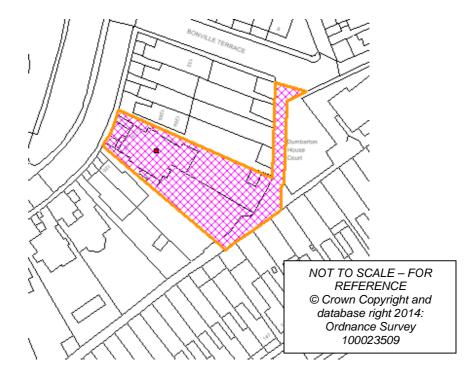
ITEM 1
 APPLICATION NO:
 2016/3401/FUL

 WARD:
 Uplands - Bay Area

 Location:
 122 Eaton Crescent, Uplands, Swansea, SA1 4QR

 Proposal:
 Change of use from residential (Class C3) to a HMO for 6 people (Class

- Proposal: Change of use from residential (Class C3) to a HMO for 6 people (Class C4) including minor external alterations
- Applicant: Mr Andrew Wood



BACKGROUND INFORMATION

POLICIES

UDP - EV1 - Design

New development shall accord with a defined set of criteria of good design. (City & County of Swansea Unitary Development Plan 2008).

UDP - EV9 - Development in Conservation Areas

Development within or adjacent to a Conservation Area will only be permitted if it would preserve or enhance the character and appearance of the Conservation Area or its setting. (City & County of Swansea Unitary Development Plan 2008)

UDP - HC5 - Houses in Multiple Occupation

Proposals for the conversion of dwelling or non-residential properties to HMO's will be permitted subject to a set of defined criteria including the effect upon residential amenity; harmful concentration or intensification of HMO's in an area, effect upon the external appearance of the property and the locality; effect on local car parking and highway safety; and adequate refuse storage arrangements. (City & County of Swansea Unitary Development Plan 2008).

ITEM 1 (CONT'D)

APPLICATION NO:

2016/3401/FUL

UDP - AS6 - Parking/Accessibility

Provision of car parking in accordance with adopted standards. (City & County of Swansea Unitary Development Plan 2008)

SITE HISTORY App Number	Proposal	Status	Decision Date
2016/3401/FUL	Change of use from residential (Class C3) to a HMO for 6 people (Class C4) including minor external alterations	PDE	
83/0894/03	DORMER CONSTRUCTION AS FLAT FOR SINGLE PERSON	APP	25.08.1983
79/0090/08	PART USE AS A DWELLING AND PART ACCOMMODATION FOR WEEKLY BOARDERS FROM DUMBARTON SCHOOL	APP	22.02.1979
78/0811/08	USE AS OFFICES	OBJ	11.09.1978
78/0810/08	USE AS A HOME OR INSTITUTION	APP	13.09.1978
78/0809/08	USE AS A SCHOOL	NOBJ	11.09.1978
78/0808/08	USE AS BOARDING HOUSE OR GUEST HOUSE	REF	11.09.1978
78/0807/08	USE AS SINGLE DWELLING OR MULTIPLE OCCUPATION	APP	11.09.1978
2016/1350	Use of property as 19 bed HMO (application for a Certificate of Existing Lawful Use)	WL	08.08.2016

RESPONSE TO CONSULTATIONS

Neighbours: The application was advertised in accordance with the Town and Country Planning (Development Management Procedure) Order 2012 (as amended) through the display of a site notice and in the press as development within a Conservation Area. In addition to this adjoining properties were individually consulted.

ITEM 1 (CONT'D)

APPLICATION NO: 2016/3401/FUL

ONE PETITION OF OBJECTION has been received containing 32 signatures which raised the following concerns:

- 1. Over-density of HMOs in the area.
- 2. Parking issues.
- 3. Increase in refuse.
- 4. Impact on residential amenity and quality of life of existing residents

In terms of a breakdown of addresses, amongst other unclear addresses, the petition contains addresses from The Grove, Sketty Road, Terrace Road, Uplands Terrace, Brynmill Road, Ernald Place, Glanmor Park Road, Clydach Road, Waterloo Place, Knoll Avenue, St Helens Avenue, Finsbury Terrace, Windsor Street, Pinewood Road, Derwen Fawr Road, Cherry Grove, Vivian Road, Westbourne Road and Cameron Road.

ELEVEN INDIVIDUAL LETTERS OF OBJECTION have been received from properties including Nos. 75, 78, 84, 85, 87 and 118 Eaton Crescent which raise the following concerns:

- 1. Our street already has numerous HMO properties. This causes problems with congestion and parking.
- 2. Uplands has the most houses in multiple occupation
- 3. No justification for any more
- 4. Parking to the rear will rarely be used as access is down a narrow lane to the rear of the building.
- 5. New residents likely to park on street
- 6. Concerns about refuse management
- 7. Concerns with litter, parking, driving issues and noise
- 8. This application is not in the long term interest of permanent residents of Uplands.
- 9. Loss of a potential family home when young families are moving back to the street in former HMO's
- 10. Oversaturated with HMO's
- 11. No cars have ever been parked at the rear of this property.
- 12. Access to the parking area is via a narrow lane and poorly lit
- 13. Service road to parking area is hazardous for present and increased traffic
- 14. Eaton Crescent now lies in a Conservation Area and changing houses into HMOs does not fit in with the ethos.
- 15. Maintenance of family homes should be a priority.
- 16. The high concentration of HMO's in the area has reached a level which is having an adverse impact upon our community of permanent residents.
- 17. Further HMOs are not needed as there is no shortage of such accommodation in the area.
- 18. HMOs are frequently noisy as well as messy and this makes bringing up children on the street a sometimes challenging experience.
- 19. This will create a 'super HMO' for the new owner 19 already existing.
- 20. Parking is already a problem on the street.
- 21. Rear service lane is unsuitable to access rear of property more cars will park on street
- 22. To have another HMO in Eaton Crescent will increase the current problems.

ITEM 1 (CONT'D)

APPLICATION NO: 2016/3401/FUL

Highways: The current parking standards allow for up to six people in a property without the need for any additional parking. Prior to the introduction of the C4 Classification (for between 3 & 6 persons) in March 2016 up to six people could share without the need for planning permission.

Given that the parking standards do not reflect the new use Class C4 and based on recent appeal decisions, I do not consider that a refusal from highways could be justified at appeal despite my ongoing concerns regarding the cumulative impact of increasing sizes of HMO's in the area.

As part of the HMO SPG a review of the existing parking standards which specifically relate to HMOs and purpose built student accommodation will be included. This should be in place by March 2017 and will take into account data specific to Swansea and not generic information for Wales as a whole. In the interim the existing SPG on parking is the relevant document that any Inspector would use in a Planning appeal situation.

This application is for a change of use from C3 to C4 (for 6 persons) hence it is still on or below the six person threshold.

The plans indicate a parking area to the rear of the site that can accommodate 6 cars. This would fully comply with the CCS Parking Standards. In addition cycle parking is shown as being available in the basement area.

On that basis I recommend that no highway objections are raised to the proposal subject to conditions.

1. The dwelling being used by no more than 6 persons in the interest of highway safety.

2. Cycle Parking to be provided in accordance with the submitted details prior to beneficial occupation of the HMO.

3. The car parking area as indicated being made available prior to beneficial occupation of the HMO, and maintained for parking purposes only in perpetuity.

APPRAISAL

This application is reported to Committee for decision at the request of Councillor Nick Davies. A petition of 32 signatures has been received to support the call in procedure.

Description

Full planning permission is sought for the change of use from residential dwelling (Class C3) to HMO for 6 people with associated fenestration alterations at 122 Eaton Crescent.

The existing accommodation is set over four floors, with a lounge and kitchen to the ground, 2 living rooms/bedrooms to the first floor, 3 bedrooms to the second floor and an open attic area. The proposal seeks to provide a lounge and kitchen to the ground floor, 2 bedrooms to the first floor, 3 bedrooms to the second floor and an attic bedroom to the third floor. The basement area would provide bike/bin storage.

ITEM 1 (CONT'D)

APPLICATION NO: 2016/3401/FUL

Plans indicate a new roof light within the roof plane to serve the bedroom with at the fourth floor.

The application site is located within the Ffynone and Uplands Conservation Area

Site History

The property namely 122 and 124 was converted prior to 1979 to provide one large building adapted as a residential home for the aged. From 1979 to 1994 the property was a boarding house for students and pupils from Dumbarton House School. Following the closure of the school in 1995 the property was adapted to provide student accommodation. In 2003 the property was registered as a 19 bedroom HMO with a separate 5 bedroomed self-contained house. The owner of the property occupied the self-contained house.

A certificate of lawful use was issued on 8th August 2016 (ref:2016/1350) as it was considered that based on the evidence provided and on the balance of probability, part of the property at 122-124 Eaton Crescent had been used as a 19 bed HMO for a period in excess of 10 years. The red line area for the certificate application specifically excluded the application property which is the subject of this application.

For clarification, this application seeks planning permission to change the use of the selfcontained house within the application site to a 6 bedroom HMO.

Main Issues

The main issues for consideration during the determination of this application relate to the principle of this form of use at this location and the resultant impact of the use and the development upon the residential amenities of the area, highway safety and the impact of the proposal on the character and appearance of the Ffynone Conservation Area, having regard for the provisions of the Swansea Unitary Development Plan (UDP) and the Supplementary Planning Guidance document entitled 'Swansea Parking Standards' and the site history.

The Supplementary Planning Guidance 'Houses in Multiple Occupation (HMOs) and Purpose Built Student Accommodation (PBSA) has recently gone out to public consultation. The consultation period runs from 23rd January until 5th March 2017. Whilst a draft document has been produced, until the document has been through consultation and Adopted formally, it is not a material consideration in the determination of planning applications.

Principle of Use

Up until March 2016 planning permission was not required for the use of a property as a HMO for up to 6 people and as such there has been historically a large concentration of HMO properties in Uplands which has happened predominately without planning permission being required.

Following concerns raised by Local Authorities throughout Wales in respect of areas with a high concentration of HMOs an amendment to the Use Class Order was made introducing a separate C4 use for HMO properties with more than 2 people living in them. The amendment was made in order to safeguard the confidence of residents in areas with large numbers of HMOs, while at the same time protecting the rights of those people living in them.

ITEM 1 (CONT'D)

APPLICATION NO: 2016/3401/FUL

It is acknowledged that large concentrations of HMOs can bring their own problems to local areas, however whilst Swansea Local Authority has now produced a SPG related to HMOs this is currently at consultation stage and until formally adopted does not carry any weight.

Policy HC5 of the Swansea UDP supports the conversion of dwellings to HMOs subject to compliance with the set criteria:

(i) There would be no significant adverse effect upon residential amenity by virtue of noise, nuisance and/or other disturbance

(ii) The development would not contribute to harmful concentration or intensification of HMOs in a particular area

(iii) There would be no adverse effect upon the external appearance of the property and the character of the locality,

(iv) There would be no significant adverse effect on local car parking and highway safety, and

(v) Appropriate refuse storage arrangements can be provided

The criteria of the above is addressed below:

Would the proposal result in a significant adverse effect upon residential amenity by virtue of noise, nuisance and/or other disturbance?

On the basis of the information provided, the proposal will result in an increase in the number of bedrooms from 5 to 6, as the two rooms on the first floor could easily be used as bedrooms. A large family could occupy this large four storey property under the extant lawful use of the premises and as such it is not considered that the use of the premises for up to 6 people as a HMO would result in an unacceptable intensification of the use of the building over and above what could be experienced which could warrant the refusal of this application. As such the proposed use will not result in unacceptable noise and disturbance which could reasonably warrant the refusal of this application. The proposal is considered to respect residential amenity in compliance with the provisions of Policies EV1, EV40 and HC5 of the Swansea UDP.

Would the development contribute to a harmful concentration or intensification of HMOs in a particular area?

In 2015 the Welsh Government commissioned a study into the impact of houses in multiple accommodation (HMOs) concentrations on local communities in certain areas across Wales. The Welsh Government identified that HMOs make an important contribution to the provision of housing for those unable to buy or rent smaller accommodation but the study revealed common problems associated with high concentrations of HMOs including damage to social cohesion, difficult access to the area for owner occupiers and first time buyers, increases in anti-social behaviour, noise, burglary and other crime, reduction in the quality of the local environment, a change in the character of the area, increased pressure on parking and a reduction in provision of community facilities for families and children, in particular pressure on schools through falling rolls. The research recommended that the definition of a HMO be changed and that the Town and Country Planning (Use Classes) Order 1987 be amended to give Local Authorities the power to manage the development of HMOs with fewer than seven residents, which previously would not have required planning permission.

ITEM 1 (CONT'D)

APPLICATION NO: 2016/3401/FUL

Following on from the change in legislation the Welsh Government published a document entitled 'Houses in Multiple Occupation Practice Guidance (February 2016) HMOs. Within this it is identified that HMOs provide a source of accommodation for certain groups which include students temporarily resident and individuals and/or small households unable to afford self-contained accommodation. It further identifies the concerns, as set above, that were raised in the study into HMOs as well as setting out good practice measures in relation to the management of HMOs.

It is evident from visiting the site and viewing the Councils own records that there is a high level of properties in multiple occupation along Eaton Crescent. Eaton Crescent comprises a wide mix of house styles most being substantial properties set along both sides of 'The Crescent', some being homes for the elderly, self-contained flats, HMO's and family houses. Using evidence held by our Environmental Health Department there are currently 24 HMO licenses active (as of the 23rd January 2017) along Eaton Crescent as listed on the public register. There are approximately 155 properties on this road (it is acknowledged that some of these properties are in flats) and based on these figures approximately 15% of dwellings within this road are licensed HMO properties. The approval of this application would take the number of licensed HMOs within Eaton Crescent to 25 which is approximately 16% of the properties on the road.

It is clear that approval of the application would result in the addition of a further HMO into a ward area that already comprises a concentration of HMOs, however whilst this is the case there is no empirical evidence that leads conclusively to the conclusion that approval of this additional HMO would result in a harmful concentration or intensification of HMOs in this area or street. In the absence of a percentage or other similar calculation based approach it is difficult to determine what number of HMOs in an area would constitute a 'harmful concentration'. As such whilst this application will result in further concentration of HMOs it cannot be regarded that this is a harmful concentration such that it complies with the aims of this criterion.

There would be no significant adverse effect on local car parking and highway safety

Having consulted the Head of Transportation and Engineering it is acknowledged that the current Parking Standards allow for up to six people in a property without the need for any additional parking. Prior to the introduction of the C4 Classification (for between 3 and 6 persons) in March 2016 up to six people could share without the need for planning permission. Given that the parking standards do not reflect the new use Class C4 and based on recent appeal decisions, the Head of Transportation does not consider that a refusal from highways could be justified at appeal despite ongoing concerns regarding the cumulative impact of increasing sizes of HMO's in the area.

This application is for a change of use from C3 to C4 (for 6 persons) hence it is still on or below the six person threshold. The plans indicate a parking area to the rear of the site that can accommodate 6 cars. This would fully comply with the CCS Parking Standards. In addition cycle parking is shown as being available in the basement area.

The site is in a sustainable location and is well served by public transport and local amenities as well as being located within walking distance of the University and the City Centre. Therefore subject to appropriately worded conditions the proposal is not considered to have any greater impact on highway safety or parking over and above the existing extant use of the property in compliance with the provisions of Policies EV1, HC5 and AS6.

ITEM 1 (CONT'D)

APPLICATION NO: 20

2016/3401/FUL

Appropriate refuse storage arrangements can be provided

The site has a large enough rear garden to accommodate refuse bins and as such it is reasonable to suggest these could be provided and agreed via an appropriately worded condition.

Visual Amenity and Impact upon the Conservation Area

In order to facilitate the provision of the additional accommodation within the roof space a roof light is proposed within the roof plane. Subject to a condition to agree details, this is considered to be acceptable in visual terms and in keeping with the character and appearance of the host property and would preserve the character and appearance of the street scene within the Ffynone and Uplands Conservation Area in compliance with Policies EV1, HC5 and EV9.

Residential Amenity

Turning to the impact on residential amenity, it is not considered that the addition of the window to serve the bedroom in the roofspace gives rise to any unacceptable overlooking over and above that which currently exists. As such the development is considered to respect the residential amenities of the neighbouring properties in compliance with the provisions of Policies EV1 of the Swansea UDP.

Response to Consultations

Notwithstanding the above a petition of objection and individual letters of objection have been received which raised concerns relating to the impact of the proposal upon the number of HMOs in the area, parking, residential amenity, impact on character of an area. The issues pertaining to which have been addressed above.

Concern has been raised with respect litter issues associated with HMO properties, however this is a matter covered under Environmental Health Legislation and not something which could be taken into account during the consideration of this planning application. The concerns in relation to the access to the parking area have been noted however the Head of Transportation has raised no highway objection to the proposed access and an appropriate condition is recommended to ensure the parking area as indicated is provided.

Conclusion

The provision of an additional HMO at this location is considered to be an acceptable land use at the property. There is no evidence to suggest that changing the use of the dwelling in to a HMO would result in a harmful concentration of HMOs within this area. No highway objection has been raised and suitable spaces are set out for the provision of parking, cycle storage and waste storage. The provision of a roof light preserves the character of the Ffynone and Uplands Conservation Area. As such the development is considered to be an acceptable form of development which respects visual amenity, residential amenity and highway safety, in accordance with the provisions of Policies EV1, EV9 and HC5 of the Swansea UDP. Approval is recommended.

ITEM 1 (CONT'D)

APPLICATION NO: 2016/3401/FUL

Regard has been given to the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under Part 2, Section 3 of the Well-Being of Future Generations (Wales) Act 2015 ("the WBFG Act"). In reaching this decision, the Local Planning Authority has taken account of the ways of working set out at Part 2, Section 5 of the WBFG Act and consider that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the public bodies' well-being objectives set out as required by Part 2, Section 9 of the WBFG Act.

RECOMMENDATION

APPROVE subject to the following conditions:

- The development hereby permitted shall begin not later than five years from the date of this decision.
 Reason: To comply with the provisions of Section 91 of the Town and Country Planning Act, 1990.
- 2 The development shall be carried out in accordance with the following approved plans and documents: Site Location Plan, received 2nd December, 2016; SK/01: Existing floor plans, SK/03: Existing block plan, SK/04: Proposed block plan, received on 15th November 2016, SK/02 Rev A: Proposed floor plans, SK/05 Rev A: Existing and proposed elevations, received 31st January 2017. Reason: For the avoidance of doubt and to ensure compliance with the approved plans.
- 3 Notwithstanding the plans submitted and prior to the beneficial occupation of the development hereby approved, details of the car parking area including surfacing, drainage and any retaining wall details, shall be submitted to and approved by the Local Planning. The car parking area shall be implemented in accordance with the approved details prior to the beneficial occupation of the development and be retained for such purposes at all times.

Reason: In the interests of local car parking, highway safety, drainage and visual amenity.

- Prior to the beneficial occupation of the HMO commencing facilities for the secure storage of a minimum of six cycles shall be provided and available for use in accordance with details shown on the proposed basement plan SK02 received 15th November 2016. The cycle parking shall be retained and available for use in perpetuity. Reason: In the interests of providing facilities for sustainable transport.
- 5 Prior to beneficial occupation of the HMO commencing, details of a bin storage area for refuse and recycling to serve the HMO shall be submitted to and agreed in writing by the Local Planning Authority. The bin storage area shall be implemented in accordance with the approved details prior to the beneficial occupation of the development and be retained for such purposes at all times.

Reason: In the interests of residential amenity.

ITEM 1 (CONT'D)

APPLICATION NO: 2016/3401/FUL

6 Notwithstanding the plans submitted and prior to its installation details which shall include full specification, materials and siting of the roof light which shall be of a conservation style, shall be submitted to and approved in writing by the Local Planning Authority. The roof light shall be installed in accordance with the approved details prior to the beneficial occupation of the development.

Reason: To protect the historical and architectural importance of the host dwelling within the Conservation Area.

INFORMATIVES

- 1 The development plan covering the City and County of Swansea is the City and County of Swansea Unitary Development Plan. The following policies were relevant to the consideration of the application: EV1, EV9, AS6 and HC5
- 2 This consent is issued without prejudice to any other consents or easements that may be required in connection with the proposed development.

ITEM 2

APPLICATION NO: WARD: St. T

2016/3406/FUL St. Thomas - Bay Area

Location: 57 Ysgol Street, Port Tennant, Swansea, SA1 8LG

Proposal: Change of use from residential dwelling (Class C3) to a HMO for 5 people (Class C4)

Applicant: Mrs. Helen Ryan



BACKGROUND INFORMATION

POLICIES

UDP - EV1 - Design

New development shall accord with a defined set of criteria of good design. (City & County of Swansea Unitary Development Plan 2008).

UDP - AS6 - Parking/Accessibility

Provision of car parking in accordance with adopted standards. (City & County of Swansea Unitary Development Plan 2008)

UDP - HC5 - Houses in Multiple Occupation

Proposals for the conversion of dwelling or non-residential properties to HMO's will be permitted subject to a set of defined criteria including the effect upon residential amenity; harmful concentration or intensification of HMO's in an area, effect upon the external appearance of the property and the locality; effect on local car parking and highway safety; and adequate refuse storage arrangements. (City & County of Swansea Unitary Development Plan 2008)

ITEM 2 (CONT'D)

APPLICATION NO:

2016/3406/FUL

Decision Date

SITE HISTORY App Number	Proposal	Status
2016/3406/FUL	Change of use from residential dwelling (Class C3) to a HMO for 5 people (Class C4)	PDE

RESPONSE TO CONSULTATIONS:

Neighbours: The application was advertised in accordance with the Town and Country Planning (Development Management Procedure) Order 2012 (as amended) by neighbour notification letters sent to Nos. 56 & 58 Ysgol Street and through display of a site notice dated 2nd December 2016.

30 LETTERS OF OBJECTION have been received which are summarised as follows:

- 1. Too many HMO's in the street;
- 2. Lack of parking in the street;
- 3. On street parking pressure leading to disputes between residents:
- 4. Fire safety concerns;
- 5. The character of the area is changing; and
- 6. Noise and antisocial behaviour.

The letters have been received from occupiers of properties along Ysgol Street.

Pollution Control Division: No objection

Highways: The current Parking Standards allow for up to six people in a property without the need for any additional parking. Prior to the introduction of the C4 Classification (for between 3 and 6 persons) in March 2016 up to six people could share without the need for planning permission.

Given that the parking standards do not reflect the new use class C4 and based on recent appeal decisions I do not consider that a refusal from highways could be justified at appeal despite my ongoing concerns regarding the cumulative impact of increasing sizes of HMO's in the area.

As part of the HMO SPG currently being drafted a review of the existing parking standards which specifically relate to HMO's and purpose built student accommodation will be included. This should be in place by March 2017 and will take into account data specific to Swansea and not generic information for Wales as a whole. In the interim the existing SPG on parking is the relevant document that any Inspector would use in a Planning appeal situation.

This application is for a change of use from C3 to C4 (for 5 persons) hence it is still below the six person threshold.

The applicant has confirmed (January 2017) that a garage to the rear of the site is to be removed to make way for a single parking space. Access to this area is off an adopted rear lane.

ITEM 2 (CONT'D)

APPLICATION NO:

2016/3406/FUL

Parking on street is unrestricted.

The planning statement claims that cycle storage will be made available and this is shown on the plans. Its inclusion can mitigate for the lack of car parking facilities albeit that one parking space is being made available.

On that basis I recommend that no highway objections are raised to the proposal subject to:

- 1. The dwelling being used by no more than 5 persons in the interest of highway safety; and
- 2. Cycle Parking to be provided in accordance with the submitted details prior to beneficial occupation of the HMO.

Applicant's Supporting Statement

The following statement has been submitted by the applicant:

I note there have been 31 objections from local residents in response to my planning application to convert 57 Ysgol Street from residential (Class C3) to HMO for 5 people (Class C4)

The majority of the objections relate to parking issues. There have been more cars parking in the Port Tennant area over the last 10 years but the majority of this can be attributed to the development of the SA1- which offers very limited parking, so people park their cars in Port Tennant and then walk across the bridge/road to the SA1. I am aware the current Parking Standards allow for up to 6 people in a property without the need for any additional parking. However, I do appreciate the residents' concerns and have allowed for 1 designated parking space to the rear of the premises within my application. This area can be seen on the site plan. In addition cycle storage will be made available for 5 cycles and is also shown on the plans to the rear of the property.

A comment has also been raised with regards to the safety of the house. In the event that planning is granted then before an HMO certificate is issued numerous safety checks have to be undertaken which include replacing existing doors/frames with fire doors/frames that comply to certain standards, smoke/carbon monoxide detectors in every room.

Appropriate refuse storage arrangements have been provided. There is already a lean-to for existing refuse and a further 3 x40 litre bins will also be provided.

I have checked the HMO register with Swansea Council and cannot see any HMO's listed for Ysgol Street.

A few comments have been made with regards to noise and anti-social behaviour. I already have another HMO in Brynmill and are not aware of any complaints being made to the University, council or police. I manage this property myself having recently complied with the requirements for Rent Smart Wales and I am now a registered licenced Landlord. I am originally from Port Tennant, my Uncle lives opposite the house on Ysgol Street with my father around the corner on Danygraig road. Matters of antisocial behaviour would be a matter for the police, but I certainly would not renew any contract for a tenant if they were being disrespectful to neighbours.

ITEM 2 (CONT'D)

APPLICATION NO:

2016/3406/FUL

APPRAISAL:

This application is reported to Committee for decision at the request of Councillor Joe Hale. 30 individual letters of objection have also been received to support the call in procedure.

Description

Full planning permission is sought for the change of use from residential (Class C3) to a 5 bedroom HMO (Class C4) at No. 57 Ysgol Street, Port Tennant, Swansea.

The existing dwelling is two storey 3-bedroom mid terrace property which is situated within the residential area of Port Tennant. The area comprises rows of traditionally designed terraced properties.

No external alterations are proposed to the host dwelling, however, it is proposed to demolish the existing garage to the rear of the property and provide one car parking space accessed from the adopted rear lane.

Main Issues

The main issues for consideration during the determination of this application relate to the principle of this form of use at this location and the resultant impact of the use upon the residential amenities of the area and highway safety having regard for the provisions of the Swansea UDP and the Supplementary Planning Guidance document entitled 'Swansea Parking Standards'.

The Supplementary Planning Guidance 'Houses in Multiple Occupation (HMOs) and Purpose Built Student Accommodation (PBSA) has recently gone out to public consultation. The consultation period runs from 23rd January until 5th March 2017. Whilst a draft document has been produced, until the document has been through consultation and adopted formally, it is not a material consideration in the determination of planning applications.

Principle of Use

Up until March 2016 planning permission was not required for the use of a property as a HMO for up to 6 people and as such there has been historically a large concentration of HMO properties in some parts of Swansea which has happened predominately without planning permission being required.

Following concerns raised by Local Authorities throughout Wales in respect of areas with a high concentration of HMOs an amendment to the Use Class Order was made introducing a separate C4 use for HMO properties with more than 2 people living in them. The amendment was made in order to safeguard the confidence of residents in areas with large numbers of HMOs, while at the same time protecting the rights of those people living in them.

It is acknowledged that large concentrations of HMOs can bring their own problems to local areas, however whilst Swansea Local Authority has now produced a SPG related to HMOs this is currently at consultation stage and until formally adopted does not carry any weight.

ITEM 2 (CONT'D)

APPLICATION NO: 2016/3406/FUL

Policy HC5 of the Swansea UDP supports the conversion of dwellings to HMOs subject to compliance with the set criteria:

- (i) There would be no significant adverse effect upon residential amenity by virtue of noise, nuisance and/or other disturbance
- (ii) The development would not contribute to harmful concentration or intensification of HMOs in a particular area
- (iii) There would be no adverse effect upon the external appearance of the property and the character of the locality,
- (iv) There would be no significant adverse effect on local car parking and highway safety, and
- (v) Appropriate refuse storage arrangements can be provided

The criteria of the above is addressed below:

Would the proposal result in a significant adverse effect upon residential amenity by virtue of noise, nuisance and/or other disturbance?

On the basis of the information provided, it is acknowledged that the proposal would result in the increase of two bedrooms to provide a five bedroom property. A large family could occupy the property under the extant lawful use of the premises and as such it is not considered that the use of the premises for up to 5 people as a HMO would result in an unacceptable intensification of the use of the building over and above what could be experienced as a dwelling house.

As such the proposed use will not result in unacceptable noise and disturbance which could reasonably warrant the refusal of this application. The proposal is considered to respect residential amenity in compliance with the provisions of Policies EV1, EV40 and HC5 of the Swansea UDP.

Would the development contribute to a harmful concentration or intensification of HMOs in a particular area?

In 2015 the Welsh Government commissioned a study into the impact of houses in multiple accommodation (HMOs) concentrations on local communities in certain areas across Wales. The Welsh Government identified that HMOs make an important contribution to the provision of housing for those unable to buy or rent smaller accommodation but the study revealed common problems associated with high concentrations of HMOs including damage to social cohesion, difficult access to the area for owner occupiers and first time buyers, increases in anti-social behaviour, noise, burglary and other crime, reduction in the quality of the local environment, a change in the character of the area, increased pressure on parking and a reduction in provision of community facilities for families and children, in particular pressure on schools through falling rolls. The research recommended that the definition of a HMO be changed and that the Town and Country Planning (Use Classes) Order 1987 be amended to give Local Authorities the power to manage the development of HMOs with fewer than seven residents, which previously would not have required planning permission.

ITEM 2 (CONT'D)

APPLICATION NO: 2016/3406/FUL

Following on from the change in legislation the Welsh Government published a document entitled 'Houses in Multiple Occupation Practice Guidance (February 2016) HMOs. Within this it is identified that HMOs provide a source of accommodation for certain groups which include students temporarily resident and individuals and/or small households unable to afford self-contained accommodation. It further identifies the concerns, as set above, that were raised in the study into HMOs as well as setting out good practice measures in relation to the management of HMOs.

From viewing the Councils own HMO register, there are currently no HMOs registered along Ysgol Street (as of the 26th January 2017), however, planning permission was recently granted for the change of use of No. 54 Ysgol Street to a HMO for 5 people (planning application no: 2016/3388/FUL refers) and an application is currently being considered for the change of use of No. 89 Ysgol Street to a HMO for 5 people (planning application no: 2016/3617/FUL refers). It should be noted, however, that outside of the Castle and Uplands Wards only larger properties are captured by Mandatory Licensing. As a result there may be instances where HMOs exist in the area albeit that they would have been implemented prior to the use class change in February 2016 and not required planning permission and are not subject to licensing requirements.

In the absence of a percentage or other similar calculation based approach, it is difficult to determine what number of HMOs in an area would constitute a 'harmful concentration'. Given there are limited numbers of HMOs in this area, without empirical evidence, it is regarded that this is not a harmful concentration such that it complies with the aims of this criterion.

There would be no significant adverse effect on local car parking and highway safety

Having consulted the Head of Transportation and Engineering it is acknowledged that the current Parking Standards allow for up to six people in a property without the need for any additional parking. Prior to the introduction of the C4 Classification (for between 3 and 6 persons) in March 2016 up to six people could share without the need for planning permission. Given that the parking standards do not reflect the new use Class C4 and based on recent appeal decisions, the Head of Transportation does not consider that a refusal from highways could be justified at appeal despite ongoing concerns regarding the cumulative impact of increasing sizes of HMO's in the area.

This application is for a change of use from C3 to C4 (for 5 persons) hence it is still below the six person threshold and complies with the guidance set out in the Adopted SPG on Parking Standards. As noted earlier in the report, the proposal comprises the demolition of the existing garage to the rear to allow for a single car parking space with access from the adopted rear lane and cycle storage. This would allow for the creation of a parking space as well as cycle storage which can be utilised to serve the HMO.

Whilst the concerns of the objectors regarding potential parking issues from the proposal are noted the scheme complies with the provisions outlined in the SPG and provides a parking space and cycle storage provision to serve the use. It should be noted that Local Planning Authorities are unable to refuse planning permission on the basis of there being existing parking problems within an area unless it can be clearly demonstrated that a proposal would give rise to problems that would both exacerbate an existing issue that can be evidenced and that the lack of parking would lead to a highway safety issue resulting in both conflict and harm.

ITEM 2 (CONT'D)

APPLICATION NO: 2016/3406/FUL

In view of the above, subject to appropriately worded conditions the proposal is not considered to have any greater impact on highway safety or parking over and above the existing extant use of the property in compliance with the provisions of Policies EV1, HC5 and AS6.

Appropriate refuse storage arrangements can be provided

An area for bin storage is proposed to the rear of the property.

Response to Consultations

Notwithstanding the above, thirty letters of objection were received which raised concerns relating to local car parking and highway safety, noise and disturbance and the concentration or intensification of HMOs in the area. The issues pertaining to which have been addressed above.

Issues in respect of antisocial behaviour including noise and fire safety are covered under separate legislation via Environmental Health, the Building Regulations or the Police and as such cannot be taken into consideration during the determination of this application.

Conclusion

On the basis of all material considerations it can be regarded that the application is acceptable. The HMO will not result in a harmful concentration of HMOs within the area, there will be no adverse impact upon the visual amenities of the area, the residential amenities of neighbouring properties and highway safety having regard for the provisions of Policies EV1, AS6 and HC5 of the Swansea UDP. As such subject to conditions approval is recommended.

Regard has been given to the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under Part 2, Section 3 of the Well-Being of Future Generations (Wales) Act 2015 ("the WBFG Act"). In reaching this decision, the Local Planning Authority has taken account of the ways of working set out at Part 2, Section 5 of the WBFG Act and consider that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the public bodies' well-being objectives set out as required by Part 2, Section 9 of the WBFG Act.

RECOMMENDATION

APPROVE, subject to the following conditions;

- The development hereby permitted shall begin not later than five years from the date of this decision.
 Reason: To comply with the provisions of Section 91 of the Town and Country Planning Act, 1990.
- 2 The development shall be carried out in accordance with the following approved plans and documents: location plan received on 21st November 2016 and floor plans received on 22nd November 2016.

Reason: For the avoidance of doubt and to ensure compliance with the approved plans.

ITEM 2 (CONT'D)

APPLICATION NO: 2016/3406/FUL

- 3 Prior to the beneficial occupation of the HMO commencing, the car parking area shall be laid out, completed and available for use, in accordance with plans to be submitted and approved by the Local Planning Authority and the car parking spaces shall remain available for their designated use for the lifetime of the use. Reason: In the interests of highway safety.
- 4 Details of facilities for the secure and undercover storage of five cycles and storage of refuse shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented prior to the beneficial use of the development and shall thereafter be retained for the approved use and not used for any other purpose. Reason: In the interests of providing facilities for sustainable transport, highway safety and residential amenity.
- 5 No more than five residents shall live at the property, as part of the HMO hereby approved, at any one time. Reason: In order to control the density of the development, in line with the proposal, having regard to the scale of the existing use and parking provision within the locality.

INFORMATIVES

- 1 The development plan covering the City and County of Swansea is the City and County of Swansea Unitary Development Plan. The following policies were relevant to the consideration of the application: EV1, EV9, AS6 and HC5.
- 2 This consent is issued without prejudice to any other consents or easements that may be required in connection with the proposed development.

ITEM 3

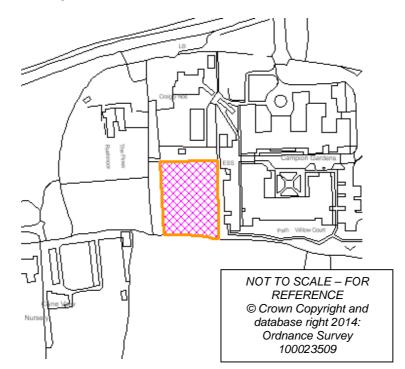
APPLICATION NO:

WARD:

2016/1670 Bishopston - Area 2

Location: Gower Play, Clyne Common, Swansea, SA3 3JB

- Proposal: Retention of climbing frame
- Applicant: Gower Play



BACKGROUND INFORMATION

POLICIES

UDP - EV21 - Rural Development

In the countryside non-residential development will only be permitted where it can be demonstrated that it is beneficial for the rural economy, or it meets overriding social or economic local needs, or it is appropriate development associated with farm diversification, sustainable tourism or nature conservation, or it provides an acceptable economic use for brown field land or existing buildings, or it is essential for communications, other utility services, minerals or renewable energy generation. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV1 - Design

New development shall accord with a defined set of criteria of good design. (City & County of Swansea Unitary Development Plan 2008).

ITEM 3 (CONT'D)

APPLICATION NO:

2016/1670

UDP - EV22 - Countryside General Policy

The countryside throughout the County will be conserved and enhanced for the sake of its natural heritage, natural resources, historic and cultural environment and agricultural and recreational value through:

- i) The control of development, and
- ii) Practical management and improvement measures.

(City & County of Swansea Unitary Development Plan 2008)

UDP - EV23 - Green Wedges

Within green wedges development will only be permitted if it maintains the openness and character of the green wedge and does not contribute to the coalescence of settlements or adversely affect the setting of the urban area. (City & County of Swansea Unitary Development Plan 2008)

SITE HISTORY App Number	Proposal	Status	Decision Date
A00/0056	ERECTION OF LINK CORRIDOR BETWEEN SPORTS HALL AND MAIN SCHOOL BUILDING (AMENDMENT TO PLANNING PERMISSION 95/0900 GRANTED ON 29TH SEPTEMBER 1995)	APP	18.02.2000
98/1131	CONSTRUCTION OF NEW VEHICULAR ACCESS AND AMENDED CAR PARKING AND INTERNAL TRAFFIC CIRCULATION LAYOUT	APP	06.10.1998
2016/1670	Retention of climbing frame	PDE	

RESPONSE TO CONSULTATIONS

The application was advertised on site and two individual letters sent to neighbouring occupiers. A PETITION of OBJECTION containing 79 signatures has been received with a covering statement, together with ONE individual letter OBJECTION all of which are summarised as follows:

- o A retrospective planning application has been submitted with no red line showing the extent of the application site and also no existing drawings and no dimensions.
- o No ecological habitat assessment submitted
- o There has never been planning permission for the use of the field as a playing area
- o The climbing frame falls under Class D2 and therefore a change of use of the land is required.
- o The proposal is contrary to national and local policy
- o The proposal has a significant detrimental impact in terms of noise and disturbance upon the neighbouring occupiers

ITEM 3 (CONT'D)

APPLICATION NO: 2016/1670

- o There is permission for further growth within the Campion Gardens complex bringing units even closer to this noise source.
- o The proposal has an unacceptable visual impact
- o The premises operates 7 days a week from 10am 6pm
- o The proposal is contrary to policy contained within the emerging LDP.

The Gower Society - We refer to the above application that has also been drawn to our attention by one of our members who resides in Willow Court. We would like to comment as follows :

- 1. The application is inadequate because it does not show the exact location of the play area and its proximity with other property.
- 2. The application does not make it clear if the play area is directly connected with the Nursery School. Is it a separate enterprise?
- 3. The play area is a development in the Green Wedge EV23 and Development in the Countryside EV20/21 at the rear of Willow Court and Campion Gardens, both occupied by either elderly patients in care or mainly elderly people who have retired to what was (and they thought) a quiet and peaceful location.
- 4. This development has been carried out without Planning Permission or consideration for those that are affected by the inevitable noise of, albeit, children at play. It is regrettable that this has proceeded in an insensitive manner without any apparent consultation for those inevitably affected.
- 5. The scale of the development is virtually of an industrial scale and totally out of character with its location.
- 6. In addition we are worried that the developers have future intentions to extend this commercial development to include teenagers and adult groups.

We have no alternative but to object to this application and please take these comments into account when making your decision.

Councillor Keith Marsh - I have not had the time to complete my submission, but I trust you will have enough to analyse.

As discussed, please see below my comments/objections to this application as follows:

- Policy EV1 (Design) states "New development shall accord with the following, etc."
 - a) Be appropriate in terms of scale, height, massing, etc.
 - b) Integrate with adjacent spaces, etc.

1)

c) Not result in detrimental impact on local amenity in terms visual impact, privacy or disturbance, etc.

Due to its design it does not meet the criteria set out in this policy and will clearly have a detrimental effect on those occupants of those apartments immediately adjacent to the site, especially during the opening hours for 7 days a week which are 10.00am to 6.00pm. as advertised.

There is a need for developments of this nature to be resisted if it impinges on the amenities of nearby neighbours, as in this case.

ITEM 3 (CONT'D)

APPLICATION NO: 2016/1670

2) Policy EV22 (Countryside General Policy) states - "The countryside in the County will be preserved and enhanced etc. for the sake of its natural heritage etc. including recreational values through control of development.

This policy seeks to encourage and attract investment and is a reason why many people choose to live in the area. The installation of the equipment clearly does not entirely meet this policy as it is installed in an area which was primarily used as pasture for livestock and is therefore, to all intents and purposes, agricultural. As far as I am aware, there has not been an application for "Change of Use" from agricultural to enable it to be used for other purposes. This land lies outside the curtilage of the main site, Craig-y-Nos and is apparently leased.

- 3) Policy EV23 (Green Wedges) states "Within these areas development will only be permitted if it maintains the openness and character, etc." Clearly the proposal does not maintain the purpose of the Green Wedge and would appear not provide essential outdoor recreational activities.
- 4) Policy EV40 (Air, Noise and Light Pollution) states "Development proposals will not be permitted that would cause or result, among other things, harm to health and local amenity because of levels of noise, etc. As I expand below I quote these policies as a possible basis for objection.
- 5) Noise currently the sounds emanating from the site are affecting the amenities of the neighbours living in the Willow Court Apartments. The majority of whom are quite elderly and bought their properties in order to enjoy a quiet lifestyle in the latter years of their lives. Many of them have previously, prior to the installation of the play equipment, enjoyed afternoon naps which are often interrupted by clients of Gower Play.
- 6) Noise likewise for the near residents of Campion Gardens Nursing Home where some are near the end of their lives.
- 7) Visual impact when viewed from the windows of the apartments overlooking the site, the equipment is seen as unattractive and out of place.
- 8) The use is not confined to Nursery aged children, but includes older ones including teenagers. (There is the intention, apparently, to offer the site for use by companies for use in team-building events. There does not seem to be any indication on the application that this is, indeed, an intended use in the future. I am aware that this comment may not be considered relevant to the application, but I see no reason why enquiries should not be made.)
- 9) Parking currently there is limited space within the curtilage of the Treetops Nursery and some on the area outside the premises. There would seem to be no separate access to area in which the equipment is sited. The outside area is fronting on to the B4436, Mayals Road and has no kerbing to demarcate the extent of parking available. This area is also subject to "Rights of Common".

I believe there is a petition being submitted which I understand does contain >30 names.

ITEM 3 (CONT'D)

APPLICATION NO: 2016/1670

May I request therefore, that the application is presented to the Planning Committee for consideration.

May I request that the Committee visits the site and views it from one of the apartments which overlook it, please.

Bishopston Community Council - Objects to the application on the following grounds:

- o Noise problems for local residents
- o Opening hours should be reduced
- o Traffic at this area is a problem now, it will increase the problem
- o Is it possible for the site to be monitored and a renewal application applied for at a 3 year cycle?

Head of Transportation and Engineering - No highway objection

APPRAISAL

Full planning permission is sought for the retention of a climbing frame on land to the rear of the Tree Tops Nursery/Gower Play site(Former Graig y Nos School), Clyne Common, Swansea.

The project involves one large piece of apparatus that encompasses slides, climbing frames, rope bridges etc. and replicates a castle/fortress in its appearance. The application site is a large flat grassed area set behind the Tree Tops Nursery and Gower Play buildings, situated within an area of open countryside and the West Cross/Newton Green Wedge.

Background

The application site formerly operated as part of Graig Y Nos Private School until 2014. It has since been acquired and is operated by Tree Tops Nursery with Gower Play (an ancillary part of the operation), offering indoor soft play for toddlers and the application climbing frame offering outdoor play for older children. The climbing frame measures 12.1m in width, 15.6m in length and has a maximum height of 5.7m Of note in this instance is that the site benefits from an authorised and established use within Class D1 (non-residential institutions) and that no change of use has occurred.

Policy Issues

Bearing in mind that an outdoor playing area has always (in recent history) existed on the site, the main issue for consideration with regard to this application is the impact upon visual amenity of the area which is designated as open countryside, and a Green Wedge having regard to Policies EV1, EV21, EV22 and EV23, of the City and County of Swansea Unitary Development Plan 2008 (UDP). There are in this instance no additional overriding considerations arising from the provisions of the Human Rights Act.

Policy EV21 sets criteria for the consideration of non-residential development in the countryside and supports proposal that are beneficial to the economy, or rural employment and provide an acceptable economic use for previously developed land.

ITEM 3 (CONT'D)

APPLICATION NO: 2016/1670

Policy EV22 reinforces the primary objective that the countryside will be protected for its own sake while EV23 seeks to maintain the openness and character of the Green Wedge. This is reinforced by UDP Policy EV1 which seeks to ensure that new development follows set objectives of good design and quality to ensure that it is appropriate to its local context.

Residential amenity

In recent years (since the mid 2000's onward) the adjoining site known as Campion Gardens - a residential care home and retirement complex - has extended and intensified. Willow Court is immediately to the east of the climbing frame (subject to this application). There is a separation distance of some 35m+ between the climbing frame and the side elevation of the Willow Court properties. The climbing frame is sited some 15m from the residential garden to its west. These separation distances are considered sufficient enough as to not give rise to any adverse overlooking impacts from users of the climbing frame into these neighbouring properties.

The application site formed the playing field of the school and could be used by school pupils at any time. It can equally be used at any time by users of the Tree Tots Nursery and users of the associated Gower Play facility. As the site can (and is) lawfully used as an outdoor play area, the installation of the play equipment has not resulted in a material change of use of the land.

Furthermore, it is considered that given the lawful use of the site, the climbing frame does not give rise to the creation of increased levels of adverse noise and disturbance (on neighbouring occupiers) materially above and beyond what neighbours could experience if the land was used for alternative lawful purposes (playing field for outdoor games etc). It is therefore not considered that the application should not be refused on such grounds.

Furthermore, it is not considered that the climbing frame has any overbearing or overshadowing impact on nearby residential properties, given its position within a central location within the site.

Visual Amenity

In terms of visual amenity, the application site is bound to the east and west by neighbouring residential properties, and to the south by open countryside. The application site is currently screened by a combination of existing mature trees and planting, supplemented by close board timber fencing. Furthermore, whilst large in size, it is nevertheless considered to be subordinate to the host buildings.

It is also noted that whilst the structure is visible from neighbouring properties, it is not prominent from public vantage points. It occupies a concealed position to the rear of the host buildings in a largely screened location, which ensures its visual impact is minimised. Although the proposed climbing frame is large and tall, given the size of the area within which it sits, together with the screening described above, it is not considered to be detrimental to the visual amenities of the area nor the surrounding countryside/green wedge, to such an extent that warrant the refusal of the application.

It is accepted that the climbing frame can be seen from some windows of neighbouring properties, and it is accepted that the climbing frame has some degree of visual impact. However, the extent of that impact is not considered sufficiently harmful to warrant or sustain a recommendation of refusal.

ITEM 3 (CONT'D)

APPLICATION NO:

2016/1670

Response to points of objection

Notwithstanding the above, a petition and letters of objection has been received.

Matters relating to impacts upon residential amenity have been discussed in detail above.

Matters relating to noise are also addressed above. However in the event that this planning application is approved and a statutory nuisance occurs, this is a matter that could be controlled entirely by separate legislation.

With regard to highway concerns, the Head of Transportation and Engineering is satisfied that the proposal will not impact upon current highway safety standards and therefore raises no objection.

Whilst the proposal constitutes unauthorised development as the structure was installed without planning permission first being obtained, the unauthorised erection of the structure without the necessary planning permission is not a criminal offence. Whilst the situation is regrettable, this should have no bearing on the determination of this planning application, neither positively or negatively.

It is suggested in the representations received, that the submission does not include a red line plan, existing plans or dimensioned drawings. This is not the case, and the application would not have been accepted as a valid submission without such information.

It is also noted that no ecological survey has been submitted in support of the application. No such survey is considered necessary in this instance.

With regard to the climbing frame being considered as a Class D2 use (assembly and leisure), as indicated above, the play equipment is considered to be ancillary to the established Class D1of the Tree Tops Nursery/Gower Play (non-residential institutions) use.

Finally it is suggested that the application site does not benefit from planning permission for use as an associated playing area for the school. The objectors are however relying on a site location plan extracted from the 1983 permission for the change of use of the building from a children's home to a school (83/1197 refers). It is in fact true that the referenced application did not include the application site. However, subsequent to the 1983 permission, planning permission was granted in March 1984 for the use of the application site as school playing fields (84/0454 refers). Therefore the allegations that the land use is unauthorised and that a change of use is required are inaccurate.

Conclusion

In view of the above, and having regard to all material considerations including the Human Rights Act, it is considered that the proposal represents an acceptable form of development which complies with Policies EV1, EV21, EV22 and EV23 of the City and County of Swansea Unitary Development Plan.

ITEM 3 (CONT'D)

APPLICATION NO: 2016/1670

Regard has been given to the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under Part 2, Section 3 of the Well-Being of Future Generations (Wales) Act 2015 ("the WBFG Act"). In reaching this decision, the Local Planning Authority has taken account of the ways of working set out at Part 2, Section 5 of the WBFG Act and consider that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the public bodies' well-being objectives set out as required by Part 2, Section 9 of the WBFG Act.

Approval is therefore recommended.

RECOMMENDATION:

APPROVE, subject to conditions:

1 This planning permission relates to the following approved plan: Drwg No GENPL/JE/0012 - Location, Block, Layout and Elevations, received on 7th November 2016.

Reason: For the avoidance of doubt and to ensure compliance with the approved plans.

INFORMATIVES

- 1 This consent is issued without prejudice to any other consents or easements that may be required in connection with the proposed development.
- 2 The development plan covering the City and County of Swansea is the City and County of Swansea Unitary Development Plan. The following policies were relevant to the consideration of the application: Policies EV1, EV21, EV22 and EV23.