

**BRIDGEND
REPLACEMENT LOCAL DEVELOPMENT PLAN (2018-2033)
EXAMINATION**

SCHEDULE OF MATTERS, ISSUES AND QUESTIONS

Matter 8: Good Design and Sustainable Placemaking – Strategic Allocation at Porthcawl Waterfront, Porthcawl (Policies PLA1, SP2(1) and ENT6 (2))

Issue – Is the allocated Strategic Development Site soundly based and capable of delivering new residential, community and commercial development over the Plan period?

a) What is the current use of the Strategic Development Site (SDS)?

Porthcawl Waterfront is an underutilised, 32-hectare brownfield site occupying a prominent seafront position. Extending from Trecco Bay caravan site and Rhych Point in the east to the existing harbour and town centre to the west, it is currently occupied by a variety of land uses including the Council owned former Sandy Bay Caravan Site, the fairground, harbour, open space/recreation facilities and Salt Lake Car Park. The site is an extant allocation within the adopted LDP, allocated by existing LDP Policy PLA3 as a Regeneration and Mixed Use Development Scheme, comprising residential, education, health and social services and retail and commercial development. Planning consent was previously granted for a mixed-use regeneration development (application number P/08/325/BCB refers), which was significantly retail focussed. The reason this consent was not implemented was due to the economic crash at the time and the fact that the nature of retail need has since changed, although there are now no barriers to the site coming forward.

b) What is the proposed use of the SDS?

Porthcawl Waterfront is allocated for a residential-led, mixed use scheme that will deliver up to 1,100 dwellings with associated facilities, including tourism, leisure, retail, a bus terminus and community provision. This will include a financial contribution to expand the existing Newtown Primary School (with co-located nursery facility) and further contribution to enable delivery of a new minimum one form entry Welsh medium primary school on-site.

c) What are the constraints affecting the site, and are these constraints significant obstacles to development within the Plan period?

The constraints affecting the site are detailed within the Implementation and Delivery Appendix to the Replacement LDP, together with the Infrastructure

Delivery Plan (2022, SD77). However, none are considered significant obstacles to development within the Plan period due to suitable mitigation measures having been identified. The site's supporting evidence has taken all constraints into account to demonstrate the site is both deliverable and viable. The main constraints are summarised below for ease of reference:

Flood Risk

Most of Porthcawl and Newton are protected by existing coastal flood defences that protect existing property against a 1 in 200 year tidal event, in the present day. This was not originally recognised on the Flood Map for Planning as not all local authority flood defence assets were picked up on the first iteration. As a result, the Council submitted a flood map challenge to Natural Resources Wales, which was approved. A TAN15 Defended Zone has now been attributed to most of Porthcawl and Newton via the November 2022 Update of the Flood Map for Planning. This is recognised in the SD63 Bridgend Strategic Flood Consequences Assessment (SFCA) Update (2022) prepared to support the Replacement LDP.

The Porthcawl Flood Defences Scheme will be completed in March 2023 and will add a further layer of protection to safeguard the existing community from flooding and the effects of flooding. The defences also provide a coincidental opportunity to realise wider regeneration and placemaking benefits for the area through the delivery of Porthcawl Waterfront. On this basis, it is considered that the Porthcawl Waterfront site can be developed in full compliance with the requirements of the future revised TAN15.

It is therefore considered appropriate to re-allocate this site, with detailed consideration of flood consequences influencing scheme design at planning application stage. As per the recommendations in the SD63 SFCA Update (2022), residual effects of flooding should be considered in a detailed Flood Consequence Assessment accompanying any future planning application. This includes consideration of defence failure, wave overtopping and tide locking. A Statement of Common Ground (SD99) has been signed between the Council and Natural Resources Wales confirming the site's suitability for re-allocation on this basis.

Education Capacity

The development will generate additional school places and could place strain on catchment schools, which may be at capacity at the time of application. The development will therefore meet the needs for the additional school places it generates through on-site provision and financial contributions. The development must provide 1.8 hectares of land to accommodate a new 1 Form Entry Welsh Medium Primary School and a 4-classroom block extension at the existing English Medium Primary School, inclusive of a buffer for future expansion. Financial

contributions must also be made to nursery, primary, secondary and post-16 education provision as required by the Local Education Authority, secured through s106 in accordance with the Education Facilities and Residential Development SPG. These requirements are specified within Thematic Policy PLA1 and contributions have been incorporated into the site's independent viability appraisal to certify deliverability.

Ownership

The Council is in ownership of and has total control over Phase 1 (Salt Lake), which is the western part of the site. This will enable development to commence without any barriers and the site is due to be brought to the market shortly.

The Council is also in ownership of the eastern part of Phase 2 (Griffin Park and Sandy Bay). On 20th July 2021, Cabinet provided authorisation to advertise the Council's intention to appropriate the open space land at Griffin Park and Sandy Bay. Following public consultation, the appropriation was later approved by Cabinet on 18th October 2022 to support the development of Porthcawl Waterfront for planning purposes. This will enable development to commence in accordance with the Replacement LDP allocation.

The western part of Phase 2 (Coney Beach) is in private ownership and could be delivered through a partnership arrangement with the Council. Indeed, a joint formal procurement exercise could still be utilised. However, on 20th July 2021, Cabinet also gave approval to make, advertise, notify and progress confirmation of a Compulsory Purchase Order (CPO) in order to acquire this land. This decision is intended to further enhance the whole site's deliverability and provide even more certainty that the allocation will come forward as intended. The CPO was published on 8th October 2021 and formally submitted to Planning and Environment Decisions Wales (PEDW). PEDW have now confirmed that the CPO is to be subject to a Public Inquiry which will take place in due course.

With Phase 1 and Phase 2 now running in parallel, there is now no reason why both phases will be unable to progress and come forward together, as further evidenced by the extensive supporting deliverability evidence. The Council's significant existing land holdings, including all of Phase 1 (Salt Lake) and much of Phase 2 (including Griffin Park and Sandy Bay) will enable development to commence independently of the CPO and ensure delivery of the site in accordance with the housing trajectory. Indeed, the housing trajectory has incorporated more than sufficient lead-in time, considering the worst-case scenario in this respect. Completion of the CPO or a partnership arrangement will enable the remainder of the site to come forward accordingly. In either scenario, there are considered to be no ownership barriers to delivery.

Transport Mitigation

The Strategic Transport Assessment considered the collective impact of the proposed allocations. As summarised in Background Paper 24: Strategic Transport Assessment (SD56), appropriate mitigation is possible via a s106 contribution to enhance the strategic highway network. For Porthcawl Waterfront, this will include signal enhancements to the A473/B4622/Bright Hill signals. These mitigation measures have been considered as part of the site-specific viability appraisal for Porthcawl Waterfront, ensuring all transport related constraints can be overcome to enable the development to come forward.

In addition the Council has undertaken feasibility work to explore proposals to deliver a Metro-Link consisting of a bus terminus within the Porthcawl Waterfront. The bus terminus project is being brought forward in connection with the Cardiff Capital Region Metro Plus project, Cardiff Capital Region funding has been approved and the scheme is progressing as a key element of the wider regeneration plans. The Authority has a strong desire to facilitate and actively encourage a modal shift towards increased use of Public Transport and the provision of a new bus terminus is integral to this as well as being part of the wider Future Wales Plan.

Utilities

The feasibility study confirms that it is inherently feasible to connect electricity, gas, water and telecommunications to the site.

Insofar as surface water drainage is concerned, the site will require infiltration-based SuDS across the Sandy Bay area of the site with the Coney Beach and Salt Lake areas to be principally drained to the sea via a new outfall pipe to replace an existing outfall pipe and at source SuDS attenuation to ensure compliance with relevant requirements. With respect to foul drainage there are a range of existing pipes that will enable connection to be made to the established network. As such, the foul drainage infrastructure requirement will principally consist of the provision of new foul drainage runs within the site itself with this supported by any capacity upgrades that may be required by Welsh Water, as informed by hydraulic modelling, at the time development comes forward.

These requirements have been factored into the Infrastructure Delivery Plan (SD77, 2022). National Grid and Welsh Water consider there to be no major constraints regarding the capability of the electricity and gas transmission systems and water and sewerage infrastructure to accommodate the development (refer to respective Statements of Common Ground, SD100 and SD101).

d) In light of the constraints, and having regard to the need to provide affordable housing, is SDS economically viable?

Yes, the site has been subject to rigorous independent viability testing, at a level of detail that is both meaningful and proportionate to the site's significance in the Replacement LDP. The site promoter commissioned Burrows-Hutchinson Ltd to undertake Independent Financial Viability Appraisals using the Development Viability Model; an approach endorsed collectively by Welsh Government, the South East Wales Region and South West Wales Region.

An initial site-specific appraisal was undertaken in 2021, which established the site could meet the proposed Replacement LDP policy requirements in full, while delivering a competitive, market risk adjusted return to the developer and a land value that is sufficient to encourage a land owner to sell for the proposed use. This appraisal was later refreshed in 2022 to consider changes in affordable housing transfer values, market values and construction costs since the original appraisal, plus details from the latest concept masterplan and recommendations from the Strategic Transport Assessment. This later appraisal reaffirmed the site's viability based on the latest evidence, coupled with realistic and reasonable assumptions concerning costs and values. Both appraisals were undertaken in accordance with the preferred approach set out in Welsh Government's Development Plans Manual (Edition 3), after appropriate consultation on key issues and principles with the site promoter.

The appraisals evidence the site's ability to deliver 30% affordable housing in accordance with the need identified in the LHMA along with a 4-classroom block extension to the existing English Medium Primary School and a new 1 form entry Welsh Medium Primary School to meet identified education needs. This is in addition to a new foodstore in response to identified retail needs, strategic highway improvements in response to the Strategic Transport Assessment and recreation/community facilities in accordance with the Replacement LDP policy framework.

This evidence demonstrates the site is financially viable to develop and there are considered to be no impediments to delivery, having full regard to site-specific constraints and the need to provide affordable housing. Refer to SD82 Potential Strategic Sites Independent Financial Viability Appraisals Report (2021) and SD83 Updated Financial Viability Appraisals Addendum - Strategic Sites (2022).

e) Are the number of residential units proposed realistic and deliverable over the plan period?

Yes, the site is supported by a Placemaking Strategy Capacity Report (SD117) that considers the mix of uses, their distribution and scale across six principal future

development areas throughout the site. This capacity analysis has been undertaken to explore the implications of the Placemaking Strategy (SD118) on the likely quantum of development, given the parameters relating to open space, infrastructure, access and movement, development site areas, building footprints, frontage lines, heights, massing and usage. This provides a useful benchmark to illustrate how development may be brought forward in accordance with the Placemaking Strategy and has enabled development of an illustrative masterplan. This demonstrates the number of residential units proposed is realistic through a mix of houses (43%), maisonettes (9%) and apartments (48%) at an average density of 67.8 dph. This density level is considered to respond most appropriately to the site-specific context and will enable a population capable of supporting a sustainable mix of uses contained within a 20-minute neighbourhood.

The number of residential units proposed is also considered deliverable and 780 dwellings are expected to be delivered within the plan period. The housing trajectory rate has been informed by site-specific evidence on deliverability, viability and phasing analysis in consultation with the site promoter and Housing Trajectory Stakeholder Group. At the most recent Housing Trajectory Stakeholder Group (held on 27/05/2022), there were no outstanding matters of disagreement on the timing and phasing of sites in the plan period. Equally, all strategic site promoters are party to a Statement of Common Ground (dated 20/12/2022) that confirms all signatories unanimously support the RLDP and consider the strategic allocations sustainable, viable and deliverable in accordance with the submitted housing trajectory.

f) Is the quantum of new retail floorspace proposed realistic and deliverable over the plan period?

Yes, the new foodstore (covering a total area of 1,965 sq.m) received planning consent on 22/12/2021 (Planning Application P/21/835/FUL refers) and is already under construction. This responds to the convenience retail floorspace need identified in the SD85 Retail Study (2019) and SD86 Retail Study Update (2022).

g) How and when will the proposed new educational facilities be delivered?

The new education facilities will be delivered on-site including a four-classroom block extension at the existing English medium primary school and a new one form entry Welsh medium primary school. The developer will be required to provide the land and a financial contribution to the Local Education Authority in accordance with the 2021 Educational Facilities and Residential Development Facilities SPG (or subsequent updates thereof).

An area has been set aside adjacent to the existing Newton Primary School to enable expansion and a new school facility. This has been factored into the Placemaking Strategy (SD118) and Placemaking Strategy Capacity Report

(SD117) to demonstrate the new facilities are deliverable and have been considered as part of the proposed allocation from the outset. This will create two new lengths of boundary to the main housing development area. Access into the school directly from the new housing would be beneficial subject to detailed design of the school and access control.

The education requirements have also been factored into the site-specific viability appraisals, which demonstrate it is viable for the site to fund such contributions. Refer to SD82 Potential Strategic Sites Independent Financial Viability Appraisals Report (2021) and SD83 Updated Financial Viability Appraisals Addendum - Strategic Sites (2022).

The education requirements are specified in PLA1, necessary to render the future development acceptable in principle. The Infrastructure Delivery Plan (IDP, SD77) also provides a single schedule of all infrastructure necessary to render development acceptable in planning terms, including educational facilities. The allocation will need to deliver appropriate supporting infrastructure, as referenced within the IDP, to enable the quantum of proposed development within the plan period to proceed.

The timescales for delivery of the new educational facilities will be specified through a s106 agreement, which will be monitored through dwelling occupation triggers, to ensure timely delivery of the schools in dialogue with the Local Education Authority.

h) What are the mechanisms and timescales for delivering the site?

Thematic Policy PLA1 details the site-specific requirements for Porthcawl Waterfront, set within the context of SP3. This will enable its implementation, in accordance with the Growth and Spatial Strategy identified within SP1 and Strategic Allocations identified within SP2.

The Implementation and Delivery Appendix also sets out the key issues, constraints, phasing and mitigation measures which are required to deliver the site, from which monitoring indicators and triggers have been derived. It provides an overview of site-specific delivery and implementation issues, including site constraints, necessary mitigation and compensation measures. This informs the site's planning, infrastructure and s106 requirements and will ensure clarity for all parties at planning application stage. A s106 agreement will be utilised to outline specific triggers and thresholds for delivery of all planning obligations on the site.

Delivery of the site has been subject to site-specific phasing analysis (in combination with the site promoter and Housing Trajectory Stakeholder Group) to enable development of the housing trajectory. The site is projected to deliver 60 residential units in 2026/27, with 120 residential units per annum thereafter; a total

of 780 residential units in the plan period. Occupation of such units will form the basis for setting appropriate s106 triggers to deliver the necessary planning obligations and infrastructure requirements, which will be monitored by the LPA.

i) Is the allocation of the SDS essential to ensure the soundness of the Plan?

Yes, this Strategic Regeneration Site is essential to deliver an appropriate quantum of sustainable development within the Regeneration Growth Area of Porthcawl. Development of this brownfield site will maximise the use of previously developed, under-utilised land, direct growth towards a Main Settlement that exhibits high housing need as identified by the LHMA and will enable delivery of a range of other supporting infrastructure. It accounts for 9% of the total housing provision and exhibits high placemaking credentials in terms of accessibility, availability of amenities and facilities in the context of the existing population base and position in the settlement hierarchy.

The site has the potential to provide a range of uses, including a bus terminus, commercial, education, leisure and residential, which will reinforce the vitality and viability of Porthcawl Town Centre. The site will also foster multi-functional green infrastructure, which will enable connections between the site, the waterfront and the town centre, further complemented by active travel routes, which will help foster and promote transit-oriented development. All significant constraints such as coastal flooding have been mitigated against and the site is supported by extensive viability and deliverability evidence. It presents a key opportunity for regeneration-led development to take place over the plan period to help meet the LDP Vision and Objectives and ensure implementation of the Regeneration and Sustainable Growth Strategy.