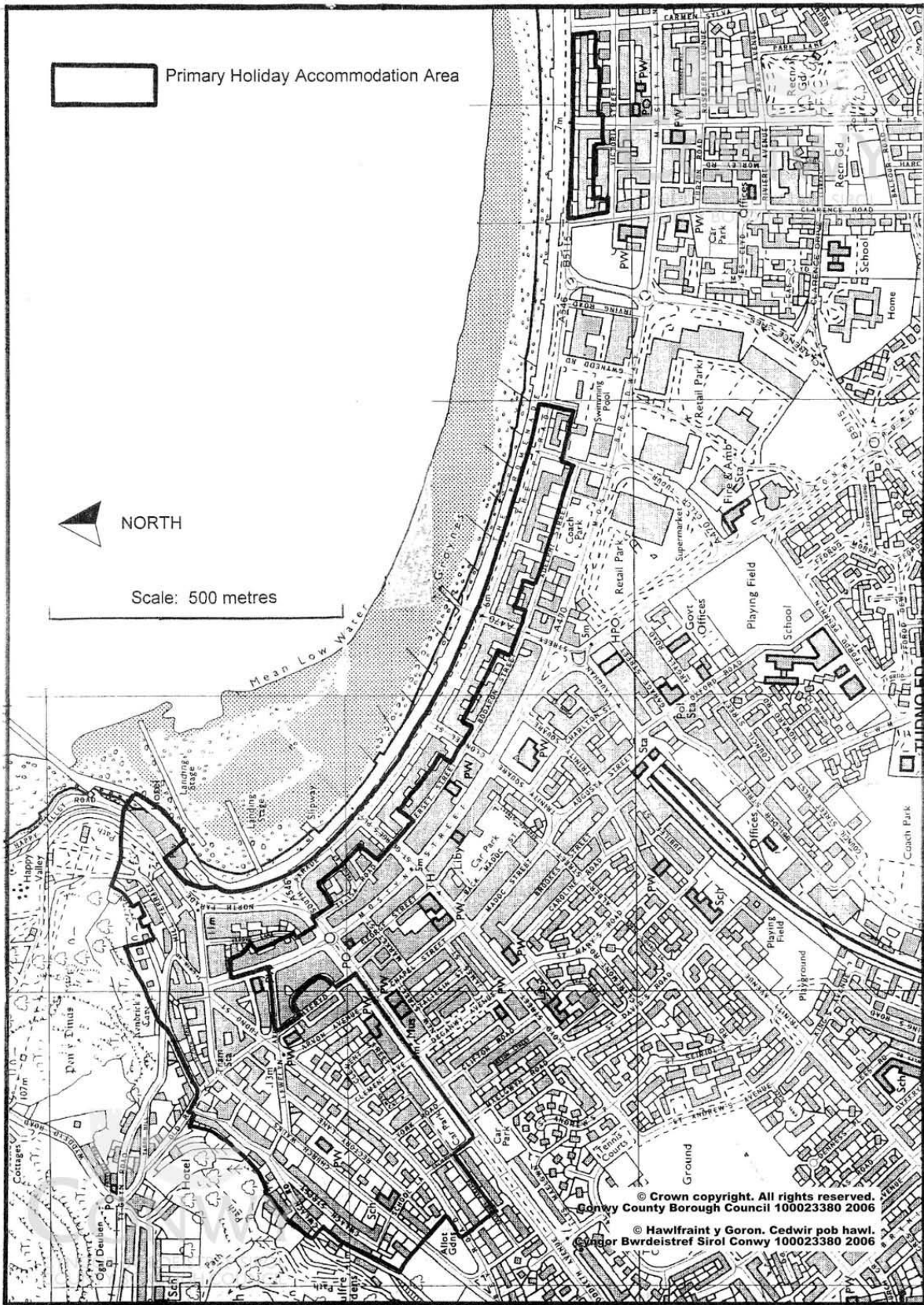
- 2.1.1 Policy 3A of the Llandudno Conwy District Plan (1982) states that within Llandudno’s Primary Holiday Accommodation Area (as defined on Map 1), the redevelopment or conversion of hotels to other tourism or non tourism uses will be resisted. The Primary Holiday Accommodation Area defines a central core of serviced accommodation which is close to the town centre and its facilities including Venue Cymru and the seafront. It is this policy that has been used to determine serviced accommodation applications in Llandudno. Map 1 shows the Primary Holiday Accommodation Area.
- 2.1.2 The Gwynedd Structure Plan (1993) does not outline specific holiday accommodation zones, but it has a general Policy, CH4, which states that there will be a presumption against the loss of serviced accommodation in holiday resorts.

2.1.3 Subsequent reviews of the boundary zone have led to a reduced area in the Aberconwy District Plan and Conwy Unitary Development Plan, however, both documents were in draft form and the Llandudno Conwy District Plan is still used to determine planning applications in Llandudno.

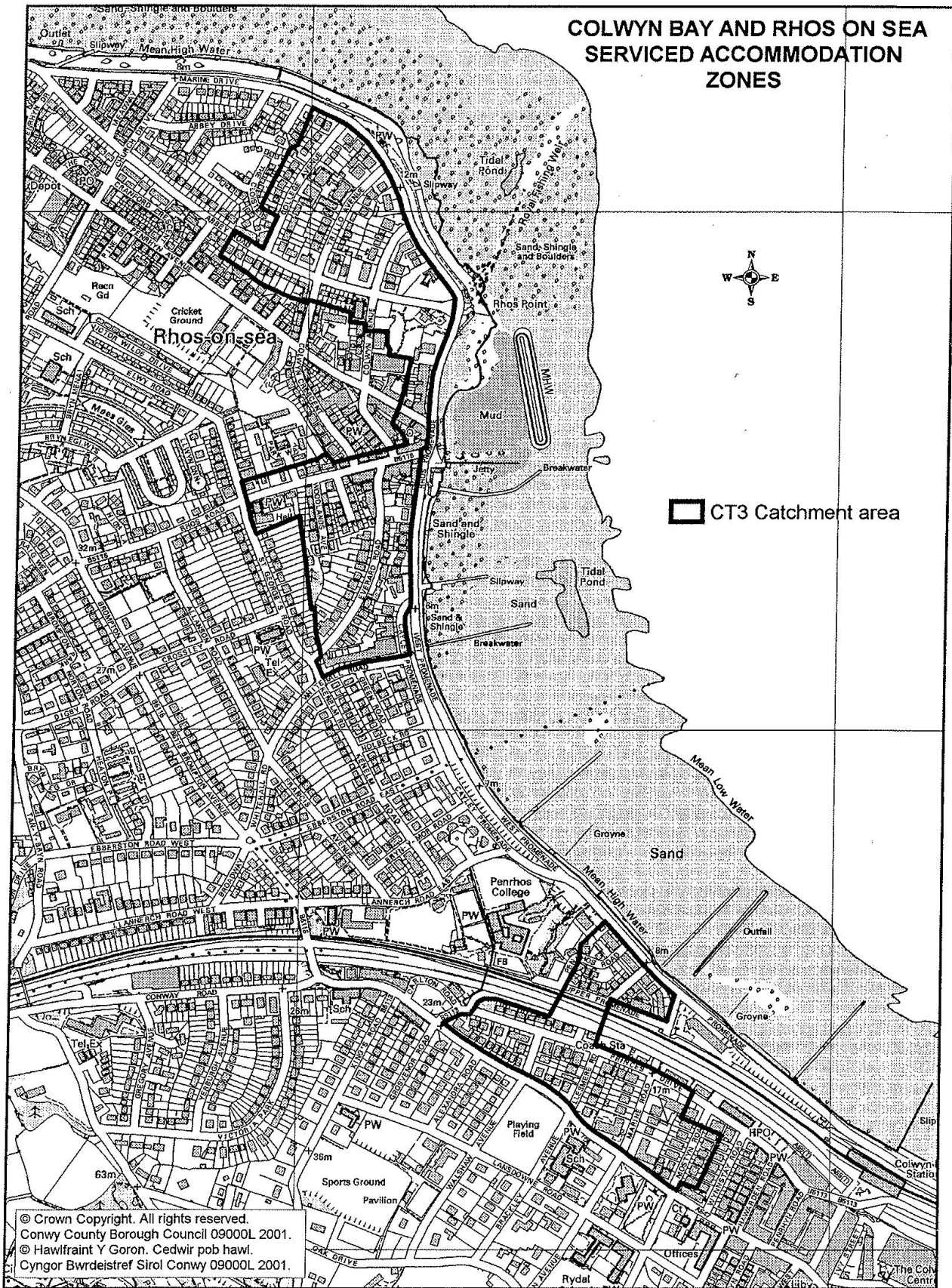
2.2 **Rhos on Sea and Colwyn Bay**

2.2.1 Policy CT3 of the Colwyn Borough Local Plan (1999) defines the boundaries of the Holiday Accommodation Zones in Rhos on Sea and Colwyn Bay in which the conversion or redevelopment of existing hotels and guest houses to other uses will not be permitted unless it can be demonstrated that there is no longer a long term demand for the property for serviced accommodation. It is this policy that has been used to determine serviced accommodation applications in Rhos on Sea and Colwyn Bay. Map 2 shows the Holiday Accommodation Zones for both centres.

Map 1 – Llandudno/Conwy District Plan – Llandudno Primary Holiday Accommodation Zone



Map 2 – Colwyn Borough Local Plan – Colwyn Bay and Rhos on Sea Holiday Accommodation Zones



3. Review of holiday accommodation zones

3.1 Introduction

3.1.1 It is important to monitor the provision of holiday accommodation across the Conwy Local Planning Authority (LPA) area, particularly within the existing defined zones. The Council's Corporate Research and Information Unit service undertake a survey of tourist accommodation in the Conwy LPA area, that is, the area of Conwy outside of Snowdonia National Park. The purpose of this survey was to monitor the types of accommodation available including the number of units and bed spaces, average rates of stay and an estimate of employee numbers per accommodation type. Analysis of the data gives an overall picture for each of the three areas and can still help in identifying areas of high or low concentration.

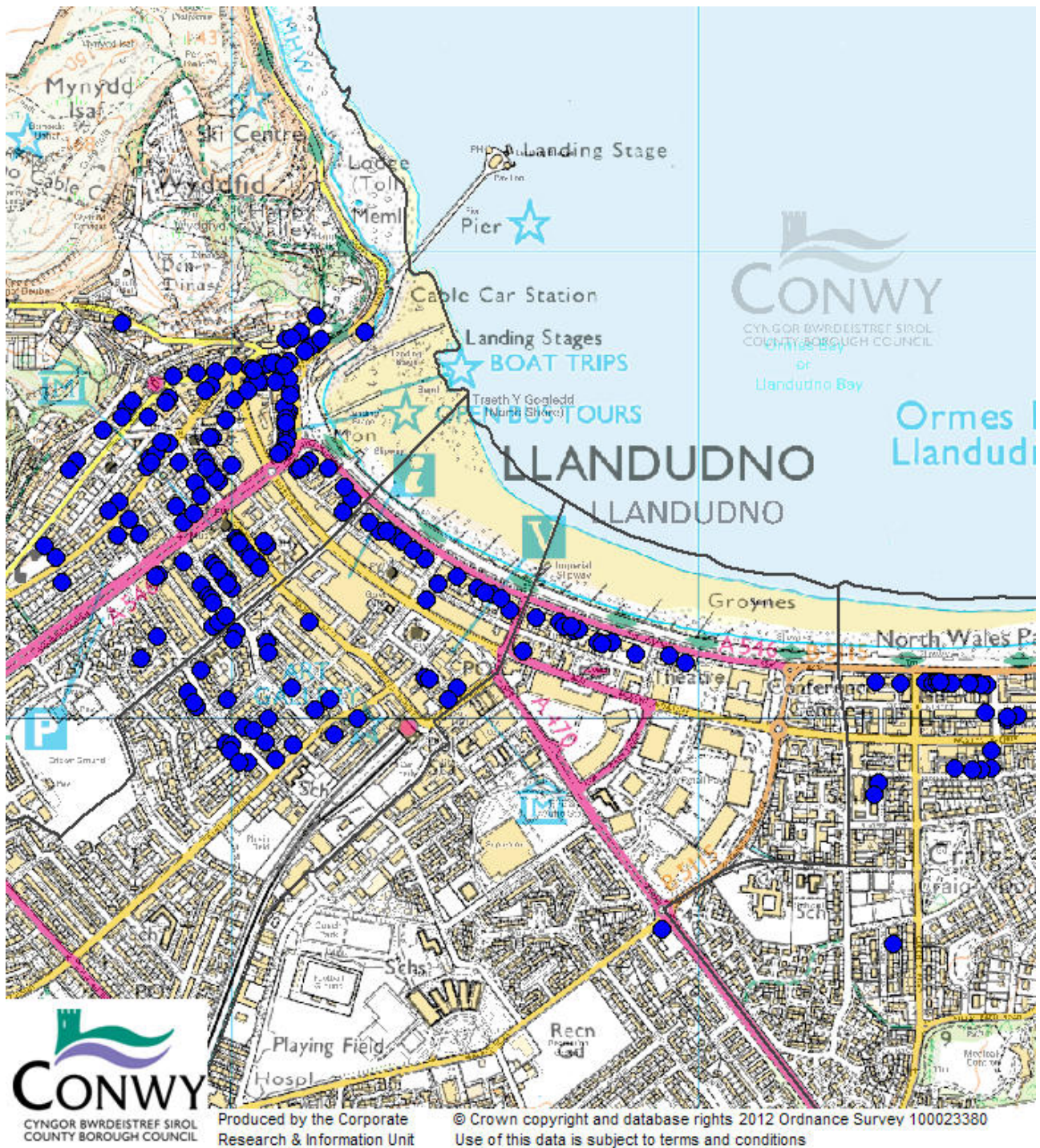
3.1.2 The results of the survey, along with site visit surveys to Llandudno, Rhos on Sea and Colwyn Bay has helped to establish the situation within, and adjoining, the existing zone boundaries. With this information, it is then possible to make amendments to the zone boundaries, where necessary, to better reflect the current provision of holiday accommodation. The survey results have directly informed the recommendations made in this BP.

3.2 Llandudno

3.2.1 The high concentration of holiday accommodation in the centre of Llandudno is long established, and reflected in the extent of the District Plan zone boundary. The latest tourist accommodation survey states that 66% of the county's serviced bedspaces (including the National Park) is located in Llandudno. There is a consistently high concentration of serviced accommodation along the Promenade, North Parade, and Hill Terrace and along the western extent of Church Walks (see map 3). However, the Eastern extent of the boundary, along Tudno Street, Abber Road, Arvon Avenue and Clement Avenue still contain a number of serviced accommodations that adds to the range and diversity available in Llandudno. For example, from the Empire Hotel west along Church Walks to the end of the zone by Ysgol San Sior, there remains a concentration of approximately 33% serviced accommodation along this street based on a site visit survey.

- 3.2.2 Map 3 shows that there remains a concentration of serviced accommodation in Llandudno. Nevertheless, there have been some changes in the last few years that could impact on the redrawing of the zone boundary.
- 3.2.3 Around the eastern extent of the Primary Holiday Accommodation Area, there have been a number of applications granted permission (including some on appeal) that have resulted in a loss of serviced accommodation. Appendix 1 lists decisions for conversions from serviced accommodation into alternative uses in Llandudno since 2000. A number of the conversions were located within the Primary Holiday Accommodation Area, particularly along Church Walks. The conversion of Llandudno's hotel stock to alternative uses could weaken the town's ability to retain its status as a major tourist destination. It could also prejudice Llandudno's hopes of attracting future conference trade which, in turn, would be detrimental to efforts to lengthen the season and strengthen the resort's economy.

Map 3 – Serviced Accommodation in Llandudno (Source: Tourist accommodation database, 2012)



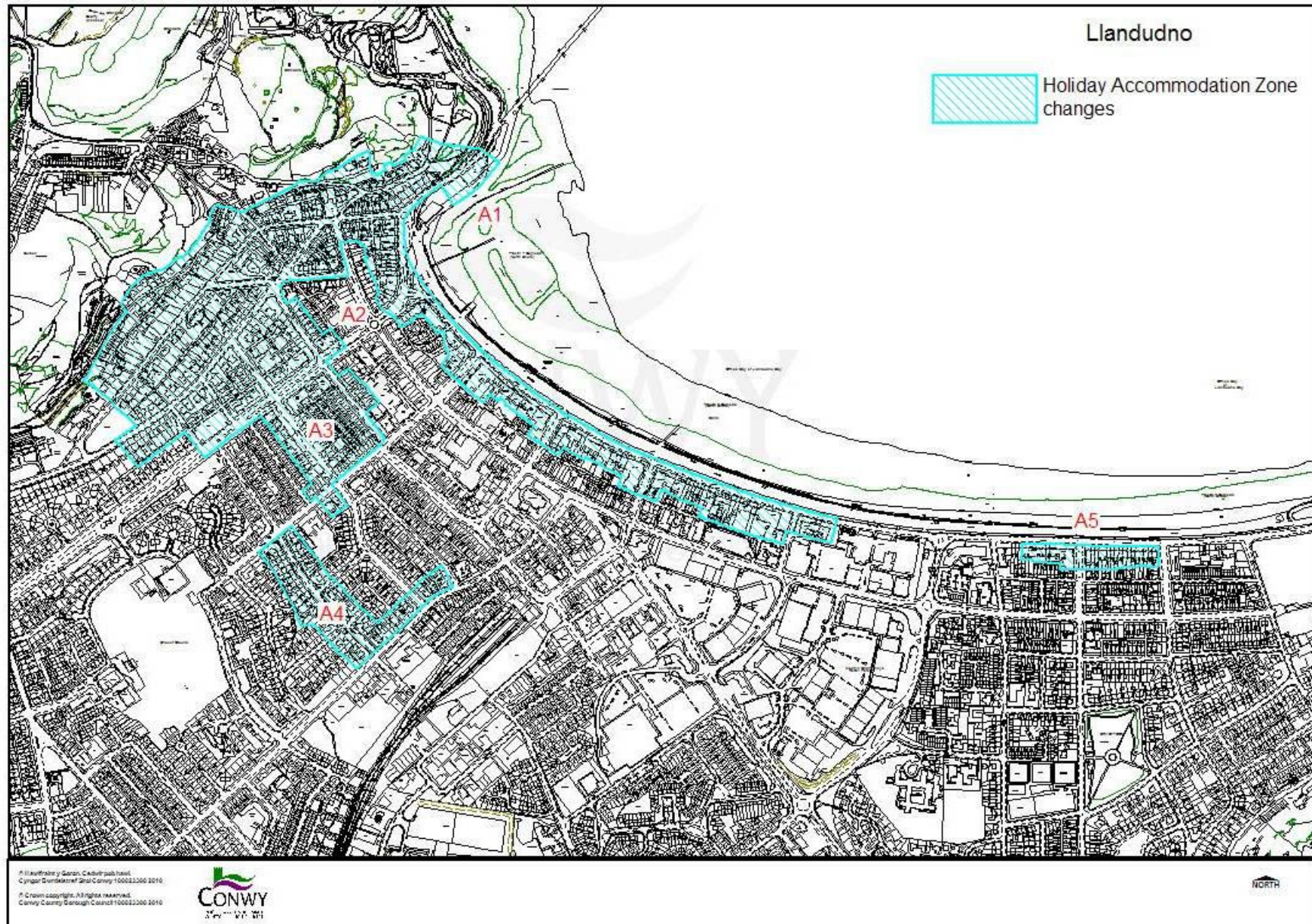
3.2.4 It is therefore proposed to retain the Primary Holiday Accommodation Zone in Llandudno, with some amendments. The existing capacity in those core areas, where serviced accommodation has historically been concentrated, should be safeguarded in order to maintain a firm basis for the future. The introduction of Deganwy Avenue and Chapel Street are important to safeguard the strong concentration of existing accommodation along these streets. At present, 38.7% of dwellings/units along Chapel Street are serviced accommodation, and 57.6% of dwellings/units along Deganwy Avenue are serviced accommodation. Of the areas introduced under map reference A4, the percentage of serviced holiday accommodation is 36.4% of all the units in the area (see Appendix 2 for gains and losses along both streets over the last ten years), and thus this concentration merits protection under this designation.

3.2.5 A summary of the proposed changes to the Primary Holiday Accommodation Zone is provided in Table 1 and Map 4 shows the amended boundary.

Table 1 - Primary Holiday Accommodation Zone boundary amendments (see map 3)

Location	Map Reference	Discussion	Proposal
Llandudno	A1	Only half of the Pier Pavilion site has previously been included in past policy documents. It is considered to aid the options for future use of the site that the whole site be included in the PHAZ	Include the whole of the Pier Pavilion site within the PHAZ
	A2	Removal of Christ Church along Arvon Avenue and Bod-Hyfyrd Road Area as there is no Serviced Holiday accommodation located here.	Removal from Holiday Accommodation Zone
	A3	Inclusion of Chapel Street and Deganwy Avenue as there is a high concentration of Serviced Holiday Accommodation located here.	Inclusion in Holiday Accommodation Zone
	A4	Inclusion of St David's Road and sections of Lloyd Street, Claremont Road, St Seiriol's Road, St David's Place, Trinity Avenue, St Mary's Road and Caroline Road as in these areas there are a large number of Serviced Holiday Accommodation	Inclusion in Holiday Accommodation Zone
Craig-Y-Don	A5	Removal of The Washington Public House and No. 1-3 East Parade as these buildings are no longer used for Serviced Holiday Accommodation.	Removal from Holiday Accommodation Zone

Map 4 – Proposed amendments to Llandudno Holiday Accommodation Zone (see table 1)



3.3 Rhos on Sea

3.3.1 There has been a gradual reduction in the total number of serviced accommodation within the Rhos on Sea Holiday Accommodation Zone. When the boundary was originally proposed in the Colwyn Borough Local Plan, there were approximately 14 serviced accommodation facilities in the zone; this has now reduced to 9 facilities. The only concentration remains along Cayley Promenade, where there are 3 facilities. Map 5 shows the most recent survey of serviced accommodation in the Bay of Colwyn area, while Appendix 3 summarises the conversions in Rhos on Sea and Colwyn Bay.

3.3.2 The reduced concentration in the zone around Everard Road, Whitehall Road and Cayley Promenade means that the area is now predominantly residential. There is no concentration of holiday accommodation in the northern zone along College Avenue, Trillo Avenue and Colwyn Avenue.

3.3.3 It is acknowledged that certain established hotels and guest houses remain, but the lack of concentration means that any proposals for conversion or change of use from serviced accommodation should be assessed on an individual basis and its own merits. For the above reasons, it is proposed to remove the existing holiday accommodation zone in Rhos on Sea. Further information on the assessment of proposals for the loss of serviced accommodation will be provided in the forthcoming Supplementary Planning Guidance on Tourist Accommodation.

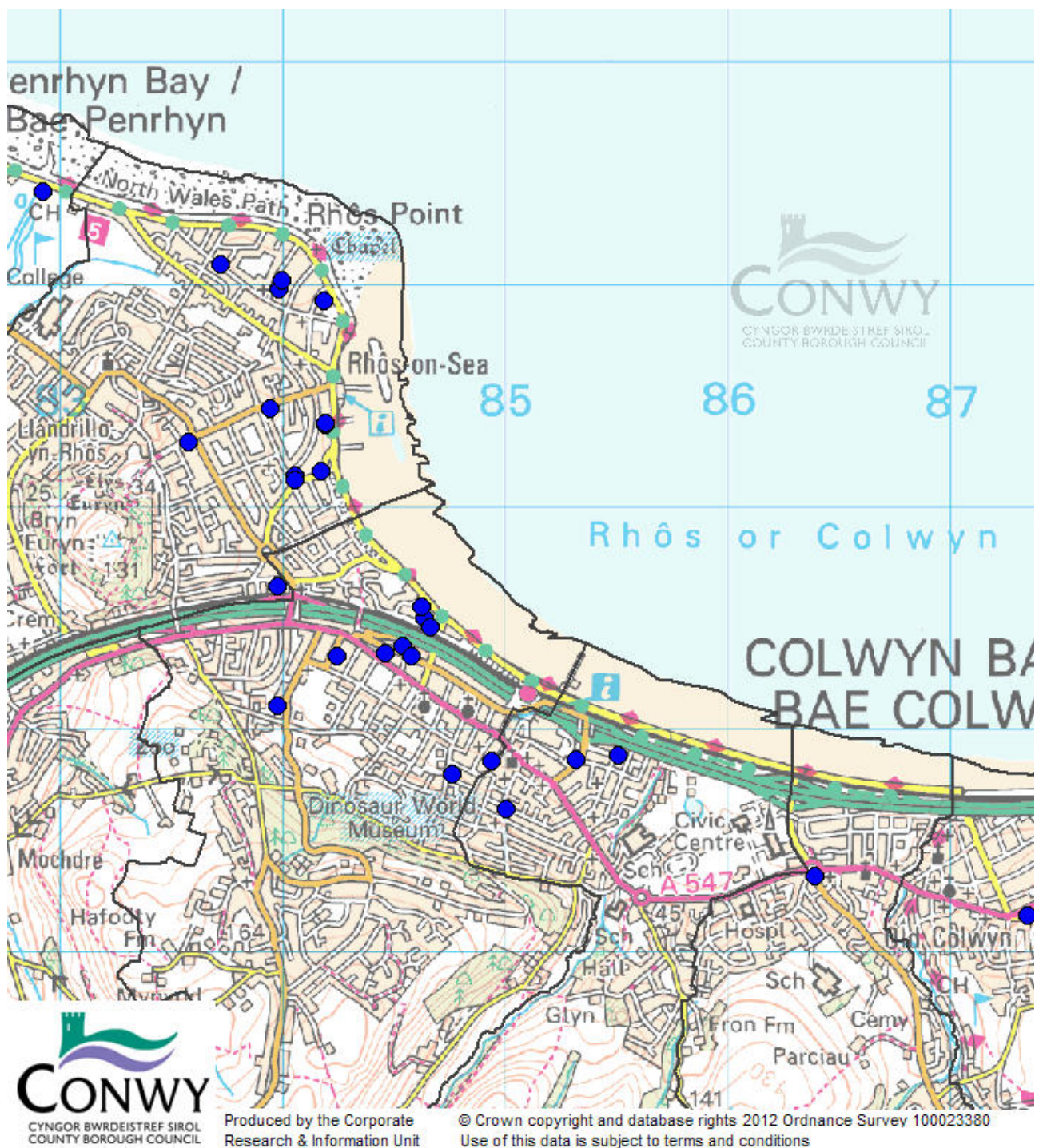
3.4 Colwyn Bay

3.4.1 Colwyn Bay has also experienced a gradual reduction in the total number of serviced accommodation facilities. The number of serviced accommodation facilities in the existing zoned area has reduced from approximately 16 units in 2000, to 6 facilities in the 2012 survey. The cluster of holiday accommodation around Upper Promenade and West Promenade has disappeared through the demolition of former hotels and erection of flats. Appendix 3 lists the losses in Colwyn Bay over the last ten years which demonstrates that applications resulting in the loss of serviced accommodation have been successful.

3.4.2 Princes Drive, Ellesmere Road and Marine Road were also included in the original zone. However, while there is still holiday accommodation in this area, these streets

are predominantly residential and there is no concentration of holiday accommodation. As with Rhos on Sea, any proposals for conversion or change of use from serviced accommodation should be assessed on an individual basis on its own merits.

Map 5 – Serviced Accommodation in the Bay of Colwyn area (Source: Tourist accommodation database, 2012)



3.5 The tourist accommodation survey covered the entire Conwy LPA area. Outside of the existing three holiday accommodation areas, there were no greater or equal concentrations of serviced accommodation in any area.

4. Conclusion

- 4.1 In general, while Rhos on Sea and Colwyn Bay have seen very significant declines and would not now be classed as main tourist resorts, Llandudno has maintained its share of tourist accommodation and remains the main tourist resort in the LPA area.

- 4.2 The survey of existing holiday accommodation zones in Llandudno, Rhos on Sea and Colwyn Bay has resulted in a number of amendments. It is proposed to retain the existing zone boundary in Llandudno, with minor changes. The existing zones in Rhos on Sea and Colwyn Bay are proposed to be removed due to the gradual loss and lack of concentration of holiday accommodation.

- 4.2 The concentration of holiday accommodation within and adjoining the zone boundary will be reviewed as part of the LDP Annual Monitoring Report. The Implementation and Monitoring Framework in the LDP includes targets and trigger points for monitoring policy TOU/3 Holiday Accommodation Zone.

5. Appendix 1

Gains and losses in serviced accommodation in the former Llandudno/Conwy District Plan Primary Holiday Accommodation Area 2000-2012

Application Number (the latest one per property)	Location	Decision date	Existing use	Development type	Proposed use
GAINS					
0/27702	48 Church Walks	16/9/2003	5 self contained flats	Change of use	Bed and breakfast accommodation
0/30364	Empire Hotel, Church Walks and 1 Craigwen, Ty Gwyn Road	23/8/2005	Dwelling	Conversion and extension	Hotel
0/38737	40 Church Walks	04/05/2012	Dwelling	Conversion	Bed and breakfast accommodation
0/33122	12-14 Arvon Avenue	19/4/2007	Guesthouse	Conversion	2 guesthouses
LOSSES					
0/23771	38 Church Walks	2/6/2000	Guesthouse	Conversion	Dwelling
0/24608	45 Church Walks	26/2/2001	Guesthouse	Conversion	Dwelling
0/24884	31 Church Walks	30/5/2001	Hotel	Conversion	Dwelling
0/24949	Blue Cloud Lodge Hotel, Church Walks	15/6/2001	Guesthouse	Conversion	Dwelling
0/26308	8 Clement Avenue	30/9/2002	Guesthouse	Conversion	Dwelling
0/26480	1 Salisbury Road	4/11/2002	Guesthouse	Conversion	Dwelling
0/26672	Bryn Tirion, 44 Church Walks	18/12/2002	Guesthouse	Conversion	Dwelling
0/26767	6-8 and 9 Nevill Crescent	3/2/2003	Hotels	Conversion	1 Hotel
0/27269	16 Gloddaeth Street	17/10/2003	Hotel	Change of use	Retirement home
0/27742	Rhosyn Hotel, 21 Chapel Street	29/9/2003	Hotel	Conversion	3 flats
0/27966	7 Bodhyfryd Road	24/11/2003	Guesthouse	Conversion	Dwelling
0/28698	8 Bodhyfryd Road	8/7/2004	Bed and breakfast	Change of use	3 self contained flats
0/29683	Bodlondeb Castle Hotel, Church Walks	24/2/2005	Hotel	Conversion	15 flats
0/30073	6 York Road	21/6/2005	Guesthouse	Conversion	3 flats
0/30751	Branksome Hotel, Lloyd Street	30/3/2006	Hotel	New build	8 dwellings
0/36693	75 Church Walks	15/6/2010	Bed and breakfast	Partial change of use	Restaurant
0/37883	Hafod y Mor, 5 Hill Terrace	15/11/11	Guesthouse	Change of use	Dwelling
0/38268	Clarence Hotel	8/3/2012	Hotel	Partial change of use	Restaurant and Shop

6. Appendix 2

Gains and losses in the new areas included in the revised Llandudno Holiday Accommodation Zone 2000-2012

Application Number (the latest one per property)	Location	Decision date	Existing use	Development type	Proposed use
GAINS					
0/23415	14 Chapel Street	09/02/2000	Dwelling	Conversion	Guesthouse
0/24136	Cleave Court, 1 St. Seiriols Road	21/09/2000	Dwelling	Conversion	Guesthouse
0/33776	10 St David's Road	26/09/2007	Dwelling	Conversion	Guesthouse
0/34650	5 Claremont Road	20/03/2008	Dwelling	Conversion	Guesthouse
LOSSES					
0/25262	Banham House Hotel, 2 St. Davids Road	02/10/2001	Guesthouse	Conversion	Dwelling
0/26136	1 Claremont Road	13/08/2002	Guesthouse	Change of use	Dwelling
0/27742	21 Chapel Street	29/09/2003	Hotel	Conversion	3 flats
0/27778	5 Claremont Road	06/10/2003	Guesthouse	Change of use	Dwelling
0/28544	22-23 Chapel Street	16/06/2004	Hotel	Conversion	6 flats
0/30682	10 St David's Road	04/10/2005	Guesthouse	Change of use	Dwelling
0/31321	17 Chapel Street	28/02/2006	Guesthouse	Conversion	5 flats
0/32466	21 Deganwy Avenue	8/01/2007	Guesthouse	Conversion	4 flats

7. Appendix 3

Gains and losses in the Holiday Accommodation Zones in Rhos on Sea and Colwyn Bay, 2000-2012

Application Number (the latest one per property)	Location	Decision date	Existing use	Development type	Proposed use
GAINS					
0/27155	Holly Tree Guest House, 11 Marine Road, Colwyn Bay	12/05/2003	Guesthouse	Change of use	Guesthouse and conference centre with change of use of 2 bedrooms to offices.
LOSSES					
0/23624	Rhos Abbey Hotel, Promenade, Rhos on Sea	15/11/2000	Hotel	Redevelopment	30 apartments
0/25500	6-8, Upper Promenade, Colwyn Bay	13/02/2002	Hotel	Change of use	2 Dwellings
0/26729	Monksweir, Colwyn Avenue, Rhos On Sea	29/01/2003	Hotel	Change of use	Dwelling
0/32129	St Enochs and Marine Hotel, West Promenade, Rhos On Sea	11/09/2006	Hotel	Redevelopment	23 apartments
0/34272	Norfolk House, 39 Princes Drive, Colwyn Bay	21/05/2008	Hotel	Change of use	Residential rehabilitation centre for people with alcohol / drug dependency problems and people who are homeless and at risk
0/35314	The Rothesay Hotel, West Promenade, Colwyn Bay	17/8/2009	Hotel	Redevelopment	40 self contained apartments
0/36967	63-67 Princes Drive, Colwyn Bay	11/08/2010	Hotel	Change of use	2 Dwellings
0/38194	St Margaret's Hotel, Colwyn Bay	10/10/2011	Hotel	Change of use	6 apartments
0/38178	10 Ellesmere Road, Colwyn Bay	10/10/2011	Hotel	Change of use	Dwelling
0/37366	12 Ellesmere Road, Colwyn Bay	04/02/2011	Hotel	Change of use	Residential home for young people