

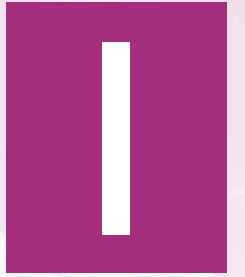


Parc Afon Ewenni Regeneration Area MASTERPLAN FRAMEWORK AND DELIVERY STRATEGY



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I. Introduction

The Commission

This Framework Masterplan has been prepared by Savills in conjunction with Waterman Transport and Development. It outlines the aspirations for future development of land at Waterton Road in Bridgend, also known as the Parc Afon Ewenni Regeneration Area.

The initial brief of the commission was to prepare a Framework Masterplan, vision and strategy for the whole site area, and a linked Development Brief of the BCBC Waterton Depot site, that encourages for a more planned approach to the future development of the area. The brief emphasised that the commercial viability of potential development was an integral part of the exercise.

In assessing the commercial viability of development options for the site, however, it became evident that the preparation of a Development Brief was premature. The second part of the brief provides the client group with detailed advice on means of the delivery of development on the site (in the form of a delivery strategy).

The Client Group

The Client Group consists of the following parties:

- Bridgend County Borough Council (BCBC)
- South Wales Police (SWP)
- Dovey Estates Ltd (DEL)

Previous 'Parc Afon Ewenni' Masterplanning Work

Powell Dobson Urbanists were appointed by BCBC and the Welsh Government in 2006 to prepare a masterplan for part of the site, which was known as 'Parc Afon Ewenni'. However, the opportunity to take forward a potential Joint Venture involving BCBC and WAG owned land has not progressed.

There has been a significant change in underlying circumstances since the original masterplan was commissioned. Most notably the economic down turn and depressed office market has negatively impacted on the deliverability of the proposed extensive office development. As such, the area of interest has now changed with current exclusion of WAG owned land south of the Afon Ewenni and the introduction of other key sites, most notably the SWP site and Dovey Estates site.

Framework Masterplan

This Framework Masterplan revisits the previous Masterplan to reflect this economic change, and reviews the strategy for the area, identifying the future opportunities, and how the development potential of the area can be realised.

The production of this Framework Masterplan for the BCBC Waterton Depot allows for a planned approach to future development and inward investment and would link into the emerging Local Development Plan (LDP) which is currently being prepared for the County Borough.

Achieving sustainable and deliverable development and good quality design and access solutions are set at the heart of this document. Accordingly this brief is grounded in the policies and principles set out in the Bridgend UDP, the emerging policies in the LDP and national guidance.

The aim of this masterplanning process is to provide a deliverable vision for this key, strategic site and guidance for its future development. The vision and key development objectives are set out in section two of this document.

Whilst this report provides the baseline context, details of the site and the strategic proposals and framework for development of the wider Masterplanning area, the realisation of this framework will clearly be dependent on the viability and deliverability of the scheme. As documented in the subsequent sections of this report, there are delivery options available to BCBC which may be more viable and appropriate than a Development Brief.

Our Approach

The four key goals of this commission relate to:

- Creating a 'vision'
- Sound planning
- Consultation
- Testing and ensuring commercial realism

From the outset of this masterplanning process, the commercial viability of potential development and need to maximise land values has been of paramount consideration. Testing and ensuring commercial realism is fundamental to ensure the deliverability and viability of development in the short to long term.

It is acknowledged that in the current economic climate, the Framework Masterplan needs to allow for flexibility and possibility to react to market conditions and demand. The approach taken therefore, has been to 'test' assumptions made – in order to ensure that the vision, objectives, masterplan and development brief are grounded on, and justified by, robust and sound baseline analysis.

The Framework Masterplan aims to deliver on a range of policy targets, community priorities, aspirations and viability considerations. These are not always without conflict, and the masterplan aims to provide a solution which balances the targets to create a well-rounded development framework.

Status of Framework Masterplan

This Framework Masterplan has been prepared within the context of the emerging Bridgend LDP. This final draft of the Framework Masterplan is to be endorsed by Development Control Committee for a 6 week public consultation period. Thereafter, the final approved documents will be used as Interim Development Control Guidance, in advance of the adoption of the LDP. It will represent a material consideration in the determination of future planning applications.

Structure of this Report

The structure of this report follows the three step masterplanning process which started with baseline analysis, moved onto design development analysis and outputs and finished with development strategy and masterplan.

The report reflects this process and is summarised as follows:

- Section 2 sets out the Vision and Key Objectives for the sites
- Section 3 provides a detailed appraisal of the sites and its context (i.e. the baseline analysis)
- Section 4 provides an overview of the planning policy context
- Section 5 based on the baseline analysis, provides a SWOT analysis of the site which serves as a summary for the this analysis
- Section 6 sets out the design development, evolution and proposed response to the baseline conditions
- Section 7 documents the 'optimum' masterplan proposals and delivery strategy
- Section 8 provides a summary and conclusion



2. Vision and objectives

The Vision

The vision for the masterplan at Waterton is,

“to provide a sustainable mix of uses which deliver viable regeneration and provide a high quality form of development at this key gateway to the town.”



Figure 1. Vision of new development on the site

Strategic objectives

This vision is supported by a series of strategic objectives, as follows:

- Promote a form of development which is economically viable and deliverable in the short to medium term;
- Make a positive economic statement through the effective development of the site;
- Promote a form of development that is sensitive to the existing environment which will actively contribute to the local economy and community;
- Encourage a development approach based on sustainability principles to create an attractive, safe environment, and inclusive, vibrant community;
- Encourage holistic development to improve the physical environment of the existing industrial estate and adjoining land, including maximising the river front of the River Ewenny;
- Improve a key gateway location into Bridgend;
- Reflect the emerging LDP and to meet the proposed housing growth targets;
- Identify a realistic approach to development, phasing and implementation for the proposed development and infrastructure;
- Improving the movement between the surrounding land uses and across the site;
- Create a distinct and vibrant character encouraged by complementary uses to aid the creation of a place in which to live and work and a cohesive and connected green infrastructure that benefits the user, the environment and the landscape;
- And, most importantly, create a place where people enjoy a high quality of life and a sustainable community.



3. Site and contextual analysis

Site Description, Land Use and Ownership

The site comprises a total of 26.8 hectares (66.2 acres), located on the south eastern fringe of Bridgend. The site forms an important gateway to the town of Bridgend and includes the Council owned Waterton Depot site; the John Raymond / Travis Perkins site, the Dovey Estates Ltd site, the Ewenny Industrial Estate and (part of) the South Wales Police owned land.

The 'Waterton Site' is bounded to the north by the A473, to the west by the A48, to the south by the River Ewenny and to the east by residential development and Wick Van Hire. The site is also known as Parc Afon Ewenni Regeneration Area (PAERA).

The site is situated between Waterton Industrial Estate to the south east, the Ford engine plant and the Lidl site to the south and Bridgend Industrial Estate to the north. The current uses on the site reflect the industrial history and uses of the site.

The site currently comprises of low grade single storey light industrial / warehouse buildings which are generally low quality and in a poor condition, with limited potential for economic reuse. The site has been developed incrementally to fit the evolving needs of its occupiers and this, in effect, gives a poor first impression of the area, which is deemed to be unsuitable for a key gateway site.

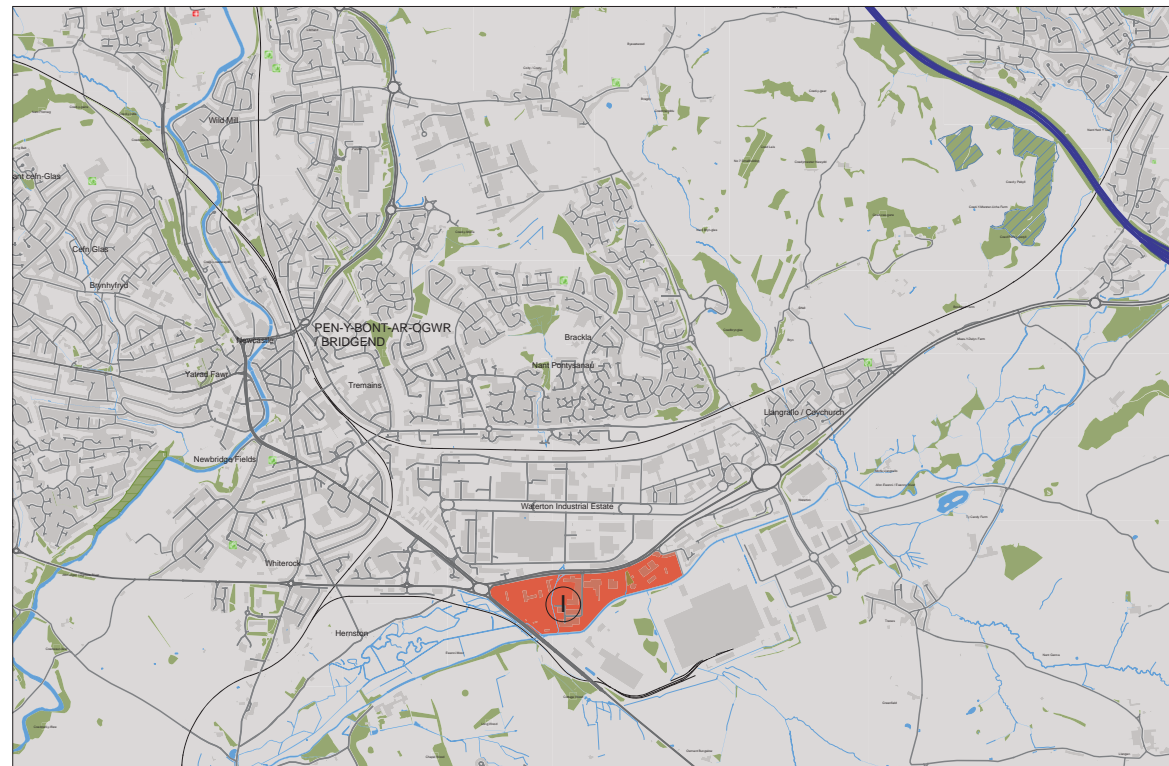


Figure 2. Site context plan



Figure 3. Site location plan

The Waterton site falls into 4 ownerships:

- South Wales Police (Site 1)
- Dovey Estates Ltd (who we understand have a collaboration agreement with Ewenny Estates effectively giving Dovey Estates control of this element of the site) (Site 2)
- Ewenny Estates (Site 3)
- BCBC (including land leased to John Raymond Transport and Travis Perkins – 125 years) (Sites 4 and 5)

Planning History

At the time of writing, the following planning applications are relevant to note on the masterplanning sites.

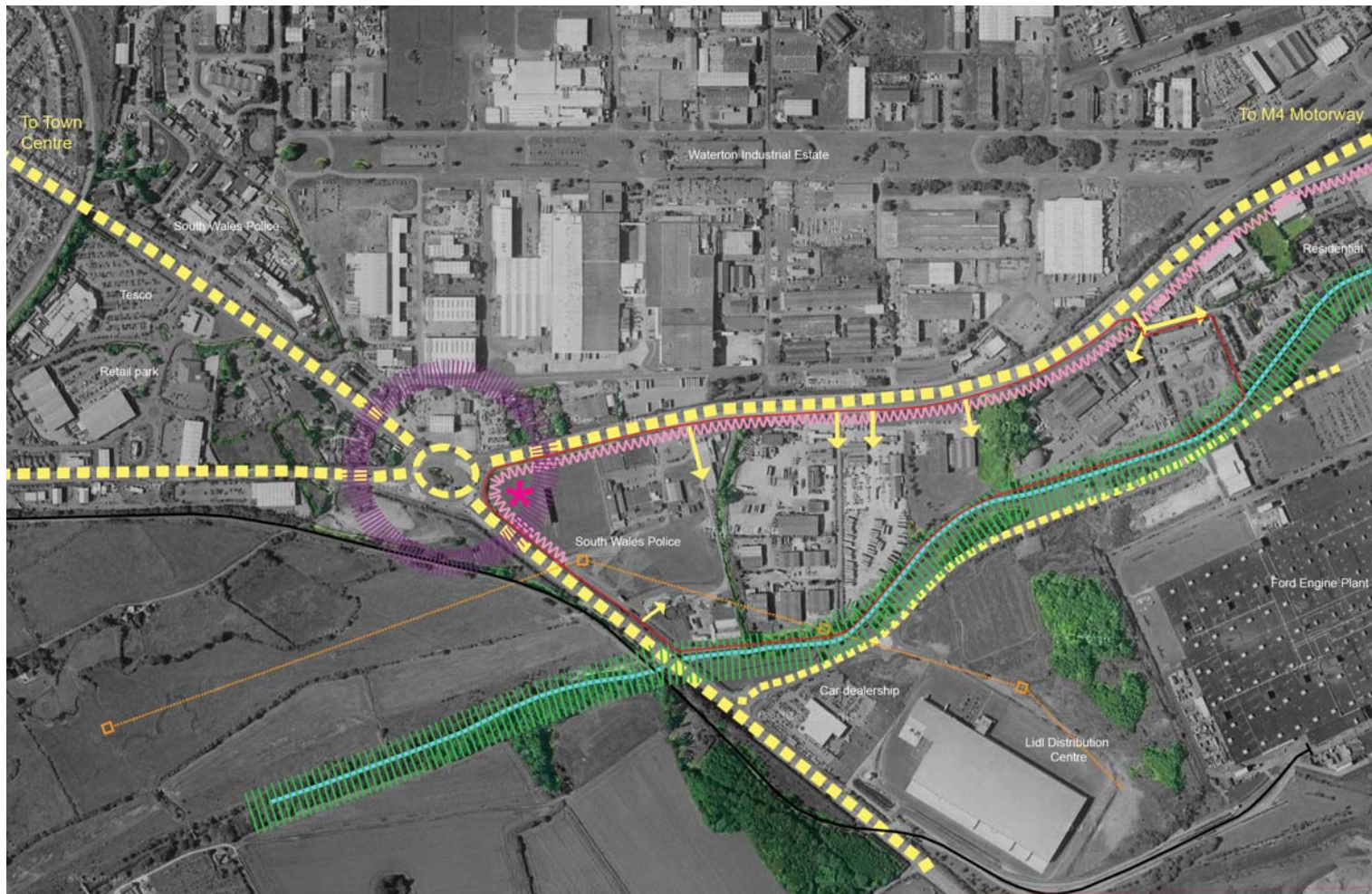
The key extant planning permission which ought to be considered as 'fixed' is application reference P/10/351/FUL for the change of use from existing transport depot to a children's play and child care facility, commercial gymnasium and catering facility – on the Former Stillers Transport Site at Ewenny Industrial Estate.

With regard to the BCBC owned land (i.e. the Waterton Depot) and the South Wales Police owned land at Waterton, there is no known, relevant planning history for these parts of the site.



Figure 4. Land ownership plan

Key	Site	Ownership	Current uses	Area / ha	Area / acres
	1	South Wales Police	Police uses	8.7	21.5
	2	Dovey Estates	Various	3.2	7.9
	3	Ewenny Estates	Various	2.6	6.4
	4	John Raymond / Travis Perkins	Various / transport depot	3.2	7.9
	5	Bridgend CBC	Council depot	9.1	22.5



KEY






-  Site boundary
-  Existing planting
-  Existing highway network
-  Existing vehicular access
-  Potential frontage to road
-  Potential landmark building location
-  Gateway area
-  Stream corridor
-  Overhead power lines

Figure 5. Constraints and opportunities plan

Constraints and opportunities

Figure 5. shows the principal constraints and opportunities for the site. These are described in more detail below:

Accessibility and Highways

This section provides a summary of the baseline highways and accessibility status of the site.

Highways

In terms of highways accessibility, the Masterplanning site is affected by two key transport linkages:

1. The A473 defines the northern boundary of the Waterton site and southern boundary of the Cowbridge Road site and is the principal route which will be impacted on by the proposed development of the site. The A473 is the main link from Junction 35 of the M4 Motorway into Bridgend Town Centre. The frontage to this offers a low quality image of the area and the town which does not befit its gateway location.
2. The A48 trunk road provides access to areas to the south east of the site (e.g. to Cowbridge) and forms the western boundary of the Waterton site. At the Waterton Roundabout the A48 continues to provide access to the west of Bridgend via the Bridgend by-pass which runs to the south of the town.

Pedestrians and Cyclists

Pedestrian / cyclist access is available via the footways along the A473 and the A48, and to the wider area via the existing crossing points on the Waterton Cross Roundabout to the west of the sites. There is however no other means of safe access for pedestrians and cyclists to cross the A473 from the Waterton site to the Bridgend Industrial Estate.

Public Transport

Public transport is available on Cowbridge road for access to the wider area.

There are currently no public transport services that utilise the A473 but there is a service that utilises the A48. There is a bus stop and a footway on the southbound carriageway of the A48 adjacent to the site, however there are currently no stops on the northbound carriageway of the A48 adjacent to the site, and no existing footway / crossing on that side of the A48.

Access points into the site

Waterton – Off the A48

Access Point A - There is one vehicular access to the site directly from the A48 which provides a left in only access when travelling southbound from the Waterton Cross roundabout. The current on-site arrangement restricts vehicles from exiting via this access.

Waterton – Off the A473

There are five access points off the A473 and three of these are grouped closely together and offer dangerous access onto this 50mph road.

Access Point B provides a left in, left out access to the South Wales Police site.

Access Point C, D and E also provide a left in – left out access to the Dovey Estates owned land, Ewenny Industrial Estate and Travis Perkins/John Raymond Transport respectively. Each of these access points all emanate from a single slip road off the westbound lane of the A473 and as per access point B, as it is only possible to leave the site heading westbound, eastbound traffic is required to use to Waterton Cross roundabout to turn round.

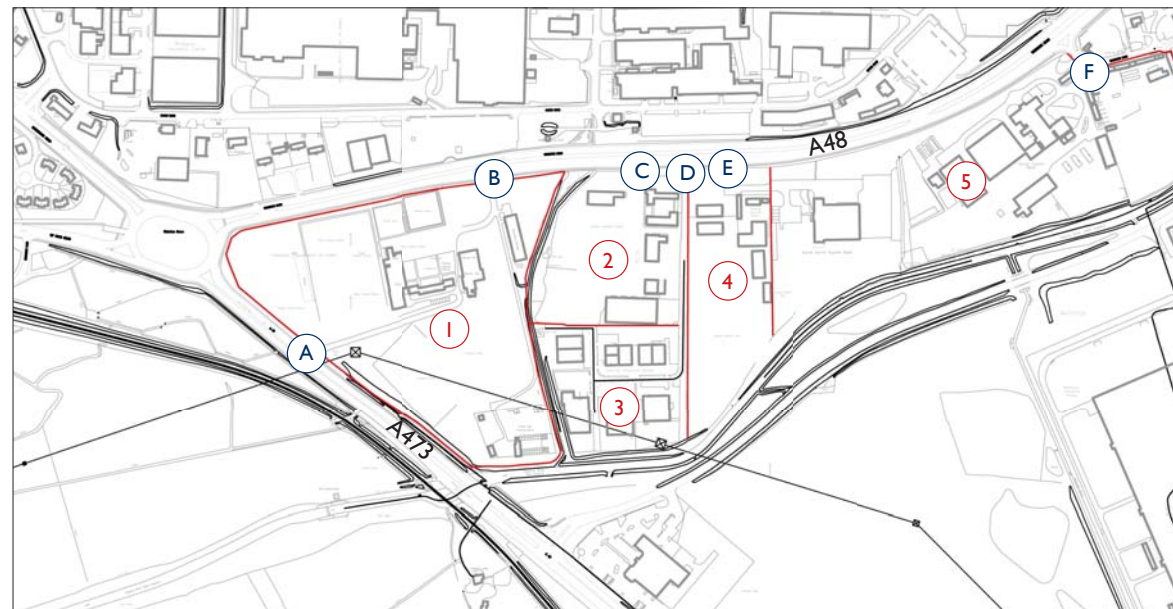


Figure 6. Plan showing existing vehicular access to the Waterton Site



Figure 7. Existing access to SWP site from A473 (Access point B)



Figure 8 Existing access to Dovey Estates land from A473 (Access point C)



Figure 9. Existing access to Eweny Industrial Estate from A473 (Access point D)

Access Point F serves the BCBC Depot site from Waterton Lane, which is in turn accessed via a left in / left out junction onto the A473.

Cowbridge Road

Capacity

The capacity of each of the above access points for additional development has been explored by WTD. This assessment has sought to identify the potential to re-develop part of the Masterplan area using the existing highway infrastructure. In order to do this, WTD carried out a review of the existing junction arrangements and an analysis of potential traffic generation of the existing development uses on each site, using TRICS.

Development Quantum to match theoretical traffic generation of existing development

Site	Potential Residential (no. of houses)	Potential office space (m2)	Potential non-food retail space (m2)
1	283	7561	15332
2	68	1810	3790
3	87	2328	4876
4	70	1860	3896
5	165	4409	9235

Table 1. Quanta of development which could be accommodated on each site based on theoretical traffic generation of existing development

Site	Existing Access Junction	Proposed Access Junction for re-developed Site (short to medium term)	Proposed Access Junction for re-developed Site (medium to long term)
1	A (incoming traffic only) and B (incoming/outgoing traffic)	A (incoming traffic only) and B (incoming/outgoing traffic)	A (incoming traffic only) and B (incoming/outgoing traffic)
2	C (incoming/outgoing traffic)	C (incoming/outgoing traffic)	New roundabout on the A473
3	D (incoming/outgoing traffic)	C (incoming/outgoing traffic)	New roundabout on the A473
4	E (incoming/outgoing traffic)	C (incoming/outgoing traffic)	New roundabout on the A473
5	F (incoming/outgoing traffic)	F (incoming/outgoing traffic)	New roundabout on the A473

Table 2. Existing, and potential short / medium / long term access arrangements for the site

Landscape Features and Topography

The site has a relatively flat topography and is generally at an elevation of close to 12.5m above Ordnance Datum (Metres Above Ordnance Datum).

Visual Sensitivity

The southern boundary of the site is defined by the River Ewenny which has been canalised and is currently unutilised as amenity. There are a number of key areas which are relevant in considering the sensitivity to development of the site:

- The existing character of Waterton Road and its frontage which is dominated by a series of hoardings, signage, unmanaged vegetation and steel fencing, all of which currently present a poor quality environment on a key route into the town.
- The river corridor and parkland which through a series of engineering and over managed landscape present opportunities for some local profiling and enhanced planting with increased biodiversity. In addition the existing palisade fencing on the southern edge of the Waterton site detract from the landscape setting of the area.
- The mature planting features within the site which, if well managed could be used to enhance the landscape character of the area.

Ecology

A detailed ecological survey has not been carried out as part of this masterplanning process. However, the Waterton site has previously been appraised and these previous findings are referred to below.

Waterton Site

The previous Masterplan for the eastern section of the Waterton site appraised the ecology of the site and concluded that:

- There are minimal semi-natural vegetation areas on the site and only a small section of grassland / scrub.
- As the course of the Ewenny River is canalised and contained within sheet-piled banks with a continuous concrete cap, there is no opportunity for burrowing into the banks – and is therefore a deterrent to small mammals and otters.
- The watercourse along the southern boundary have been modified; limiting its habitat value. The native hedgerow along the western boundary with the A48 was limited in terms of shrub diversity. Nonetheless these features are likely to provide resources for species such as nesting birds and foraging / commuting bats as well as potentially contributing to habitat connectivity locally.

Soltys Brewster Ecology Extended Phase 1 Habitat Survey: South Wales Police Waterton Site (March 2010)

South Wales Police commissioned Soltys Brewster Ecology to carry out an Extended Phase 1 Habitat Survey for their Waterton site in March 2010. This confirmed that:

- The site does not carry any form of nature conservation designation and is not located in close proximity to any such site.
- The site boundary features provided the main ecological interest although were of limited intrinsic interest.
- There is no evidence of use by protected species, other than nesting birds associated with the site or immediate surroundings although boundary features are likely to provide resources for such species locally.
- The buildings within the site are considered of negligible potential to roosting bats (with regard to the buildings constructed from metal sheeting and / or a combination of block-work and sheeting) to low potential (the main office / reception block).

On the basis of the above information, it is considered that there is no particular identified ecological constraint to site development of the Waterton site. Indeed, the low ecological value of the site offers an opportunity for some enhancement through the masterplanning process. For example, retaining and enhancing site boundary features and also sensitive drainage design to ensure water quality into the Nant Pontysanau and River Ewenny is not adversely effected.

Furthermore, no part of the study area is designated as a Site of Importance of Nature Conservation (SINC).



Figure 10. River Ewenny corridor which runs along the southern edge of the site



Figure 11. Existing flood attenuation area to the south of the river

Archaeology and the Historic Environment

There are no Scheduled Ancient Monuments or designated landscapes, parks or gardens within or in the immediate area of the sites. There are no Listed Buildings within the Masterplanning Area.

This commission has not involved any detailed archaeological appraisal of the site. It is recommended that this is carried out at a later date.

Site Contamination and Ground Conditions

BCBC commissioned Halcrow in August 2008 to undertake Phase I Contaminated Land Assessment and interpretive Geotechnical and Geoenvironmental report – in relation to the Depot site.

This advice is based on the assumption that the site will be developed as a mixed use scheme which did not include residential development. This assumption that residential end-use was, at the time, very unlikely, steered Halcrow's qualitative assessment of development risk at the site.

Geotechnical Risks

On the basis of the history of the site, according to a previous review of the BCBC depot site (i.e. Halcrow Report), the following significant geotechnical risks affect the site:

- Compressible ground (e.g. due to un-engineered made ground, alluvial deposits and infilled former river channels) leading to excessive settlement (total and differential) of structural foundations; and
- Collapsible ground (i.e. due to sink holes etc.) leading to settlements and/or failure of structural foundations.

Furthermore, the following significant geoenviromental hazards are considered to affect the site:

- Explosive residues and buried, partially or unburnt unexploded ordnance (UXO) relating to the manufacture of ordnance at the BROF;
- Demolition wastes from the BROF containing chemical contaminants and/or asbestos;

- Hydrocarbon contamination related to former and currently existing fuel storage tanks and vehicular maintenance area;
- Contaminated sludges within former backfilled surface drainage features and sub-surface aquifers; and
- Various general contaminants contained within the made ground at the site.

Savills are not aware of, and have not had subsequent access to, any ground conditions survey work and assessment of the remaining masterplanning area.

Mitigation

Further to more detailed site investigation, the geotechnical risk are considered to be able to be significantly mitigated through the design of engineered solutions.

Service Capacity

The overhead cables which cross the south west corner of the site are required to be considered as part of the masterplan proposals. National Grid has published two design guides entitled 'Development near overhead lines' and 'Creating a sense of place: design guidelines'. Whilst these do not set corridors per se, they recommend design responses to the lines themselves. Whilst there are no rules in this regard, SAGE recommend a minimum corridor of 60m or 30m each side of the midpoint of the lines.

The land take required for overhead lines can be refined during the detailed design stage through more detailed studies.

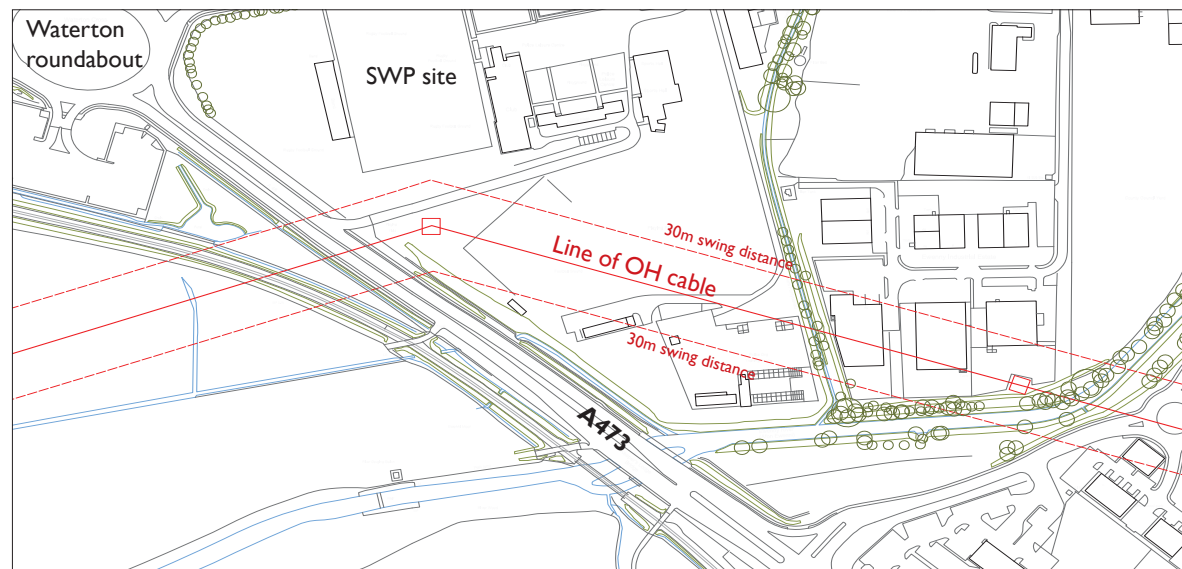


Figure 12. Plan showing existing line of overhead cables and associated swing distances

Flooding

WTD were commissioned to undertake a study into the hydrological issues affecting the site having particular regard to the planning recommendations of TAN 15.

The Masterplan areas are located within TAN 15 Development Advice Map (DAM) Zones A, B and C2.

Planning Policy recommends no highly vulnerable development in Zone C2, however the EA Flood Map indicates that the majority of the Waterton Masterplan Site to the south of the A473 is actually flood free during a 0.1% probability flood event. This contradicts the TAN15 DAM.

It should be noted that although problems may exist with regard to sewer or fluvial flooding, it is unlikely that the format of the proposed Masterplan would be affected by these issues.

Strategic Flood Consequences Assessment (SFCA)

As a first step, the Strategic Flood Risk Assessment for the whole County prepared by Capita was reviewed.

It was considered that the Capita information was not accurate enough for a site specific Flood Consequence Assessment or the design of any site specific mitigation measures. As such, in order to be able to accurately identify the site constraints, a more detailed hydraulic modelling exercise was carried out by WTD. The two hydrology models are shown at figures 13 and 14.

WTD Hydraulic Model: BCBC Depot Site (January 2011)

Information on flooding has been generated by means of a detailed hydraulic modelling exercise that includes the River Ewenny and the Nant Pont-y-Sanau. This information indicates that the site is at risk from a 1%+CC event. Potential flooding to the Masterplan Areas from other sources is likely to be manageable.

This preliminary review in relation to the most western part of the Waterton site confirmed that the flooding risks to the site associated with extreme fluvial events are manageable, however, detailed hydrological and hydraulic analyses would be necessary to support this view.

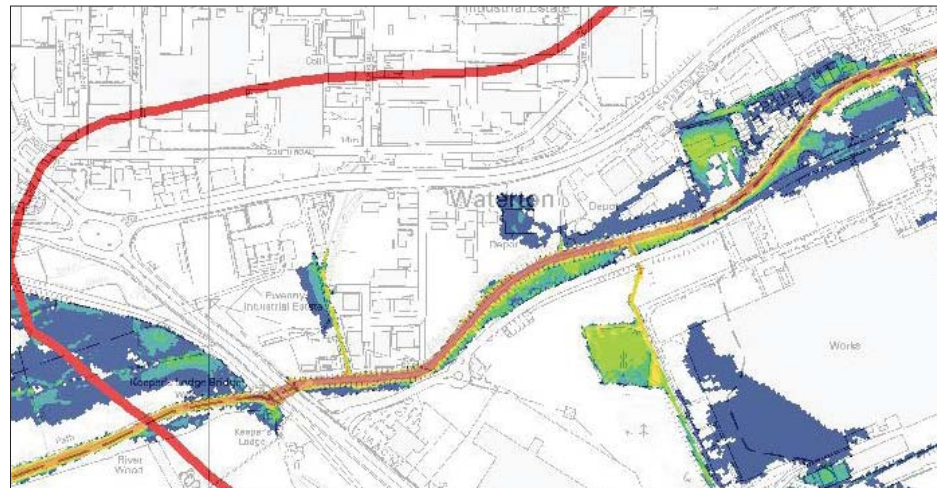


Figure 13. Plan showing Strategic Flood Risk for the site (Source Capita SFRA)

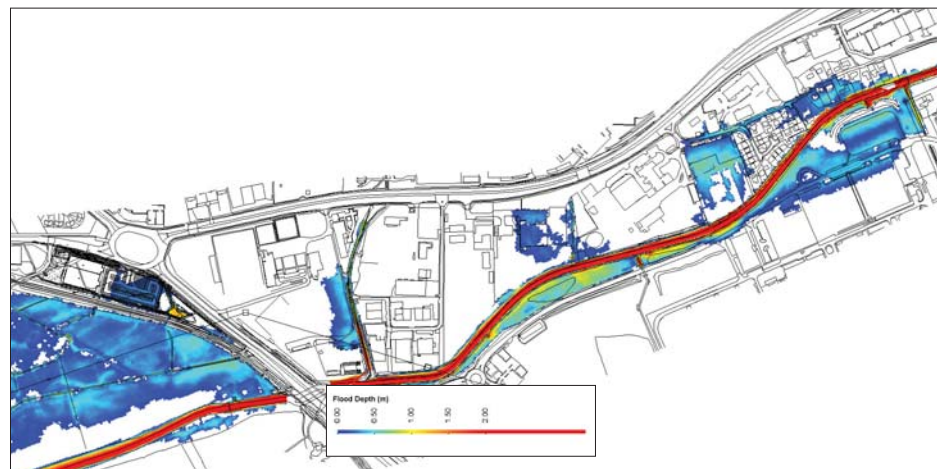


Figure 14. Plan showing floodplain with more detailed hydraulic modelling of the site



4. Planning Policy context

National Policy Guidance

Wales Spatial Plan

Within the Wales Spatial Plan, Bridgend falls within the South East Wales (The Capital Network) region where the vision is to achieve;

'An innovative skilled area offering a high quality of life – international yet distinctively Welsh. It will compete internationally by increasing its global visibility through stronger links between the Valleys and the coast and with the UK and Europe, helping to spread prosperity within the area and benefiting other parts of Wales.'

The main priorities of relevance to the Strategy within the Spatial Plan include:

- Building sustainable communities;
- Achieving sustainable accessibility;
- Promoting a sustainable economy;
- Valuing our environment; and
- Respecting distinctiveness.

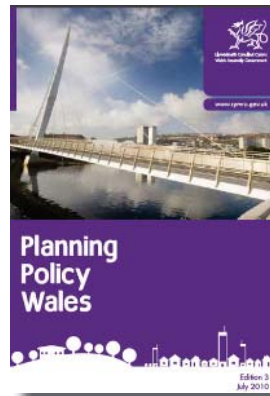
Bridgend as a whole is recognised for its close functional relationship with Cardiff and other neighbouring towns. Located within the 'City Coast zone' of the Plan, Bridgend is recognised as one of the key settlement (hubs) which are identified as having a critical role to play in the success of the city region.

Planning Policy Wales

Planning Policy Wales, supported by a series of Technical Advice Notes provide the relevant national planning policy framework for the site.

Planning Policy Wales (PPW) Edition 4 (2011) sets out the land use planning policies of the Welsh Government. Its central objective is to promote and provides a framework for sustainable development within Wales.

PPW outlines that planning can help to reduce the need to travel, especially by private car, and enhance the access to new



development locations by public transport, bicycle and foot. PPW also encourages the creation of sustainable residential environments and encourages local authorities to promote:

- Mixed tenure communities;
- Easily accessible developments;
- Mixed use developments;
- Attractive landscapes around dwellings;
- An emphasis upon quality and designing places for people;
- An efficient use of land; and
- The creation of well designed residential environments at an appropriate density.

Technical Advice Note 12 (TAN 12) (2009), Design, considers design issues and sets out the Government's objectives for new development. Early consideration of design issues is seen as being essential and central to good planning. The following objectives are set out in order to achieve good design:

- Achieving sustainable design solutions;
- Sustaining and enhancing character;
- Promoting innovative design;
- Promoting a successful relationship between public and private space;
- Designing attractive, safe public places ensuring ease of

- access for all;
- Promoting legible development;
- Designing for change; and
- Promoting quality, choice and variety promoting sustainable means of travel.

TAN12 highlights the importance of ensuring that new developments are sensitive to the local context and shows how it is not appropriate to apply general standards or design solutions. It requires the design and layout of new developments to reinforce the distinctiveness of new development, factors such as scale, density, height, massing, layout, landscape and access should all be taken into consideration.

Technical Advice Note 15 (TAN 15) provides technical guidance in relation to development and flood risk. TAN 15 sets out a precautionary framework to guide planning decisions.



Technical Advice Note 22 (TAN 22), Sustainable Buildings' seeks to achieve Code for Sustainable Homes Level 3, plus additional credits under ENE1 for residential dwellings and BREEAM Excellent for non-residential buildings.

Other relevant Technical Advice Notes include:

- TAN 2 Planning and Affordable Housing (2006)
- TAN 4 Retailing and Town Centres (1996)
- TAN 5 Nature Conservation and Planning (2009)
- TAN 11 Noise (1997)
- TAN 16 Sport, Recreation and Open Space (2009)
- TAN 18 Transport (2007)

Local Planning Policy

At the local level, the Bridgend Unitary Development Plan (Adopted 2005) remains the adopted Development Plan document for the study area and planning policies for the County Borough up until 2016. The guiding principle of the Plan is to:

“Improve the quality of life for the residents of Bridgend County Borough in ways which are compatible with the principles of sustainable development”.

Site Allocations

The Bridgend UDP Proposals Maps for the study area is shown at Figure 15.

The majority of the site is identified in the UDP as a 'general employment site' under Policy E3. Land to the west, that owned by South Wales Police, is not allocated for any use (i.e. considered 'white land'). The eastern part of this allocation is referred to as Ewenny Industrial Estate under Policy E3(6) and the western part of this allocation is referred to as the Mid Glamorgan Depot under Policy E3(17).

Employment Policies

The UDP identifies extensive tracts of land throughout Bridgend for employment purposes amounting to 270ha of land. As identified above, Policy E2 identifies Waterton Industrial Estate as a General Employment Site. Policy E5 seeks the improvement, redevelopment, extension and conservation of existing employment areas, and Policy E7 protects existing employment land and buildings.

Transportation

The transport corridors from the Waterton Roundabout to Laleston which runs along Cowbridge Road and the A473 – A48 link are identified in the UDP, under Policy T13, as main routes in the Country Borough for the movement of people and goods. Accordingly, there is a policy presumption against development which would adversely affect safe and efficient movement in these corridors, would create or exacerbate harm to the environment along them and is not capable of mitigation.

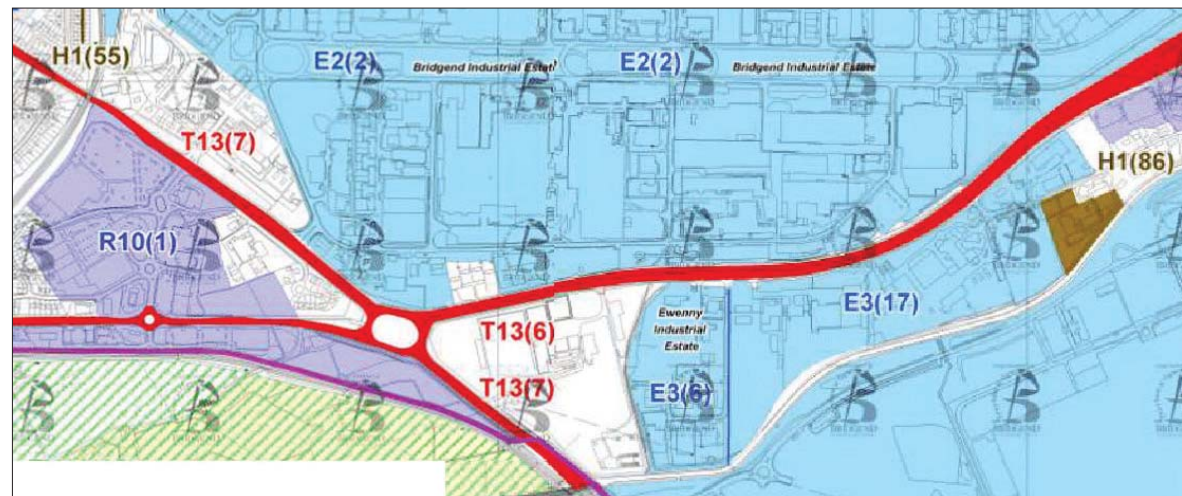


Figure 15. Extract from UDP inset map for Waterton area

Other UDP Policies

Other relevant UDP policies include:

- Part I Policies covering the environment, housing, employment, transportation, retailing, sport and recreation, social and community services, regeneration and implementation and resources.
- Nature and conservation environment policies: P EV16, EV17, EV20, EV26, EV29
- Built heritage environment policies: EV31, EV43
- Design Policies: EV45, EV46, EV47
- Housing Policies: H2, H7
- Employment and Regeneration Policies: E1, E2, E7, REG1,
- Transportation Policies: T1, T2, T12
- Retailing Policies: R9, R10
- Sport and Recreation Policies: RC3, RC5, RC7, RC8, RC9, RC12

Bridgend Local Development Plan (LDP)

LDP Pre-deposit proposals

The pre-deposit proposals set out the vision, strategic options, preferred strategy, key policies and the initial sustainability appraisal report for the emerging LDP.

The document considers and assesses a range of alternative growth options to determine the most appropriate and future level of development in the County Borough. Ultimately however, the Preferred Strategy is a Trend Based Growth Option which incorporates the underlying principles of the Medium Employment Growth Strategy.

This proposed Trend Based Growth is based on the average long-term annual dwelling completion rate in the County Borough from 1991-2006 – which was 540 dwellings per annum. On this basis, the overall dwelling requirement between 2006-2021 is 8,100 dwellings.

Further to this, the spatial distribution of this growth is

considered and balanced in way that will best achieve the key needs and issues and meet the Plan's objectives. It is concluded that a Regeneration Led Spatial Strategy best achieves this. The pre-deposit proposals then go on to identify Key Strategic Regeneration Growth Areas – and site specific development opportunities within them. The Bridgend Strategic Regeneration Growth Area lies to the east of the town of Bridgend and includes the masterplan and development brief site, 'Parc Afon Ewenni'.

The site has been earmarked early in the LDP process as a significant opportunity to improve this gateway area. The pre-deposit proposals promote an employment-led mixed scheme with potential for bulky comparison goods retailing. This description is in accordance with the previous Powell Dobson Masterplan for the wider area.

Deposit LDP

The LDP is now at its Deposit stage and this was approved by Council for the purposes of public consultation on 1st June 2011. As a result of the other Policy considerations and evidence that has informed the Deposit plan (see below) and ongoing work with respect to this masterplanning exercise, including viability, deliverability and flood risk assessment (SFCA) work, the Deposit Plan identifies the Waterton site for a mixed use development under Policy PLA3(5), subject to a flexible Development Framework that seeks to deliver additional new jobs (Employment Policy REG1(6) refers); up to 550 new homes, 20% of which should be affordable; a commercial hub, for up to 2000 sqm for A1, A2, A3, D1 and D2 uses; and opportunity for 'Bulky Goods' retailing and other commercial development, serviced by related community and recreational facilities and appropriate transportation infrastructure. The Plan recognises the opportunity to build a viable and sustainable community improving the gateway to Bridgend, and envisaging a landmark building at the highly visible and prominent Waterton roundabout.

Other Policy Considerations

Population Projections and Housing Need
Examining alternative demographic and labour market projections (Cambridge Econometrics, 2010)

Cambridge Econometrics (CE) were commissioned by BCBC to reassess the link between planned dwellings provision, population and employment targets.

Whilst the study includes the consideration of the latest WG projections, the CE report recommends that the 'CE' projections are the most robust trend-based projection figures which ought to underpin the LDP. The CE projections project higher future population levels than the previously considered dwelling target, even allowing for updated trends in average household size. The CE population projections suggest that 9,000 additional households are required over 2006 – 21. This equates to an annual increase of 600 dwellings pa over the plan period. Under these projections, the population of Bridgend rises from 132,600 in 2006 to 151,100 in 2031, an increase of 0.5% pa over the whole period.



Employment Land

Employment Land Review (2010)

The Employment Land Review concludes that there is potential to allocate up to 153 hectares of vacant employment land in the County Borough at the present time – some 24 year supply. It goes on to highlight that the majority of land is allocated in the Bridgend sub area, notwithstanding the Broscastle and Island Farm strategic employment sites which are located within this area.

The Employment Land Review recommends that 'Parc Afon Ewenni' is reallocated in the LDP as a mixed use site and that this masterplan and development brief process confirms the employment development element and / or other uses on the site.

Retail Capacity

Retail Needs Planning Study Update (CACI, 2010)

The above study provides the most up to date survey of the capacity for additional retail floorspace in the County Borough. The key findings of the study which are relevant to Bridgend are:

- Bridgend has a strong convenience offer with Asda, Sainsburys and Tesco Extra all trading within the town. CACI concludes that, taking into account the increased competition in neighbouring areas, the existing strong offer and around Bridgend and a decline in the balance of trade (due to new provision in the pipeline, i.e. in Porthcawl), there is no capacity for further provision up to 2021.
- Bridgend is the dominant centre in the area in terms of Comparison Goods retail. However, CACI conclude that, if Bridgend is to fulfil its potential, headroom capacity exists for up to 14,024 sq m of additional comparison floorspace up to 2021. Whilst there is an identified need for additional comparison floorspace, any proposals for this use will be subject to the retail planning policy tests of impact (on Bridgend Town Centre) and the sequential approach.
- CACI conclude that there is very little headroom (1,098 sq m net of floorspace up to 2021) for any additional bulky goods space in Bridgend as it is considered that the existing bulky goods offer at Bridgend Retail Park and Waterton Retail Park make up a significant proportion of bulky goods floorspace in the area.

The overall requirement however for the whole of the County Borough is for 16,4000 sqm of 'Bulky Goods' retail floorspace, with a relatively high requirement (9,808 sqm) within Porthcawl. There is potential to accommodate an element of this (approx. 1,000 sqm) within the Porthcawl Regeneration Area however no other suitable sites in Porthcawl can deliver the balance of this potential need. Given this constraint it is sensible to direct this to the south of the County Borough, within the Bridgend Area, which is accessible to the Porthcawl catchment and which has available sites. This could consolidate Bridgend's role as a sub-regional shopping destination.

Whilst the commission has not involved the preparation of a Retail Impact Assessment (RIA) for potential retail use of the masterplanning sites, details of how the findings of, and assumptions made in the CACI study (notably the food retail capacity) have been tested as part of this masterplanning process.



5. Challenges and opportunities

This section presents the key challenges and opportunities that face the Waterton Masterplan area. The key findings, identified below, form the foundation of the development of the final Framework Masterplan and Delivery Strategy. The strengths, weaknesses, opportunities and threats (SWOT) are identified in table 3.

The Waterton Masterplan area offers a real opportunity to create a strong residential-led gateway development to reshape and define this key, accessible location. However, there are physical constraints and challenges that need to be overcome if these opportunities are to be maximised.

The key challenges identified at the baseline stage (section 4) could potentially impede the regeneration of Waterton. The Masterplan Framework and Delivery Strategy will address these challenges and offer remediation and mitigation measures to overcome them. The key challenges are discussed below.

- The current employment offer on the sites is underutilised and unlikely to be subject to any long term occupation from industrial users. This approach is unsustainable and not economically viable in the long term and needs to be changed. In addition, Waterton Industrial Estate is competing for investment with numerous employment sites elsewhere in Bridgend.
- The study area is affected by a number of physical constraints. Part of the study area is located within TAN I5 Development Advice Map (DAM) Zones A, B and C2. Also, large proportions of the land within the study area is suspected to be contaminated and therefore potentially the subject of high land remediation costs.
- The existing access to the site is inadequate to support future development. Rationalisation of the five existing access points into Waterton Industrial Estate is required. In addition, public accessibility by foot and bike is poor and will therefore need to be considered in the design development of the Masterplan.
- Delivery of the Framework Masterplan is complex as there are multiple land ownerships within the area. To compound this, development capital (i.e. funding) is constrained as a result of prevailing trading conditions in both the public and private sectors and we would not expect this to change fundamentally in the short to medium term.

As well as addressing the key challenges the site presents, any design and delivery proposals must acknowledge and maximise the benefit of the **key strengths and opportunities** the site provides:

- There is a strong commitment, desire and motivation from the landowners to see the site disposed of and redeveloped in the short to medium term.
- The site is well linked to the regional and national road network, as well as Bridgend town centre allowing for ease of movement for both public and commercial transport. The

study area must maximise the benefits of its proximity to Bridgend Town Centre and neighbouring commercial and employment areas.

- The river corridor to the south of the site provides excellent natural assets which can be integrated in the Masterplan.
- The site is allocated for mixed use development in the emerging LDP. This LDP recognises the opportunity to build a viable and sustainable gateway to Bridgend.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Gateway location • Area of strategic significance identified for growth • Recent planning permission on Dovey site • Accessibility (by road) • Established commercial, retail and residential location (and established employment uses) • Very long main road frontage • Desire for landowners to redevelop / dispose of the site 	<ul style="list-style-type: none"> • Declining existing building stock, much in a state of disrepair • Access, existing highway constraints / Poorly arranged frontage to highways • Site investigation results are not definitive – suspected land contamination • Flood risk issues affect the site • Poor accessibility to town centre and locality by foot and bike
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Willingness for all landowners to work towards a common goal i.e. a comprehensive masterplan for whole of the site. • Opportunity to include John Raymond Transport and Travis Perkins within client group • Rationalise access points • Capacity for bulky goods retail • Need for designing a protocol / framework for dealing with future applications • Private sector spin off / investment from public sector hub • Increased quantum of residential development, increased to 600 dwellings per annum plus additional headroom of 10-20% flexibility (part of police site already factored in to projections) • Need to acknowledge the wider picture (i.e. other BCBC sites) • Opportunity for new depot – must be freehold, can be remote from the HQ (ie. not on Waterton) 	<ul style="list-style-type: none"> • Reliant on other parties for delivery • Multiple land ownership and potentially conflicting aspirations for the site • Potential to be held to ransom by other ownership (i.e. JRT, Travis Perkins) • Policy assumption against large-scale retail development (with the exception of bulky goods) • Affordable housing viability at high percentage, unlikely to receive Social Housing Grant from Welsh Government. Need to engage with RSL • Other S106 developer contributions – e.g. education provision is high • Need to involve costs consultants • Public sector cuts and restricted funding availability • Competing schemes (e.g. Brackla)

Table 3. Strengths and weakness of the site and its potential redevelopment



6. Development framework

Following detailed consultation with the client group and analysis of baseline information, it has been possible to develop a preferred option for development of the masterplan site. This section brings together strategies for land use, transport, infrastructure, environment, landscape and building form design into a fully integrated whole – in order to document how the final framework masterplan has been arrived at. This chapter sets out the various elements of the Framework Masterplan and is considered in the following sub-sections:

- A) Masterplan concept and vision
- B) Policy Compliance
- C) Strategic development parameters
- D) Land Use
- E) Movement and Access
- F) Landscape and open space
- G) Physical Constraints
- H) Design Guidance
- I) Sustainability Appraisal

A) Masterplan concept and vision

The masterplan concept draws together the constraints and opportunities identified for the site and the vision for the Waterton masterplan area.

The masterplan concept is defined by a number of key components:

A sustainable mix of uses

- The masterplan concept shows opportunities for a mix of uses within the site area to include residential, flexible employment opportunities, open space, commercial and leisure uses with some limited neighbourhood retail opportunities and opportunities for an element of bulky goods retailing.
- A new local centre within the Waterton site to serve the new residential development and enhance facilities for the existing local business and residential communities.
- Provision of new public open spaces within the site to allow for both informal and formal recreation including a sports pitch and equipped children's play facilities.

A well connected place

- The masterplan (overleaf) provides a single new access point from the A473 via a new roundabout. This rationalises the number of access points into the site and ensures that there is adequate capacity for the regeneration of the site without detriment to the surrounding highway network.
- Enhanced cycle and pedestrian links within the site and adjacent to the A473 will improve connections to the wider area and town centre promoting more sustainable patterns of transport than reliance on the private motor car.

A high quality environment

- The masterplan will respond positively to its “gateway” status to the town with new high quality buildings and planting. There will be potential for new buildings to make a positive impact to the existing character of the area along key frontages and in key locations such as the Waterton roundabout.
- Retention of existing groups of mature tree planting with the potential removal and replacement of some of the non native species will improve the character of the landscape in general. Enhanced landscape planting with potential for some acoustic fencing (if required) along the northern boundary of the Waterton site will provide environmental improvements to the site and improve the amenity for potential residential uses.
- Enhancements to the landscape planting along the southern boundary of the Waterton site will promote biodiversity and enhance this as a potential ecology corridor with pedestrian and cycle links.



Figure 16. Vision of new development on the site



KEY



-  Existing buildings
-  Area for development
-  Public open space
-  Existing planting retained
-  Vehicular access
-  Emergency access
-  Pedestrian / cycle linkages
-  Green routes
-  Children's play facilities
-  Neighbourhood play area
-  Local centre
-  Strategic landscape planting
-  Key frontages
-  Location for key building

Figure 17. Masterplan concept drawing

B) Policy Compliance

The policy framework pertinent to the site is set out in section 4 of this report.

At a national level, the considerations LPA's ought to take when deciding which sites to allocate for housing in their development plan are set out in paragraph 9.2.9 of Planning Policy Wales 4 (2011). The potential allocation of the site for residential development in the emerging LDP is supported by PPW in the sense that:

- The site is a previously developed site, subject to remediation works, suitable for housing use. PPW reiterates the preference for the re-use of brownfield land.
- The site is accessible to jobs, shops and services by modes other than the car and there is potential for improving such accessibility.
- The proposed improved infrastructure can absorb the redevelopment of the site (and the cost of adding this infrastructure).
- The proposed development has scope to provide a new sustainable community which will support physical and social infrastructure and provide sufficient demand to sustain and enhance existing and new appropriate local services and facilities.
- The physical and environmental constraints on the development of the land, including flood risk and contamination, can be managed and provide no 'in principle' constraint to development. Furthermore, with regard to flood risk, the increase of risk as a result of climate change is recognised.
- The proposed residential development is compatible with neighbouring established land uses.
- The proposed residential development maintains the potential to reduce carbon emission through co-location with other uses (including community / commercial uses, and employment opportunities in the locality of the site, and potential for the integration of low energy / zero carbon schemes as part of the development).

At a local level, further to the review of the Deposit LDP and the background papers which have been prepared as part of the LDP evidence base, it is evident that there is an emerging policy foundation and support for the regeneration of the masterplanning area. Section 4 sets out the provisions of the Deposit LDP which has been approved by Full Council for the purposes of public consultation on 1 June 2011.

Fundamentally, proposed policy PLA3(5) allocates 'Parc Afon Ewenni' for a regeneration and mixed use scheme. Overall, the emerging plan recognises the potential of this significant brownfield and underutilised employment site and the opportunity to build a viable and more sustainable community by accommodating additional residential development served by a commercial hub, community and recreation facilities. The Deposit LDP Strategy 'enables the overall regeneration of the site to be developed in phased manner' according to a comprehensive but flexible development framework that will deliver future residential, commercial and business space'.

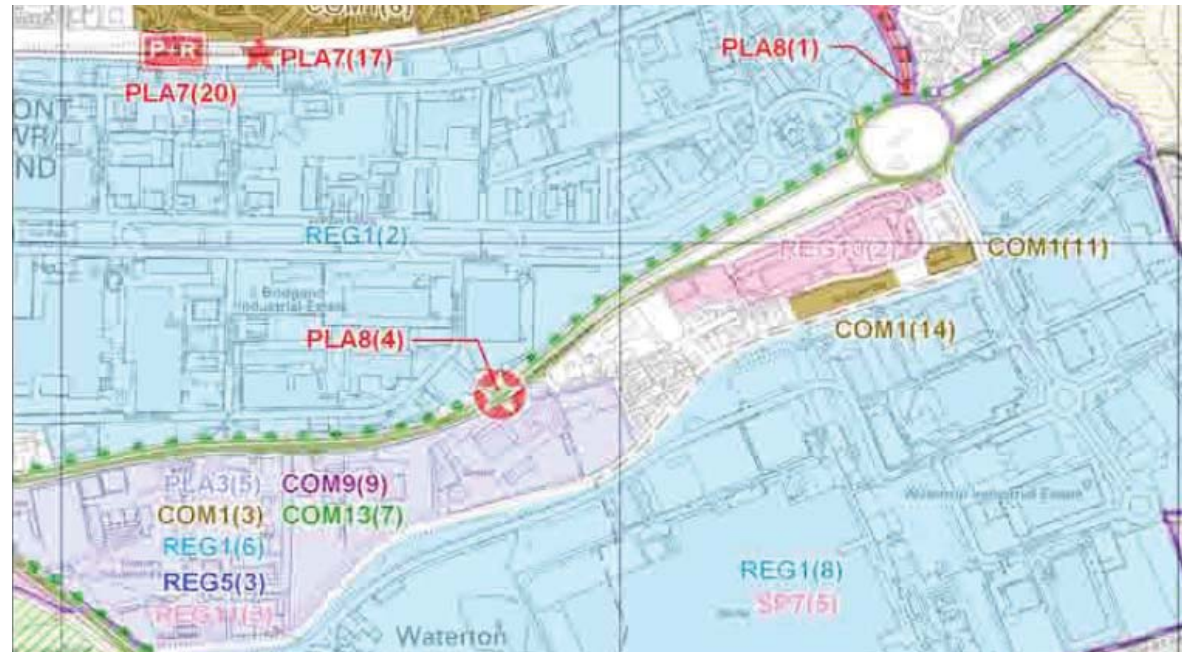


Figure 18 Extract from Deposit LDP proposals map

A number of other specific proposed LDP policies are relevant to the Waterton Site (as indicated on the draft Proposals Maps – figure 18). These include:

- **COM1(3)** – This policy refers to the allocation of the site for residential development. It is estimated that the site can deliver 648 units, of which 20% should be affordable housing.
- **REG1(6)** – As part of the wider mixed use scheme, this policy allocates part of the site for continued employment uses. The draft LDP proposes potential B1, B2 and B8 units. However, it is likely that B1 uses, or even job generating uses such as C1 or C2 may be more appropriate and desirable on this site.
- **REG5(3)** – This policy identifies the site for small-scale, local retail development. Up to 2,000sqm of floorspace is identified for a 'new local service centre' consisting of a mix of A1, A2, A3, D1 and D2 uses)
- **REG11(3)** – As part of the wider mixed use scheme, this policy identifies Waterton as one of the sites whereby bulky comparison goods development will be directed to.
- **COM9(9)** – Parc Afon Ewenni is identified as a site for new community buildings.
- **COM13(7)** – Parc Afon Ewenni is identified as a site for the provision of accessible natural greenspace (including public open space).
- **PLA8(4)** – Reference is made to the required adoption and land-owner agreement that would effectively link the various elements of the proposed development. This will ensure the implementation of the necessary on-site facilities and highway infrastructure requirements (i.e. a new roundabout on the A473) and sustainable safe walking routes connecting the site and the wider urban area.

Overall, it is evident that the proposed masterplan is in accordance with the Local Authority's future policy aspirations for the site – as endorsed by the Deposit LDP.



- KEY**
- Site boundaries
 - Residential
 - Community hub
 - Residential / bulky goods retail / employment / other uses*
 - Residential / employment uses (class B1,B2,B8 uses)
 - Public open space (informal)
 - Public open space (formal)
 - Principal vehicular routes
 - Emergency access
 - Principal cycle / pedestrian links

* Up to 2,000 sqm of class A1,A2,A3, D1 and D2 uses.

Figure 19. Development framework plan

C) Strategic Development Parameters

The development framework drawing at Figure 19. shows how the site will be configured including the spatial distribution of land uses and principle connections.

The table, right, shows the development parcels, the land uses and their site areas. It should be noted that the total area available for development is not equal to the total site area for the Waterton site. This is due to the exclusion of land identified for the main highway access, strategic landscape areas in the centre of the site and along the northern and southern boundaries. This can be seen on the plan as land within the red line but outside of the development parcels. This approach is consistent with masterplanning advice in calculating the residential net developable area.

The capacity of the housing areas has been based on an average density of 37 dwellings per hectare (15 per acre) which will allow for a range of housing types including family houses with a limited number of apartments.

Public open space has been provided on site and includes a mix of informal and formal open spaces. Some of the public open space will also act as flood alleviation areas within the site to ensure that there is no risk of flooding within the residential areas.

The community hub area will contain a mix of uses including leisure, retail, residential and commercial.

The masterplan seeks to retain where possible the existing vegetation on site which will be reinforced with new planting.

A new 10m strategic landscape buffer has been included along the northern and western boundaries of the site. This has the potential to include both landscape planting and acoustic fencing / bunding to protect the amenity of the residential uses within the site.

The principal access for the masterplan will be provided by a new roundabout junction on the A473 as shown with a number of emergency access points as shown.

Figure 25. is an illustrative masterplan which shows how, in response to the development parameters, the site might be developed in a comprehensive manner.

Site	Ha	Acres	Landowner	Use	Residential capacity (37dph)
A	2	4.9	SW Police	Residential / employment	74
B	1.9	4.7	SW Police	Residential	70
C	1.5	3.7	SW Police	Residential	56
D	1.5	3.7	SW Police	POS / Flood alleviation	
E	0.7	1.7	SW Police	Residential	26
F	1.6	4.0	Dovey Estates	Residential	59
G	1.2	3.0	Dovey Estates	Community hub	44
H	1.5	3.7	Ewenny Industrial Estate (EIE)	Residential	56
I	0.8	2.0	EIE / TP	POS / Flood alleviation	
J	1.5	3.7	Travis Perkins (TP) / John Raymond (JR)	Residential	56
K	1.4	3.5	Travis Perkins / John Raymond	Residential	52
L	1	2.5	BCBC	Residential	37
M	0.6	1.5	BCBC	POS / Flood alleviation	
N	0.7	1.7	BCBC	Landscape	
O	0.9	2.2	BCBC	POS / Flood alleviation	
P	1.3	3.2	BCBC	Residential	48
Q	1.9	4.7	BCBC	Residential	70
R	1.2	3.0	BCBC	POS / Flood alleviation	
TOTAL					648

Table 4. Land use table and capacity



Figure 20. Illustrative masterplan drawing

D) Land use

The proposed land use is a result of significant financial appraisal which has been undertaken to fully appreciate market demand, need and potential viability for different uses in the current market conditions. The clear conclusion of this appraisal exercise is that commercial development (i.e. office / industrial uses) of any significant proportion and which would be deliverable in planning terms, would not support the regeneration of this gateway site at this point in time.

As a result, the masterplan proposes an illustrative mix and location of uses including a range of residential opportunities (including extra-care housing), open space and a new local centre.

However, as to allow for the masterplan to respond to improved market conditions, there is flexibility for commercial development adjacent to the Waterton Cross roundabout.

This pattern of development will help to provide a sustainable development of the site alongside the existing retail, employment and residential uses in the surrounding area.

The Waterton site is proposed to be redeveloped for primarily residential use, with an associated 'community hub' and open space. Flexibility is also allowed on the western part of the site for potential employment development. Potential for commercial development adjacent to the Waterton Cross roundabout recognises the potential for possible landmark development at a key gateway location to Bridgend Town Centre. This site demands a high quality building befitting its strategic location. Suitable uses for this location would be B1, C1 and C2 uses.

Community Hub

The community hub is to be located in the centre of the Waterton Site and will provide a focal point for the new residential community, providing ancillary community facilities and commercial uses clustered together to provide a recognisable centre. This area will be well connected with landscape corridors and cycle / footpath links to the west, south and east.

The location of the Community Hub is also in accordance with the land ownership interests of Dovey Estates – and their commercial aspirations for the site. It is proposed that the existing Gym and Crèche (which benefits from an extant permission and is implemented) will be maintained as part of the Community Hub.

Additional, new uses within the Community Hub could appropriately include a range and mix of Class A1 Uses (e.g. a convenience store, pharmacy, laundrettes etc), Class A2 Uses (e.g. bookmakers), Class A3 Uses (e.g. restaurant, takeaway, public house) and Class D1 community uses (e.g. medical / health centre) and related car parking.



Figure 2.1. Image of community hub

Residential Density

Based on an average density of 37 dwellings per hectare, (15 per acre) it has been assumed that approximately 648 dwellings can be accommodated across the Waterton Site. This average density is considered appropriate for the masterplan on the basis of its accessibility and high quality design.

Open Space

As described in detail below, the proposed masterplan also integrates open space – in line with national and local policy requirements. The actual provision of open space within the Waterton site is greater than policy requirements due to the need to provide flood attenuation within the site.

E) Movement and access

The movement framework for the site has been designed to achieve a number of objectives:

- Provide maximum choice for how people make their journeys by providing a permeable layout with good connections in and out of the site for public transport, cyclists and pedestrians
- Take full account of the kinds of movement the development will generate by ensuring access to and from the site does not have a detrimental effect on the wider highway network
- Make clear connections to the existing routes and facilities within the area by enhancing linkages with the town centre and surrounding employment and residential uses.

With regard to the Waterton site, the access has been phased to facilitate both short term access to the sites and a long term comprehensive solution. These are shown at Figures 22. and 23.

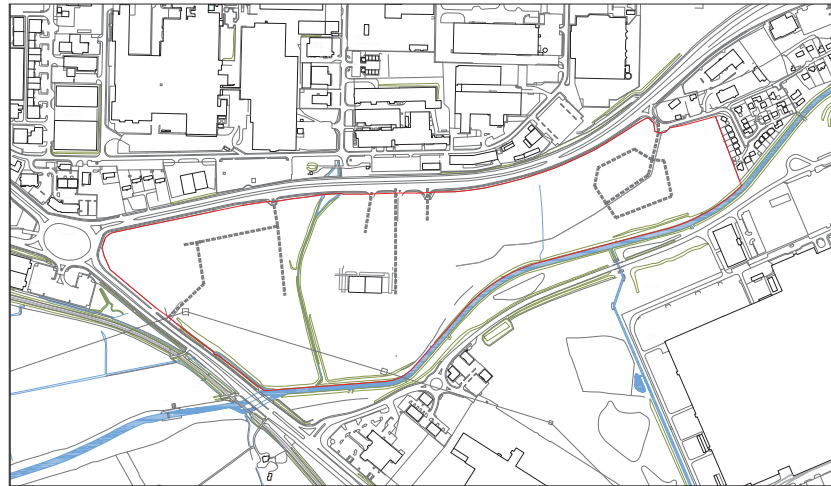


Figure 22. Access plan Phase I

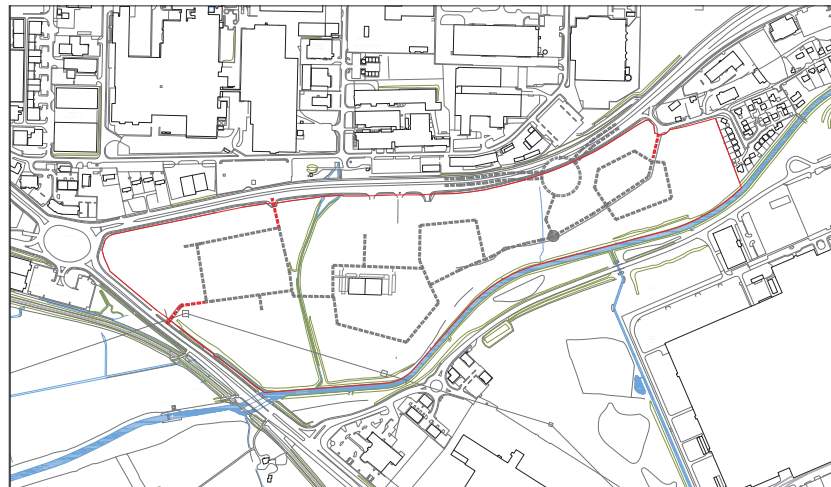


Figure 23. Access plan Phase 2

Phase I access

In the shorter term, however, and subject to the adoption of the Masterplan, the existing access points to the largest parcel of land in the Masterplan will be suitable, from a capacity perspective, to serve piecemeal development up to the limiting quantum's identified WTDs assessment.

Waterton Site - South Wales Police Rugby Ground/ Training Facilities

This parcel of land would continue to be served by its existing accesses from the A473 and the A48.

It has been shown that the existing development on this parcel of land could generate the equivalent traffic for up to 92 houses (or 4600sq.m of office space) via its access onto the A473. The capacity of the existing left-in left-out junction onto the A473 could potentially accommodate an additional 396 houses (or 19,800sq.m of office space) using the aforementioned assessment criteria.

An offset of existing traffic generation (calculated using TRICS) against the proposed development's traffic generation is likely to be accepted by BCBC Highways without the need to carry out further assessment.

It is however proposed in the Masterplan that up to 226 houses are constructed within the South Wales Police Waterton site. In this case, an assessment of the impact on the Waterton Cross Roundabout may be required as part of a planning application. There is the possibility that works may need to be undertaken on the existing roundabout to accommodate the proposed development.

In theory, the capacity of the existing access points to this Site may be used in the initial stages of, or in a stand-alone, redevelopment of the Site, which may only have pedestrian/ cycle links with the rest of the Masterplan Site. However, in policy terms it is the strong preference of the Local Highway Authority to ultimately access this site via the new roundabout. In this respect, BCBC Highways have identified that no further development will be consented on this Site without the presence of a landowners agreement and an adopted Masterplan.

Waterton Site – Stillers (Dovey) Site

This parcel of land would in the short term continue to be served by its existing accesses from the A473.

It has been shown that the existing development (without the committed gym and crèche) can theoretically generate a total of 45 vehicles during the PM Peak. These vehicles have and are being accommodated by the existing junction facilities. The demolition of the existing development could potentially provide for equivalent traffic generation for up to 68 houses, on top of the committed development (i.e. crèche and gym), or an equivalent (in traffic terms) of commercial / retail floor space.

It is however proposed in the Masterplan that up to 103 houses are constructed within the Stillers site, with access via the proposed roundabout. In this case, an assessment of the impact on the Waterton Cross Roundabout may be required as part of a planning application. There is the possibility that works may need to be undertaken on the existing roundabout to accommodate the proposed development.

Waterton Site – Ewenny Industrial Estate

This parcel of land is currently served by an access onto the A473, however its existing junction facilities are not suitable to accommodate any re-development.

The re-development of this parcel of land would rely on either of the existing access points to Site 5 and 8, or a new roundabout junction on the dual carriageway contained as part of the Masterplan proposals. This strategic highway access via the new roundabout is, in any event, required by BCBC Highways as part of any re-development in the medium to long term (i.e. Phase 2).

The reliance of the re-development of this sites on shared access points into the adjacent sites means that a landowners agreement and an adopted Masterplan are key to their re-development.

Waterton Site – Travis Perkin/John Raymond Transport/ BCBC Supplies Warehouse Site

This parcel of land is currently served by an access onto the A473, however its existing junction facilities are not suitable to accommodate any re-development.

The re-development of this parcel of land would rely on either of the existing access points to Site 5 and 8, or the new roundabout junction on the dual carriageway contained as part of the Masterplan proposals. This strategic highway access via the new roundabout is, in any event, required by BCBC Highways as part of any re-development in the medium to long term (i.e. Phase 2).

The reliance of the re-development of this site on shared access points into the adjacent sites means that a landowners agreement and an adopted Masterplan are key to their re-development.

Waterton Site – BCBC Depot Site

This parcel of land is currently served by an access onto Waterton Lane and subsequently the A473. Our assessment of the existing junction facilities has shown that are suitable (in capacity terms) to accommodate the proposed re-development of the site. In order to improve the operation of the junction however we would recommend a slight modification to form a mini-roundabout on Waterton Lane.

BCBC Highways have concerns over the sustainability of piecemeal residential development on this part of the site due to its isolated nature (in terms of pedestrian/cycle/public transport links) to/from nearby retail/community facilities. If the proposed community hub was never constructed then the isolated development of this site would fail to meet the LA's sustainability policies. A landowners agreement would mitigate these concerns, and this is therefore seen to be key.

A review of potential improvements to pedestrian/cycle/public transport links to the employment/retail areas to the north should be undertaken in the next stage of assessment.

Phase 2 access

The ultimate access solution for the largest parcel of land in the Masterplan is to construct a new roundabout junction on the A473. A 3-arm junction will serve the eastbound and westbound carriageways on the A473 and the re-developed Masterplan Area.

The strategic A473 access solution also involves the stopping up of the other existing vehicular accesses on the dual carriageway and on the A48. The construction of a major new access in lieu of several minor accesses onto the dual carriageway would significantly improve the level of road safety, and is the preferred method of access to the re-developed Waterton Masterplan Site.

Hierarchy of streets

The masterplan shows a hierarchy of street types which help to define the way they are designed and used. This approach helps to create character within the development and ensures that the highway design and layout is responsive to the nature of the site and the proposed land uses.

Figure 24 shows how a network of streets and connections could be provided within the masterplan area.

Each of the street types shown will have distinct characteristics.

Principal access road - This will be a road designed to accommodate the majority of traffic movements within the site. The carriageway will be a minimum of 6.0m wide with a 2m pedestrian and 3m pedestrian / cycleway on either side respectively. There will be no on street car parking and potential for some tree planting along the street in the form of a boulevard.

Residential streets - These streets will provide the main vehicular access to residential properties with vehicles and cyclists sharing the same carriageway. Streets are likely to be a minimum of 5.5m wide with dedicated pavements. There will be potential for some on street car parking and some planting within the street. Traffic calming will be incorporated into the design of the streets to encourage slower traffic speeds.

Shared surface / homezones - These will provide access to small groups of residential properties and be designed to provide access for both vehicles, cyclists and pedestrians within the same carriageway. Traffic calming will be incorporated into the design of the streets to encourage slower traffic speeds.

Pedestrian and cycle links

In addition to the highway network and to encourage alternative forms of transport to the private car, the masterplan incorporates a network of footpaths and cycle ways. Some of the cycle paths will be dedicated off road in particular along the principal street and in the local centre. These are shown on Figure 25.



Figure 24. Movement and access plan

KEY







-  Proposed roundabout
-  Principal access road
-  Residential street
-  Share surface / homezone
-  Local centre



Figure 25. Pedestrian and cycle connections

KEY

-  Pedestrian / cycle linkages
-  Local centre

F) Landscape and open space

Existing landscape features

There are a number of existing landscape features within the site which are important. These include the following:

- Groups of, and individual trees of merit particularly on the western part of the existing police HQ and the southern edges of the Waterton site
- The ecological habitat created by the river Ewenny and the natural landscape features associated with it. This includes the river corridor to the south of the site and the watercourse which runs north through the Waterton site
- The landscaped character of the northern and western edges of the Waterton Road site providing a transition between the countryside to the east and the built up area of Bridgend

Strategic landscape planting

The masterplan includes an element of strategic landscape planting along the northern and western edges of the Waterton Road site. This will assist in retaining the character of Waterton Road as described above and protect the amenity of new residential development within the site by reducing noise levels and improving air quality.

The masterplan also allows for a number of green links which will run across the site connecting the river corridor along the southern boundary of the Waterton Road site to the strategic landscape belt along the northern and western boundaries.

Public open space and realm

The masterplan provides a variety of open space types across the sites. These provide opportunities for a range of leisure and sporting activities to take place for all. They range from small intimate parks which will be provided within the residential development parcels to areas for formal recreation such as football or rugby.

Requirements and provision

In accordance with Policy RC5 in the adopted Bridgend UDP, residential developments should provide open space at a minimum standard of 2.4 ha per 1000 population (recommended to include 1.6-1.8 ha for outdoor sport and 0.6-0.8 ha for children's play space). This requirement is in addition to the basic amenity space requirements necessary to meet the immediate needs of occupiers (e.g. private garden space). This basic amenity space is accounted for in the average residential density applied.

With regard to the Waterton site, based on an average household population of 2.38 and a development of 678 residential units this would equate to 3.9 ha of public open space. The actual provision is currently 5ha – therefore, the amount of Public Open Space proposed exceeds the minimum requirement.

Location and accessibility

The open spaces are well connected through the masterplan area with good pedestrian and cycle linkages. Children's Equipped play facilities (LEAPs) and smaller Local Areas of Play (LAPs) for younger children are provided within the residential elements of the masterplan and within walking distance of the development.

Maintenance

Ultimately, the provision of Public Open Space at the site may be transferred to the BCBC for adoption. If so, a commuted sum for maintenance may need to be agreed as part of a Section 106 agreement.



Figure 26. Landscape and open space strategy

KEY

- Strategic landscape planting
- Existing / proposed vegetation
- Informal public open space
- Locally Equipped Area of Play
- Neighbourhood Area of play
- Sports pitches
- Green links
- Ecological river corridor



G) Physical Constraints

The physical constraints of the site, in terms of water management, ecology and contamination have guided the layout and form of redevelopment proposed on the site.

Flood Risk

In light of the flood risk constraints identified in section 3, the gross area of land which currently lies within the floodplain in the site has been reconfigured to form a more logical and manageable area. For the purposes of this Framework Masterplan, the extent of this flood risk has been 'redistributed' to the more peripheral / undeveloped parts of the site (i.e. confining flood risk, on the assumption that ground levels can and have been changed, to areas such as public open space / highways – the latter to a depth of no more than 600mm or 0.15m/s in a 0.1% probability flood event).

Such reconfigured areas are likely to be grassed areas, with some modest land remodelling and potentially some limited landscaping. It is proposed that the areas identified for flood risk mitigation 'double up' as the Public Open Space (POS) requirement.

Drainage and water management

The drainage solution for the re-developed sites will depend on ground conditions and whether or not soakaway systems are likely to be suitable. Alternatively, if ground conditions are not suitable for soakaways then a reduced/attenuated discharge of surface water runoff from the re-developed Sites into the adjacent watercourses would be preferable.

The drainage solution for the re-developed sites will depend on ground conditions and whether or not soakaway systems are likely to be suitable. Alternatively, if ground conditions are not suitable for soakaways then the attenuated discharge of surface water runoff from the re-developed site into a nearby ordinary watercourse would be preferable. The last option would be a reduced/attenuated discharge of surface water runoff into the public surface water sewer.

Ecology and biodiversity

Whilst no detailed ecological survey work has been carried out as part of this commission, a review of previous work on ecology has been reviewed in order to appreciate any strategic ecological constraints to development. Whilst further detailed survey work is likely to be a requirement of a future planning application on the site, by virtue of the sites' existing industrial nature, it is not expected that there will be any constraint to the principle of redevelopment. Indeed, according to past, but recent ecology survey work, the low ecological value of the site offers an opportunity for enhancement. As such, the strategic landscape buffer proposed to the north edge of the Ewenny River (and associated public open space) will allow for more formal management of this space and sensitive landscaping.

Ground conditions

Whilst no detailed site investigation work has been carried out as part of this study, previous work on the site has indicated that the site is likely to be susceptible to geotechnical risks. It is recommended that detailed site investigations and ground contamination studies be undertaken as part of any further detailed proposals.

Utility

There are no known fundamental constraints to development from a utilities perspective. Further work is recommended however to refine this and allow for a more detailed utilities scheme (electricity, water, telecoms, gas) to emerge. This can be part of the detailed design stage.

H) Design guidance

Character

The development will aim to promote a sense of distinct character, either based on something unique or derived from elements of local character. Given the scale of the masterplan area and the three individual sites, there is potential to provide individual responses to individual sites.

The masterplan envisages the creation of a public realm which encourages ease of movement and functionality, spaces which are visually attractive where people are safe, comfortable and at ease.

Scale and massing

The scale and massing of buildings will depend on their proposed use. The predominant scale of buildings will be between 1 and 4 storeys or equivalent in height.

Opportunities for taller buildings will generally be located in a number of areas:

- Along the key frontages of the site as described below.
- In key locations where there is an opportunity to provide a distinct landmark building.
- Along the principal movement corridor in the site to assist in defining its role in the hierarchy of streets.
- Within the local centre area on the Waterton site.

Materials

It is intended to provide a limited palette of building material for the new development to ensure a traditional character approach.

Specific materials will need to be agreed directly with the local authority at the planning application stages although the primary colour palette is likely to include:

Bricks: Red and yellow
Stone: Natural (finished and unfinished)
Render: Cream / white
Roofing: Red or slate grey
Soffits and facias: White or cream

The sustainability and performance of the materials will also be a key consideration in their appropriateness.



Figure 27. Illustrative street scene



G) Sustainability Appraisal

The requirements to deliver a sustainable development have been incorporated throughout the proposals outlined in this Framework Masterplan.

Fundamentally, all dwellings and commercial space will need to be developed in accordance with the latest TAN 22 guidance on Code for Sustainable Homes and BREEAM ratings. The Council will also encourage the construction of dwellings to lifetime home standards.

In terms of achieving general sustainability objectives, the masterplan can be considered to conform across economic, environmental and social themes. It achieves this by:

Economic

- Improvement of a key gateway to Bridgend, improving the prospects of the locality
- Provision for new development and associated investment and employment opportunities
- Creation of a commercial community hub will retain and enhance existing business on site and enable the provision of new, small scale, commercial units

Social

- Provides a range and mix of new housing
- Creating a safer environment through careful detailed design (i.e. 'secured by design' approach) and a mix of land uses
- Promoting healthy lifestyle through provision of pedestrian and cycle routes and open space

Environmental

- Development of brownfield land
- Enhancement of sustainable transport modes such as cycling, walking and public transport
- Provision of green space and enhancement of riverside location, promoting biodiversity

There will be a series of other sustainability measures which may be built on and addressed during later detailed design stages. This will include the consideration of emerging Renewably Energy policy (ENV17 of the Deposit LDP) relating to low / zero carbon technology. The Council will encourage schemes which generate energy from renewable or low carbon technologies. This will require developers of the site to investigate the viability of incorporating zero and low carbon equipment or connecting to existing sources of renewable energy.



7. Delivery strategy

The deliverability and viability of the proposed masterplan has been considered as an integral consideration in its development.

The proposed Delivery Strategy provides a guide for the implementation of the Framework Masterplan. The key to delivery here is flexibility and thoughtful phasing of the development – which will be crucial in the current economic climate and looking towards economic recovery.

The aim of this delivery strategy is to provide a framework for implementation of the masterplan.

The delivery of residential development at Waterton is likely to be difficult, particularly given the high infrastructure costs, section 106 contributions and land values that will be achieved in the current market. Given the restrictions the phasing of development is an important element to the delivery. Nonetheless, as evidenced by detailed viability testing exercises undertaken as part of this study, delivery of the masterplan is possible and proven viable.

The delivery strategy addresses a number of key factors that will affect implementation of the masterplan.

- Funding
- Phasing
- Land assembly issues and constraints

Funding

The strategy considers the funding available from the public and private sector. On establishing what funding options are available to all the parties involved. The delivery strategy can establish where these funds can be best spent ensuring there are no funding gaps ensuring all projects can be delivered.

Types of funding

- Regeneration Investment Fund for Wales – European funding is used to kick start regeneration projects. Financial support will be provided in the form of loans and investment capital (which will be repaid within an agreed timescale). These loans/investments are likely to be in the form of senior loans, mezzanine loans, equity investment, alongside a second independent third party investor and guarantees for senior loans.
- Local Asset Backed Vehicles - allow local authorities/ other public bodies to use their assets (usually land) to lever long-term investment from the private sector for regeneration projects. They are designed to bring together a range of public and private sector partners in order to pool finance, planning powers, land and expertise; to ensure an acceptable balance of risk and return for all partners; and to plan/ deliver projects more strategically. Under the LABV the Council / other public bodies would contribute land or properties and the private sector contributes the funding, capacity and expertise to develop the sites within Council/ other public body's ownership.
- Joint Venture - Developers are currently either priming land they already own for future development, or trying to get control of the land that they can prime for the future. Given that speculative land acquisition is risky and costly and there is generally a lack of funding available, many developers are seeking joint venture development agreements with land owners where they can draw down land at predetermined price, as and when required for development, without all associated costs and risks of acquiring land outright on a speculative basis.

Phasing and implementation

A piecemeal approach to the Waterton site's development would be unacceptable to the local planning authority as it would be unlikely to result in a satisfactory form of development and could prejudice the proper planning of the area. Therefore, it is essential that the site should be developed in a comprehensive fashion.

Given the strategic nature of the site and its importance in meeting the future growth requirements of Bridgend, a comprehensive phased development is necessary for the site. The development proposals will require the provision of new infrastructure and utilities and it is anticipated that the development will progress in a sequence of phases. The Development Appraisal will be used to inform the detail of the phasing sequence. It is expected that due to the nature of the proposal, the financial appraisals will point to a phased approach being the preferred mechanism for delivering the proposal. The phasing strategy has been developed having regard to the following important considerations:

- the need to ensure that the allocation and development of the site for residential development and local community facilities is phased to broadly come forward in line with assessment of capacity and need
- the early construction of a new roundabout
- provision of local community infrastructure such as public open space in parallel with associated residential development
- identification of triggers for the provision of the community hub and affordable housing
- identification of triggers for the payment of developer contributions (e.g. financial contribution to education)
- We would recommend that a logical approach to 'parcelling' the site to allow for the phasing of development. Given the current access points the logical phasing for the site would be from east to west. It is envisaged that the new roundabout would be commenced following the completion of 118 dwellings (Phase 1, plots P&Q). The completion of this improved access into the site will afford access and the subsequent development of the rest of the Waterton Site.

The indicative phasing sequence is shown on table 5. and illustrated at Figure 28.

Within the overall proposed development there are phases which maybe capable of being partially developed in isolation. Phase 1 (BCBC Depot Site) and phase 6 (SWP Site), however there are a number of constraints that would need to be addressed in order to achieve the maximum number of developable units ensuring positive land values.

Costs and Values

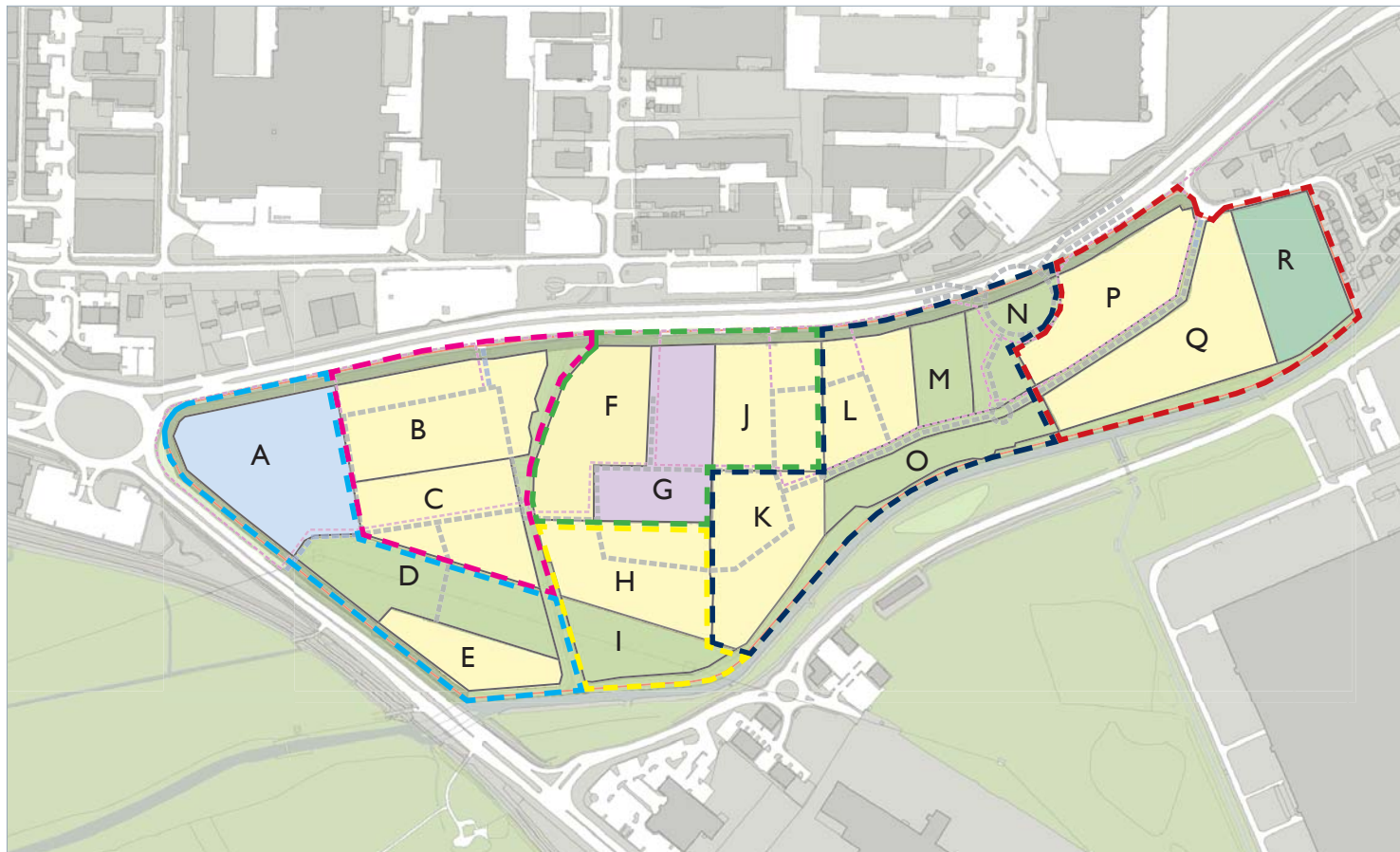
At present only very broad costs and values have been ascertained, and much more detailed design and cost modelling will be required to determine viability and funding requirements.

Costs that need to be established by the parties include –

- Infrastructure – in order to enable development.
- Remediation – there have been limited studies undertaken to investigate the cost of remediating the whole site and this will need to be established.
- Section 106 costs - These contributions have a significant effect on the residual land value and the viability of a development project. The costs are currently an unknown it is vital that they focus on maximising the impact of limited public resources to deliver the development and to help enable improvement to the area, therefore focusing on delivering the estate wide infrastructure and public realm improvements and not having an adverse effect on the viability of the proposed scheme.

Phase	Net Developable Area (Acres)	Owner	Total Units
Phase 1 (Plots P,Q & R)	7.9	BCBC	118
Phase 2 (Plots K,L,M,N & O)	6	BCBC/TP	89
Phase 3 (Plots F,G & J)	10.7	JR/Dovey	159
Phase 4 (Plots H&I)	3.7	Ewenny Estates	56
Phase 5 (Plots B&C)	8.4	SWP	126
Phase 6 (Plots A,D & E)	6.6	SWP	100
TOTAL	43.3		648

Table 5. Phasing of development



KEY







-  Phase 1
-  Phase 2
-  Phase 3
-  Phase 4
-  Phase 5
-  Phase 6

Figure 28. Plan showing phasing for Waterton site

The section 106 contributions specifically relate to providing :-

- Education Facilities - Consultation with the Council's Education Department has revealed that the existing primary school in the catchment of the site is Coychurch and there is currently no capacity to take further pupils. In accordance with BCBC's adopted Supplementary Planning Guidance 16 on Educational Facilities and Residential Development, off site developer contributions will be required as a result of residential development.
- The phasing of education provision will need to be delivered in line with the rate of house building and school capacity. A timetable will need to be agreed with the Council.
- Community facilities - Consultation with the Council's Healthy Living Department in terms of access to community facilities has revealed that the interpretation of the adopted SPG 15 on Community Facilities is likely to be flexible on the basis that the overall development will deliver a community hub and will provide more than adequate public open space and recreation facilities. Future options for the utilisation of S106 contributions may include consideration of a Multi Use Games Area (MUGA) on the site as part of the dedicated open space, contributions to improve access and improve existing off site facilities such as Bridgend Recreation Centre or Coychurch Primary School. Planning Conditions may also be appropriate to ensure the delivery of suitable community space within the community hub.
- Affordable Housing – Following discussions with the Local Authority, and on the basis of the viability study to support the Deposit LDP, a minimum of 20% of the proposed residential units are required to be affordable housing, including a mix of social rented housing and intermediate housing. Affordable Housing should be integrated within the fabric of the development.
- Public Open Space and Recreation Facilities - as discussed in the previous section.
- Landscaping.
- Pedestrian and Cycling Improvements Facilities - as discussed in the previous section.
- Traffic Calming and off site Highway Improvements Facilities - as discussed in the previous section.

Land Assembly issues and constraints

Waterton is held by a number of separate ownerships. These include the Local Authority; speculators holding land unlikely to develop themselves (but in the future aim to capitalise from development), owners and occupiers, and property investors holding land for income or for future development. The range of ownership brings differing commercial drivers and issues that may affect delivery.

In order to bring the land forward the parties will need to agree land collaboration agreement with equalisation whereby, each landowner contributes to the costs of contamination, remediation and flood risk mitigation on a pro rata basis, based on the net developable area they contribute to the whole with allowances made to recognise the abnormal costs attribute to each parcel.

Immediate Next Steps

In terms of immediate next steps, quick wins should be progressed and land assembly considered enabling and attracting developer interest.

In policy terms, it is considered that the Bridgend LDP should ensure that the emerging Deposit LDP should take into account this Masterplan.



Planning Application Requirements

The preparation of a Framework Masterplan for Waterton is seen as an intermediate stage in the planning process, between the potential allocation of the site in the LDP and the grant of planning permission.

This Framework Masterplan indicates how the proposed development should be designed and implemented. It is expected that the Framework Masterplan will provide an appropriate vehicle for ensuring the efficient grant of outline planning permission, subject to any planning obligations that may be required. Subsequent planning applications will be expected to be in accordance with the masterplan and respect the landowner's collaboration agreement.

The following documentation may be sought in support of any planning application submission:

- Planning Statement.
- Transportation Assessment.
- Flood Risk Assessment.
- Environmental Impact Assessment.
- Design and Access Statement.
- Ecological Report.
- Ground Conditions / Land Contamination Survey.

Further Recommendations

The consultant team would advise the following in order to further inform the development of the study area:

- Due to changes in the proposed use of the BCBC Depot site since the Halcrow report in 2008, the Preliminary Risk Assessment will need to be reviewed.
- Design and Costing of proposed A473 Roundabout.
- Analysis of Waterton Cross Roundabout.
- Analysis of the Cowbridge Road signal controlled junction.
- Road Safety Audit for existing access junctions and proposed A473 roundabout.
- A Comprehensive Review of geometry and potential improvement works to the existing vehicular accesses and the pedestrian/cycle/public transport links would need to be reviewed in detail as part of any future planning application.
- Engagement of Travis Perkins and John Raymond Transport in commercial negotiation.
- Formal engagement in negotiations to agree a collaboration agreement and equalisation.



8. Summary and conclusions

The aim of this development framework and delivery strategy is to provide a deliverable vision for Waterton and guidance for its future development and delivery. The masterplanning process has required substantial consultation, further evidence gathering and subsequent deliberation. Taking on board both constraints and opportunities the sites comprise, the masterplanning process has required a careful balance of priorities and issues in order to achieve a deliverable, viable, well planned framework masterplan.

What is proposed?

The framework masterplan proposes residential led development, with ancillary public open space and a new community hub at Waterton.

How can it be delivered?

The original brief has been adjusted so that detailed advice on the means of delivery of the proposed framework masterplan has been provided. The conclusions of this delivery strategy are:

- In order to achieve deliverable regeneration of the area a residential-led development is the preferred and viable land use.
- Collaborative agreement (this accords with the aim for sound planning).
- Establishing the uncertain abnormal costs (i.e. contamination).

Next steps

The Waterton Framework Masterplan and Delivery Strategy has developed considerable momentum over the course of this study since July 2010. This momentum needs to be maintained by the client group to ensure that work commences on delivering the aspirations of this Framework Masterplan, in spite of the current economic climate.

The Framework outlines the phasing of the redevelopment, looking initially at what can be achieved in the short term, but also considering the longer term future of this area in a stronger property market.