

# Planning Development Brief

## The Jennings, Porthcawl

Cyngor Bwrdeistref Sirol



*Development Planning*



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*Prepared by*  
**Bridgend County Borough Council**

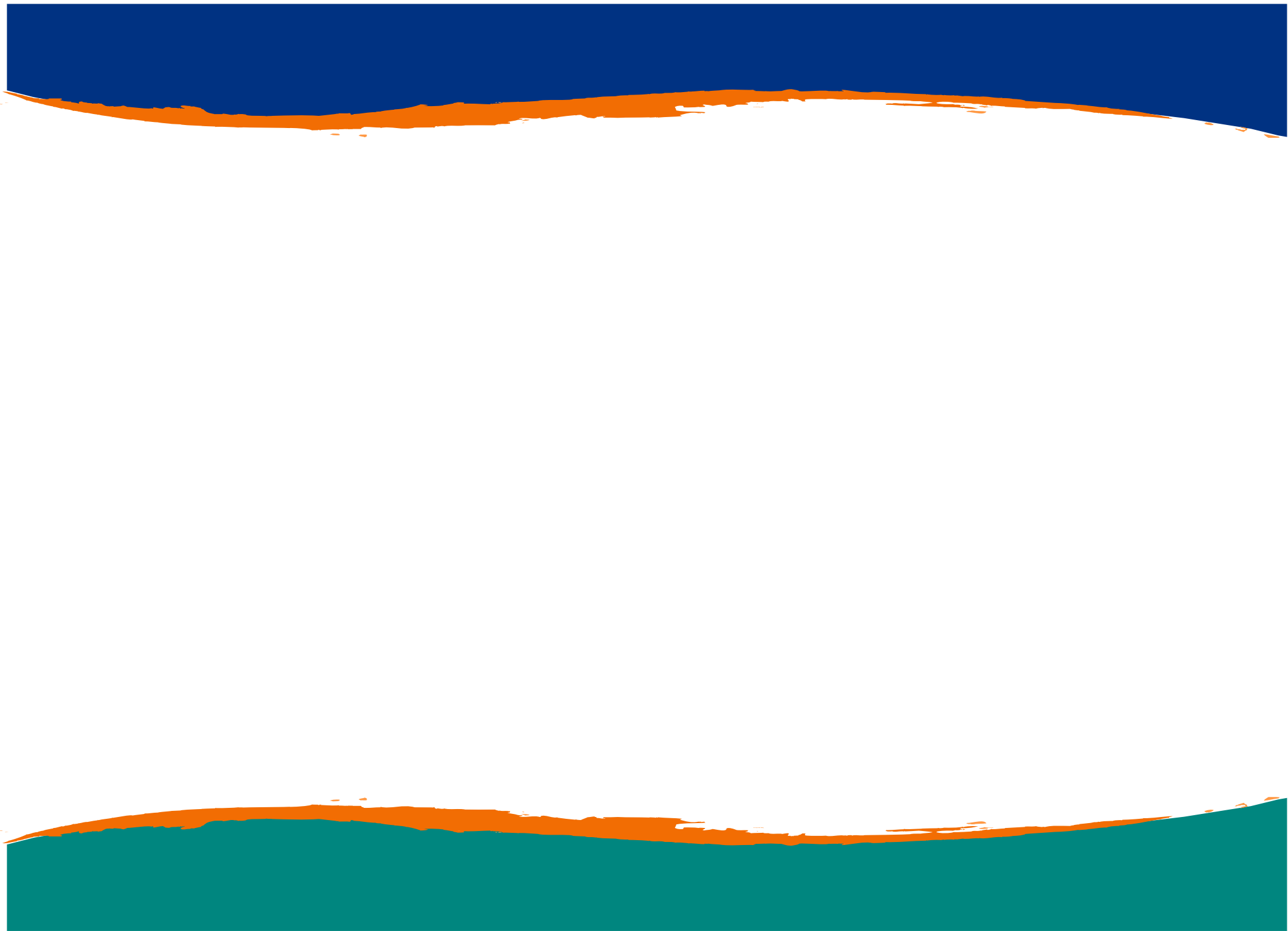
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## Vision

**The re-use of the Jennings provides a unique and exciting opportunity to create a vibrant and flagship building in the key harbour location of the Porthcawl Waterfront, that will safeguard this important heritage asset and set a quality benchmark for the wider regeneration scheme.**

The location of the Jennings contributes greatly to the opportunity for a landmark development. Its southerly outlook, expansive views of the Bristol Channel and English coast beyond, and its relationship with the existing town and harbour create a set of local characteristics that are unique not only in the context of Welsh seaside towns but within the UK itself.

The re-use of the Jennings provides an excellent opportunity for the town to continue its renewal as envisaged by the Council's Local Development Plan (LDP) and Porthcawl Waterfront Supplementary Planning Guidance (SPG). The re-use of the building will make a significant contribution to Porthcawl's Waterfront with environmental and economic benefits for the town itself and the wider area. The Jennings is Grade II Listed and located within the Porthcawl Conservation Area. There is the prospect of funding assistance from the Porthcawl Townscape Heritage Initiative (THI) for the buildings sympathetic repair and reinstatement.

## Purpose of the Brief

The purpose of this document is to direct and guide the repair, reinstatement and potential re-use of the Jennings by outlining the development opportunities and detailing the Local Planning Authority's requirements. The Brief contains planning policy and design guidance to inform potential purchasers / developers of how the building should be developed, whilst also assisting decision makers in assessing proposals for the building.

It is not a formal supplementary planning guidance however it has been approved by the Councils Development Control Committee as development control guidance making it a material consideration in the determination of any future planning application. It forms part of the Council's marketing information for the Jennings which will assist in its search for viable future uses for this important heritage asset.

This guidance is designed to be flexible and not prescriptive. Whilst proposals will need to respond to the Council's aspirations and set in the context of the development to and adaption of the listed building; it is recognised that proposals will need to be deliverable and viable.



# 1. Introduction



*Aerial Image of The Jennings*

### ***Location***

The Jennings is within walking distance of Porthcawl Town Centre situated on the west quay of Porthcawl harbour, south of the harbour basin. The building is the largest of the group of maritime listed buildings within the harbour area (Appendix A: Red line site plan). It is widely considered to be one of the few remaining early dockside warehouse buildings from its era in South Wales.

### ***History***

The building was constructed in 1832 by James Allen, the proprietor of a spelter works at Dyffryn, as the southern terminus of the Dyffryn Llynfi Porthcawl horsedrawn tramroad which was used to transport iron and coal from the Llynfi valley. The building is shown on Tithe Map of 1846 and described in the apportionment as a 'warehouse of the Llynfi Iron Company' leased from the Dyffryn Llynfi and Porthcawl Railway Company. It was used as a store for iron and iron goods awaiting shipment and is much larger than the few other surviving examples, perhaps as a result of high early expectations of a trading future, or to provide for storage during bad weather, as at some periods the dock was only fully in use during the summer months. The buildings name dates from 1911 when it was used by Jennings and Co, timber importers. In the 1920s it formed part of the Cosy Corner site, which included the Cosy Corner cinema, a converted aeroplane hanger. In the Second World War the warehouse became a base for RAF Air Sea Rescue Launch. In the 1990`s, after a long period of non-use, the building was used on a temporary basis

as an indoor skating park. However the building has been vacant for some years.

### ***Built Form***

The Jennings is a large 2 storey Maritime warehouse on the water's edge at Porthcawl Harbour. It is built of limestone rubble with stone and brick dressings, with concrete and render on the western and southern elevations. It has a hipped slate roof with terracotta ridge tiles and later inserted skylights.

It has regularly spaced window openings to the first floor which mostly have cambered arched heads with brick voussoirs, dressed stone surrounds and sills. The ground floor harbour frontage has 6 remodelled square headed windows and 3 large segmental arched openings which were formally used as loading bays.

The frontage facing the inner dock has one segmental arched doorway at ground floor and two between the two storeys. The town frontage has chimneys and the breakwater frontage has large double doors inserted. All openings are currently boarded.

The town facing elevation has a number of modern extensions and additions, of mixed construction, which have been built onto the original structure.



## 2. Context

The building has been the subject of remodelling in the 1940's, which has particularly affected its internal arrangements. The alterations involved the insertion of a mezzanine floor in the centre of the building along with access from the adjacent slipway via a large doorway in the southern elevation which is now blocked.

This remodelling created a central aisled hall with a galleried first floor and exposed roof structure. This hall is viewed as the most important internal feature of the building. The remodelling of the building also created a number of smaller individual rooms on the ground floor.

### **Listed Building**

The building is Grade II listed. It is listed for the following reasons:

- \* as a rare example of a very early railway company warehouse;
- \* for its important connections with the South Wales Iron industry;
- \* for its importance as one of the founding buildings of Porthcawl which originated with the harbour.

It has group value with the Lighthouse, the Outer Basin, the Breakwater, the Old Customs House and the Look-out Tower.

The Jennings listing description is detailed in Appendix B. Please note that the descriptive notes included in this description have no legal significance and are intended primarily for identification purposes. It should not be treated as a comprehensive or exclusive record of all the features which are considered to make a building worthy of listing.



### **Conservation Area**

The Site is located within the Porthcawl Conservation Area adjacent to Porthcawl Harbour. The Jennings building and its surroundings have a clear historical importance within this area. This is set out in greater detail in the Porthcawl Conservation Area Designation Report document in Appendix C.



### ***Porthcawl Regeneration***

The Jennings forms part of the Porthcawl Waterfront Regeneration proposal which is an exciting opportunity to bring forward appropriate development on brownfield land comprising over 100 acres on the coastline of South Wales. The regeneration of the waterfront will create a vibrant new focus that will bring social, economic and environmental benefits for the town itself and the wider area.

The regeneration builds on the vision for Porthcawl which aims to create a premier seaside resort of regional significance through the comprehensive regeneration of this key waterfront site. It proposes a broad distribution of a variety of land uses across the area, including residential, leisure, retail and community provision. It also includes significant new areas of attractive open space along the seafront. Key elements of the waterfront will be the creation of new, high quality promenades between the harbour and Trecco Bay, and the regeneration of the harbour area itself.

Renovation of the harbour, which is entering its final stages, is situated immediately adjacent to the Jennings and forms a major part of the first phase of the regeneration proposals. The £3.4million harbour improvements include a new lock gate, pedestrian footbridge and pontoon system, while the number of berths has been more than doubled to 70, all of which have been allocated in readiness for its opening as the new Porthcawl Marina. The harbour area is a major focus within the regeneration area and the reuse of the Jennings offers a unique opportunity to take advantage of this prime location.

The development of a nearby superstore also forms an important next phase of the plans for the waterfront area and will benefit the community of Porthcawl as well as the overall regeneration scheme. In this respect, Bridgend County Borough Council has confirmed that its preferred bidder for the development of a superstore on land just north of the harbour is WM Morrison Supermarkets PLC.

This part of the proposal will release funding that will enable the council to focus on other important phases of the regeneration, including land reserved for leisure use on the north quay of the harbour. The Council will also be undertaking highways and infrastructure work in 2014 which will release further phases and development opportunities including 1350 new residential units which will create an additional local market for the Jennings in addition to an increase in visitor numbers that the overall regeneration proposal will create.



# 3. Planning Policy

This section provides an overview of relevant planning policy against which development proposals will be assessed.

## Planning Policy Wales



Planning Policy Wales (Edition 5, November 2012) (PPW) seeks to utilise the planning system to achieve sustainable development across Wales. PPW states that, to achieve this, development proposals should have a number of objectives, including the following which are particularly relevant to the Jennings:

- \* Preference for the re-use of suitable previously developed land and buildings;
- \* Locate developments so as to minimise the demand for travel, especially by private car;
- \* Minimise the risks posed by flooding;
- \* Contribute to the protection and improvement of the environment, so as to improve the quality of life, and protect local and global ecosystems;
- \* Help to ensure the conservation of the historic environment and cultural heritage;
- \* Promote access to employment, shopping, education, health, community, leisure and sports facilities and open and green space; and
- \* Respect and encourage diversity in the local economy;

In terms of sustainability and design, PPW states that all new development must achieve BREEAM Excellent for non-residential buildings. However, where listed buildings are involved, a policy clarification letter (CL-05-09) was issued to all Chief Planning officers, dated 19th November 2009. This confirmed that the BREEAM requirements only apply to new build development proposals. Accordingly, applications that comprise the extension and/or renovation of existing floorspace will not be required to comply with these standards. However, any such proposals are expected to have regard to sustainable building techniques.

In respect of Conservation of the Historic Environment, PPW objectives are to:

- \* preserve or enhance the historic environment, recognising its contribution to economic vitality and culture, civic pride and the quality of life, and its importance as a resource for future generations; and specifically to
- \* protect archaeological remains, which are a finite and non-renewable resource, part of the historical and cultural identity of Wales, and valuable both for their own sake and for their role in education, leisure and the economy, particularly tourism;
- \* ensure that the character of historic buildings is safeguarded from alterations, extensions or demolition that would compromise a building's special architectural and historic interest; and to
- \* ensure that conservation areas are protected or enhanced, while at the same time remaining alive and prosperous, avoiding unnecessarily detailed controls over businesses and householders.

The guidance within PPW is supplemented by a range of other Technical Advice Notes (TANs) that will also require consideration as future proposals for the building are developed. However the following are particularly pertinent:

- \* TAN 12: Design (2009); and
- \* TAN 15: Development and Flood Risk (2004).

### ***Bridgend Local Development Plan (LDP)***



While national planning guidance can provide a general overview with regard to certain development areas, it is left to local planning policy to provide the detail and clarity in relation to specific sites. The Bridgend LDP was adopted in September 2013 and contains a number of policies that are of importance to the consideration of any

redevelopment proposals for the building.

Some policies are of greater significance to the development brief site, although many more generic policies will also have an impact on the regeneration of the site. The individual content of the most relevant referred to, as impacting on the building, are:

### ***Strategic Policy SP1: Regeneration-Led Development***

Strategic Policy SP1 seeks to ensure that new developments in Bridgend County Borough are distributed in accordance with the LDP Strategy which identifies four Strategic Growth Areas that will deliver a significant proportion of the County Boroughs growth. The Jennings building is located within the Porthcawl Strategic Regeneration Growth Area.

### ***PLA2: Implementation of Regeneration Strategies***

PLA2 recognises that the County Boroughs regeneration priorities are central to the LDP Strategy which directs development to those areas currently subject to area based regeneration strategies. Proposals for development or actions which are contrary to the objectives and aims of a strategy and or programme will not be permitted. Development of the Jennings will therefore need to demonstrate that it makes a positive contribution to the overall regeneration of the Porthcawl Waterfront.

### ***Policy PLA3: Regeneration and Mixed Use Development Schemes***

This is the primary site specific policy which directly affects the Jennings building and the wider regeneration area of which it forms a part. Its role is to facilitate the redevelopment of identified regeneration and mixed-use sites, which offer opportunities for comprehensive regeneration schemes that will enhance the environment and economy

## 3. Planning Policy

of the County Borough.

The Porthcawl Waterfront Regeneration Area is specifically allocated under Policy **PLA3(8)** as the main focus of future development opportunities in Porthcawl. The regeneration area provides a unique opportunity to create a vibrant new focus that will bring social, economic and environmental benefits to the Town itself and the wider area.

### ***Strategic Policy SP2: Design and Sustainable Place Making***

Strategic Policy 2 introduces 15 Sustainable Place Making criteria which will be applied to all development proposals across the County Borough. This Policy represents the starting point for the assessment of all planning applications which are received by the Local Planning Authority.

Policy SP2 demands a high quality of design incorporating equality of access in all development proposals. Design and Access Statements will be used within the Development Control process and should contain information relating to each of the 15 criteria (where appropriate) to ensure this policy is implemented effectively. The statements will be monitored to ensure development maintains and enhances both local character and the 'sense of place' it creates and or sustains within existing communities.

### ***Policy PLA4: Climate Change and Peak Oil***

This policy seeks to ensure that all developments make a positive contribution to tackling the causes of and adapting to the impacts of Climate Change and Peak Oil. This includes avoiding and minimising the risk from flooding and/or adapting to an increase in risk of flooding, which is a relevant consideration given the buildings partial location within the flood zone.

The Councils primary concern with respect to future development is a potential risk to life especially for residential development in tidal (including estuarine) and coastal locations, such as Porthcawl. All new development sites proposed in the LDP, including the Porthcawl Waterfront (PLA3(8)) have been assessed by the Council using data supplied by Natural Resources Wales. However, these assessments and the work undertaken as part of the LDP Strategic Flood Consequences Assessment(SFCA) should only be regarded as the starting point for more detailed scrutiny of future proposals. More detailed Flood Consequences Assessments (FCAs) will be required on specific sites at the planning application stage.

### ***Strategic Policy SP5: Conservation of the Built and Historic Environment***

Strategic Policy SP5 makes it clear that development should conserve, preserve or enhance the built and historic environment. Development proposals will only be permitted where it can be demonstrated that they will not have a significant adverse impact upon heritage assets including listed buildings and conservation areas.



### 3. Planning Policy

The supporting text to SP5 specifically states that that the Built and Historic Environment is fundamental to the LDP Strategy and to achieving sustainable development. Development proposals must take account of heritage assets where these are directly or indirectly affected. Development which directly affects architecturally or historically important buildings and conservation areas (and their settings) must take account of their specific characteristics and ensure that the heritage assets are preserved and/or enhanced.

It should be noted that, listed building control is subject to the provisions of the Planning (Listed Buildings & Conservation Areas) Act 1990. Current national guidance is set out in Circular 61/96 and 1/98. There is no statutory requirement to have regard to the provisions of the development plan when considering an application for listed building consent. It is strongly recommended, however, that owners or developers seek early advice from the County Borough Council prior to making an application for listed building consent.

#### **Seven Bays Project - Porthcawl Waterfront - Supplementary Planning Guidance (SPG)**

The Jennings is located within the area covered by the Porthcawl Waterfront SPG, which was adopted by the Council in November 2007. The SPG does not form part of the LDP itself; however its proposals are consistent with the relevant LDP policies. It does not possess full statutory status as



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conveyed by the provisions of the Town and Country Planning Acts. However, its status will be that of a 'material consideration' in the determination of planning applications and appeals within the LDP PLA3(8) regeneration and mixed-use development allocation.

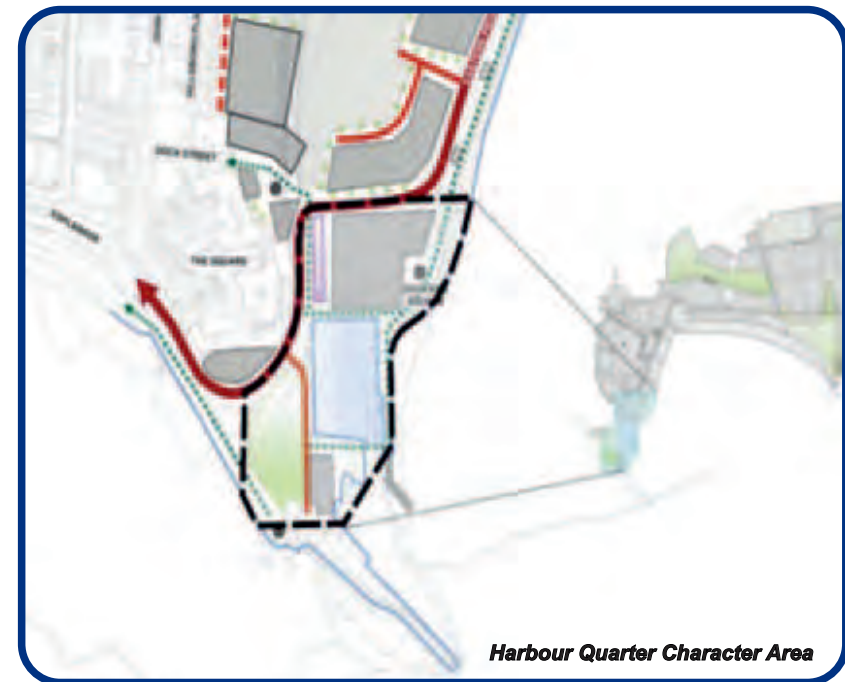
The SPG has been prepared in the proper manner, satisfying all of the stipulated tests contained in national planning guidance. It will therefore be afforded 'substantial weight' in future planning decisions of the Local Planning Authority, the Welsh Government and Planning Inspectors.

The role and benefits of the Planning Guidance is to:

- \* realise the potential of Porthcawl's Waterfront, centre and environs, as a focus for residents, visitors, shoppers and workers (Porthcawl represents a major regional tourism asset);
- \* retain and reinforce the positive attributes of the area and enhance its attractiveness;
- \* provide a flexible, but guiding, framework for both public and private investment;
- \* establish planning guidance that will assist in establishing a consensus for change; and
- \* provide for the safe and easy movement of people and goods to and within the town by foot, cycle and motor vehicles, while minimising the environmental impact of vehicular movements.

### **Key Character Areas**

The Porthcawl Waterfront planning guidance provides details of the type of development envisaged for individual 'Character Areas' and sets out the general principles that developers will be expected to demonstrate when bringing forward proposals for the site. The Jennings is situated in the Harbour Quarter character area.



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The Harbour Quarter is one of the most important character areas contained within the guidance. It envisages a revitalised harbour, focussed around a permanent body of water surrounded by a high quality environment. The Harbour Quarter is proposed as the setting for a range of new leisure and commercial uses, including the refurbishment of Jennings and a new flagship all weather leisure destination in a building to the north of the harbour. The scheme will provide a focal point for leisure both within the context of the regeneration site and for Porthcawl as a whole.

The proposals for this area are for comprehensive regeneration, involving a full scale refurbishment of the harbour itself, new lock gate and introduction of pontoons to increase the total number of boat berths. The scheme will also include the development of land immediately north of the harbour (with a re-aligned highway) for indoor leisure uses. Cosy Corner, is planned to be extensively upgraded to provide a high quality open space. The re-use of the Jennings is central to the proposals for the Harbour Quarter.





## 4. Acceptable Uses

It is a key objective of the Council to encourage the repair, reinstatement and re-use of the Jennings to secure its long-term preservation. To be successful, alternative viable uses should not require unsympathetic alterations that detract from the building's character and historic importance.

The Jennings is of significant importance to the Porthcawl Waterfront Regeneration Area as a whole. The vision for the building and its environs is that it should be rejuvenated and utilised as a commercial leisure opportunity, based around complementary retailing, leisure and tourism uses. This may include a number of separate operators and/or end users utilising the building space in a complementary way.

The following primary uses are considered acceptable in principle:

- \* A1 Shops - Retailing which, given the buildings out-of-centre location, would be limited to selling goods which are complementary to the surrounding leisure/tourism uses;
- \* A3 Food and Drink - Restaurants and Cafes;
- \* C1 Hotels;
- \* D1 Non-residential Institutions – Museums, art galleries etc;
- \* D2 Assembly and Leisure – Indoor sports and leisure.

These uses are considered to be acceptable in principle and are intended to introduce vibrancy and activity capitalising on their location immediately adjacent to Porthcawl's attractive and recently refurbished harbour and the adjacent open space associated with 'Cosy Corner'. It is important that the buildings existing openings

are reused to create active frontages that will allow the uses to 'spill out' onto the open space on both sides of the building attracting visitors and economic activity to this key location.

To support the primary uses and improve the viability of any proposal there may be opportunity to include the following uses:

- \* A2 Financial and Professional Services;
- \* B1 Business (Upper floor only);
- \* C3 Dwelling Houses (Upper floor only).

The inclusion of the above uses in any proposal should be clearly secondary to the primary uses proposed for the building.

A residential use on the upper floor may be acceptable; however this may appear to be limited by the current internal arrangements and conservation requirements but could be achieved with a carefully thought out design proposal.

It should be noted that if the proposed re-use of the building includes a highly vulnerable development, such as residential or a hotel, a detailed Flood Consequences Assessment (FCA) will be required and would need to demonstrate that the site could comply with the requirements of Technical Advice Note 15: Development and Flood Risk (2004).



## 4. Acceptable Uses

### *Planning Obligations/Agreements*

Bridgend County Borough Council (BCBC) does not have specific planning obligation policy requirements with regards to retail, leisure and tourism developments. If a residential use is incorporated into the final proposal it may be subject to relevant planning obligation requirements.

The need for planning obligations will reflect site specific issues that become apparent during the planning application process when detailed development proposals can be appropriately assessed.



## 5. Conservation and Planning Considerations

On the basis of the planning policies and conservation issues associated with the building and surrounding area, the following conservation and planning considerations are appropriate to guide the repair, reinstatement and potential re-use of the Jennings. However this is not an exhaustive list as other issues may need to be considered with the submission of detailed proposals.

### **Conservation Considerations**

The advice of the Local Planning Authority (LPA) and the Councils Conservation and Design Team should be sought at an early stage before any works (internal or external) to the building are carried out, irrespective of whether the features affected are specifically mentioned in the listing description.

In addition to the buildings listed status, it also lies within the Porthcawl Conservation area, which implies a statutory duty for future development to maintain or enhance the character of the Conservation Area. The Conservation Area character and designation was considered in more detail earlier in Section 2 and Appendix C.

The listed status of the building and its location within a designated Conservation Area will be key considerations in any proposals that are developed for the building.

### **Key External Considerations:**

#### **Roof**

The form, structure and materials of the roof including the roof lights are of significant interest and the presumption will be in favour of their retention, as existing.

#### **Roof coverings**

Original roofing materials should be retained and repaired. Their replacement by modern substitute materials will normally be unacceptable. The decorative features, such as hip tiles, should be retained and repaired as necessary.

The introduction of roof ventilators may not be appropriate as they will detract from the appearance of the prominent roof slopes.

#### **Chimney stacks**

The remaining chimney stacks are important features which should be retained, even if no longer in use, as they form part of the original structure and contribute to the roofscape.

#### **Masonry**

The original facing materials with which the building was constructed should remain exposed. Re-cladding in general and the re-rendering will not normally be permitted, except where rendering currently exists or demolition of the lean too structures takes place.

## 5. Conservation and Planning Considerations

### ***Pointing / Rendering***

Repointing and rendering with hard cement-based mortars is one of the principal causes of decay in historic masonry and can cause irreversible damage to the appearance of external wall surfaces. Repair mortars and renders should normally be based on the mix and appearance of the original work.

### ***Door and window openings***

Door and window openings should retain their original size, proportions and detailing, including historic cill and lintel details. The depth to which window frames are set back from the face of the building is a significant historical feature which should be maintained. Blocked-up openings should be reinstated where possible.

### ***Door and windows***

Doors and windows should replicate the originals and accurately match the dimensions, details, materials and finishes. The introduction of standardised modern doors and windows, especially those made of UPVC, will be highly damaging to the appearance of the building and will be unacceptable. Powder coated aluminium and/or timber would be best considered.

### ***External services and fittings***

Pipes, ducts and cables should always be carefully routed and located in the least obtrusive locations. Roof plant should be avoided. External services or fittings will require listed building consent where they affect the character of a listed building. These include burglar

alarms, meter boxes, security cameras, light fittings, ventilation flues and trunking. Where such additions are necessary, they should be designed and located to minimise their impact.

### ***External additions***

Any potential external additions will be limited to the western (town facing) elevation which may require the demolition of the existing additions. The proposed extension will require sensitive handling in respect of design, scale and detail. Any proposed extension should clearly read as a new addition to the existing building. It should be noted that any proposed demolitions, including the modern additions, would require Listed Building consent.

### ***Key Internal Considerations***

Any proposed development should try and utilise the existing space arrangements.

In this respect, the central double storey space with its mezzanine floor, which creates a galleried affect, forms an important part of the special architectural and historic interest of the building. Every effort must be made to retain and enhance these architectural features as far as possible. Although the sympathetic and innovative use of glass flooring and partitioning maybe a possible option if its use retains the vertical emphasis of this important aspect of the building.

The open roof structure and roof lights are also seen as important components of the central space and should be retained, as they make a positive contribution to the interior.

## 5. Conservation and Planning Considerations

The remaining space provides an opportunity for remodelling and partitioning.

### ***Porthcawl Townscape Heritage Initiative (THI)***

Bridgend County Borough Council is developing proposals for launching a Townscape Heritage Initiative in Porthcawl. The council has been successful in its first stage application to the Heritage Lottery Fund which will focus on the town's harbour, breakwater and historic square. The THI scheme will enable key historic buildings in the area to be repaired and restored to their former architectural glory. This funding can be applied to the Jennings subject to a satisfactory application, which would offer a flagship project designed to attract developers and occupiers.

The THI funding can be available for external work to:

- \* Repair Masonry;
- \* Re-establish original fenestration;
- \* Rationalise accesses and doorways which have been periodically blocked up; and
- \* Renew rainwater goods and signage.

The funding would be subject to the approval of a satisfactory application based on traditional materials and repairs.

### ***Flood Risk***

The south east corner of the Jennings is partially within Flood Zone C2, as illustrated on the Welsh Government Development Advice Maps, as

it is considered to be at risk of tidal flooding (Appendix D refers).

Natural Resources Wales (NRW) have advised that providing the proposed use of the building is classed as less vulnerable development, as defined in TAN 15: Development and Flood Risk (2004) (ie. commercial, retail etc), they would have no strong concerns with regards to flood risk.

However, a limited Flood Consequence Assessment (FCA) would need to be undertaken that identifies the potential flood depths that could be experienced on site, with the allowance of climate change over the lifetime of the development. A Flood Event Management Plan would need to be developed so that the risk can be managed and future users of the building are safeguarded. In addition consideration should be given to the submission of details covering flood resistance and resilience measures.

If the proposed redevelopment includes a highly vulnerable development, such as residential or a hotel, a detailed FCA will be required and would need to demonstrate that the site could comply with the requirements of TAN15 namely Tables A1.14 & A1.15 (Appendix D refers). The tidal flood risk would need to be fully considered including allowance of climate change over the lifetime of the development. Given the close proximity to the foreshore wave action would also need to be assessed.

Given the issues related to flood risk it is advised to seek early consultation with NRW over any future development proposals.



## 5. Conservation and Planning Considerations

### **Ground Contamination**

Given the previous use of the Jennings building, as a maritime/transport depot, Natural Resources Wales have indicated that they would expect, as a minimum, a desk top study to be carried out to identify all previous uses and assess any land contamination that would be present.

### **Ecology**

Subject to appropriate mitigation, ecology and nature conservation considerations should not constrain the future development of the building subject to the following:

- \* Bats - The building should be subject to detailed internal survey and night time and/or dawn flight surveys prior to any demolition or redevelopment works. Flight surveys should be carried out between May and August inclusive. Any bat presence identified will require the necessary license to be obtained from Welsh Government prior to work being undertaken.
- \* Nesting Birds - Any works that must be undertaken during March to August should be preceded by a survey to ensure that no nesting birds are present. The survey should also identify mitigation measures to ensure compliance with Wildlife and Countryside Act 1981 (As amended) in respect of birds.

### **Mains Services and Drainage**

The Council has undertaken some investigations to determine the location and capacity of services and utilities (Appendix F) however the Developer will be expected to confirm:

- \* The location of all main services, including foul and surface water drainage which affect and/or adjoin the site and the capacity of services; and
- \* The requirements for any diversions along with any upgrade to the capacity of these services to accommodate the new development.

### **Access and Parking**

The Jennings is located to the south of and in close proximity to the existing and proposed car parking area that will formally replace the Salt Lake and Hillsboro car parks. This area will provide adequate parking with both car parking for the proposed supermarket and a public car park to serve the wider regeneration area including the proposed uses at the Jennings.

A proposal which consists of refurbishing the building and changing its use to mainly commercial, leisure and entertainment uses (such as a cafe, restaurant, gallery etc) is likely to attract customers who will also visit other areas of Porthcawl, such as the town centre, the promenade, beaches etc. As such, there is anticipated to be a large amount of cross visitation by customers who will subsequently visit the site as part of a wider linked trip. Consequently, for the identified uses, the non-operational parking requirements set out in SPG17: Parking Standards (customer and staff parking needs) may in this instance, be appropriately relaxed and largely accommodated within the nearby existing public car parks and its future replacement as part of the wider regeneration scheme.

The identified uses will generate daily operational movements by

## 5. Conservation and Planning Considerations

HGV's/LGV's. There will consequently be the need for an area of land to be set aside for commercial delivery parking by these larger vehicles, together with the ability for such vehicles to manoeuvre in such a way as to exit along the existing maintained access road serving the site in a forward gear.

Adequate parking and turning for calling delivery/service vehicles will therefore be an important aspect of any future proposal as the access also serves the adjacent lifeboat station, which for safety reasons must be kept clear at all times (see the location of the existing access and lifeboat station at Appendix A). To enhance the sustainability credentials of the site, there will be a requirement for adequate cycle parking facilities to be provided.

### **Waste Management**

An appropriately located and robustly screened area, constructed of materials so as to ensure sympathetic integration with the Jennings itself, will need to be provided for the storage of waste. The area will need to be large enough to accommodate the Council's requirements for recycling bins.



## 6. Procedural Matters

This development brief has been prepared to guide and inform the preparation of future development schemes for the building. However, the building will still be subject to a specific set of procedural requirements if approval is to be formally secured for any development scheme.

Any development proposals will require the submission of a full or change of use planning application and application for listed building consent. It should be noted that once a building is listed (or is subject to a Building Preservation Notice) no work to the interior or exterior of the building, or to buildings within its curtilage, that would affect the special architectural or historic interest of the building can be undertaken without Listed Building Consent. This can include work that would not require planning permission under the provisions of the Planning Acts.

Therefore before any work is undertaken, it is recommended that the level of supporting information submitted with any application is scoped with the Local Planning Authority at the pre-application stage. As an indication, it is envisaged that the following will be required to support a planning application:

- \* Detailed layout plans and elevation drawings;
- \* Planning Statement;
- \* Transport Statement;
- \* Ecological Report (including a Bird and Bat survey);
- \* Design and Access Statement;
- \* Flood Consequences Assessment; and
- \* Ground Contamination Report.

In terms of the Listed Building consent, any application will need to fully justify proposals and will need to demonstrate why the works, which would affect the character of the building, are desirable and necessary. In order to do this, the application will need to provide detailed information to enable the Local Planning Authority (LPA) to assess the likely impact of their proposals on the special architectural and historic interest of the building and on its setting.



*The Jennings from Porthcawl Harbour*



## 6. Procedural Matters

The primary legislation relating to listed buildings and conservation areas is contained in Planning (Listed Buildings and Conservation Areas) Act 1990, consolidated and updated in the Planning(Listed Buildings and Conservation Areas)(Wales) Regulations 2012. The 1990 act is supplemented by Welsh Office Circular 61/96; Planning and the Historic Environment: Historic Buildings and Conservation Areas and Circular 1/98, Planning and the Historic Environment: Directions by the Secretary of State for Wales.

Current Circular advice states that the foremost principle which should guide works to historic buildings is “conserve as found”. Listed building consent is normally required for demolition, in whole or in part and for any works of alteration or extension to a listed building which would affect its character as a building of special architectural or historic interest. Controls apply to works, both external and internal, that would affect a building's special interest, whether or not the particular feature concerned is specifically mentioned in the list description. Any object or structure which is fixed (fixtures) to the building are also treated as part of the building for the purposes of listed building control.

Given the above, applicants are encouraged to engage in pre-application discussions with the Conservation and Design Team at the earliest stage to discuss proposals for the building prior to the submission of a listed building consent application. Applicants are advised to refer to the aforementioned advice and guidance in preparation of their proposals and in particular to refer to Annex D of the Circular 61/96: Alterations to Listed Buildings: General Principles (Appendix E).



*Aerial Image of The Jennings*



## 7. Further Information and Contacts

### **Further information:**

Planning Policy Wales (Edition 5, November 2012)

<http://wales.gov.uk/topics/planning/policy/ppw/?lang=en>

Technical Advice Note (TAN) 12: Design (2009)

<http://wales.gov.uk/topics/planning/policy/tans/tan12/?lang=en>

Technical Advice Note (TAN) 15: Development and Flood Risk (2004)

<http://wales.gov.uk/topics/planning/policy/tans/tan15/?lang=en>

Welsh Office Circular 61/96; Planning and the Historic Environment: Historic Buildings and Conservation Areas

<http://wales.gov.uk/topics/planning/policy/circulars/welshofficecirculars/circular6196/?lang=en>

Bridgend Local Development Plan (LDP)

<http://www1.bridgend.gov.uk/services/planning/local-development-plan/ldp-adoption-page.aspx>

Seven Bays Project – Porthcawl Waterfront – Supplementary Planning Guidance (SPG)

<http://www.bridgend.gov.uk/web/groups/public/documents/services/044576.hcsp>

CADW

<http://cadw.wales.gov.uk/?skip=1&lang=en>

Heritage Lottery Fund / Townscape Heritage

[http://www.hlf.org.uk/HowToApply/programmes/Pages/Townscape\\_Heritage.aspx](http://www.hlf.org.uk/HowToApply/programmes/Pages/Townscape_Heritage.aspx)

## 7. Further Information and Contacts

### **Contacts:**

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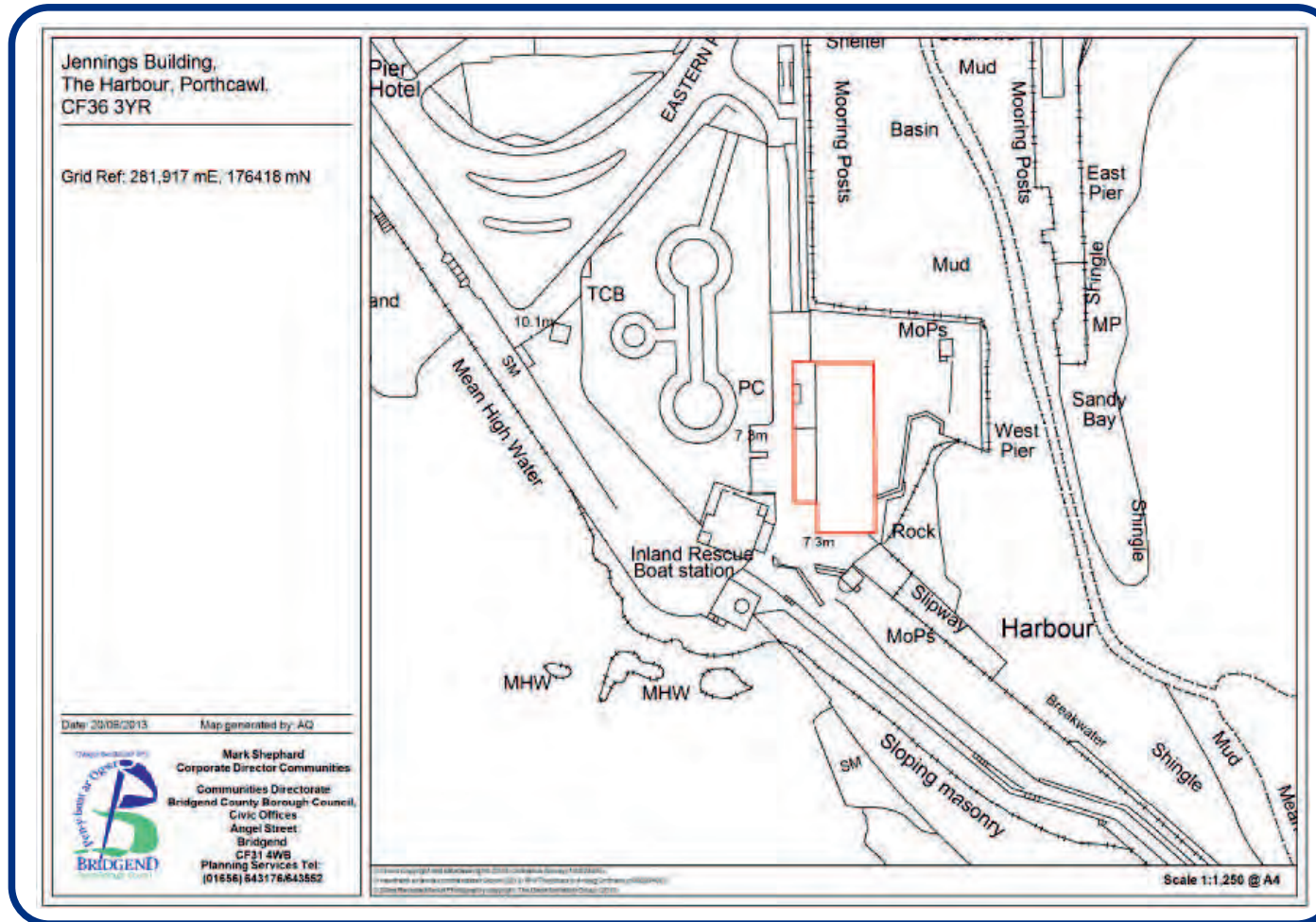
#### **Regeneration**

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## Appendix A - Redline Site Plan



## Appendix B - Listed Building Description

<b>LISTED BUILDINGS IN BRIDGEND COUNTY BOROUGH</b>		Community	Porthcawl
		Locality	Porthcawl Harbour
		Listed Building	<b>Jennings Warehouse</b>
Address		Formerly Listed As	
Porthcawl Harbour Porthcawl Bridgend			
		Grid Reference	
		281910 176400	
		Date Listed 8/15/91	
		Last Amended 2/17/98	
Record No: 11369	Cadw Ref: BB	BCBC Ref:	

### Location

Situated on the west quay of the harbour just North of the Breakwater and S of the surviving harbour basin.

### History

Built 1832 by James Allen, the proprietor of a spelter works at Dyffryn, as the S terminus of the Dyffryn Llynfi Porthcawl horsedrawn tramroad which was built under an Act of 1825 to transport iron and coal from the Llynfi valley; the Act provided for a new harbour at Pwll Cawl, a rocky promontory amidst the surrounding sand dunes or warrens. Total cost £60,000. Shown on Tithe Map of 1846 and described in the apportionment as a 'warehouse of the Llynfi Iron Company' leased from the Dyffryn Llynfi and Porthcawl Railway Company. It was used as a store for iron and iron goods awaiting shipment and is much larger than the few other surviving examples, perhaps as a result of high early expectations of a trading future, or to provide for storage during bad weather, as at some periods the dock was only fully in use during the summer months. Name dates from 1911 when it was used by Jennings and Co, timber importers. In 1920s was part of Cosy Corner site, with Cosy Corner cinema, a converted aeroplane hanger, and Pierrot stage erected to W; to NW was an outdoor roller skating rink with the first floor of Jennings building also being used as a roller skating rink; to N was the Salt Lake for Swimming and Boating created from the former inner dock and to S was the slipway and harbour where paddle steamers called for day trips. In Second World War warehouse became a base for RAF Air Sea Rescue Launch.

### Description – Exterior

A large 2 storeyed building, 15 bays long, 5 bays wide. Built of limestone rubble with stone and brick dressings, some replaced with concrete, rendered to rear W, and S; hipped slate roof, terracotta ridge tiles, inserted skylights. All openings currently boarded. Regularly spaced window openings to first floor mostly have cambered arched heads with brick voussoirs, dressed stone surrounds and sills. Ground floor harbour frontage (E) has 6 remodelled square headed windows and 3 large segmental arched openings of former loading bay. Frontage facing inner dock (N) has one segmental arched doorway at ground floor and formerly two between the two storeys, one remodelled, town frontage (W) has chimneys; breakwater frontage (S) has large double doors inserted.

### Description – Interior

No access to interior closed for repair and conversion (March 1997).

### Reason for listing

Listed as a rare example of a very early railway company warehouse, for its important connections with the South Wales Iron industry, and for its importance as one of the founding buildings of Porthcawl which originated with the harbour; group value with the Lighthouse, the Outer Basin, the Breakwater, the Old Customs House, the Look-out Tower.

### References

James Brynmor, The Dyffryn Llynfi and Porthcawl Railway Company, 1987;  
Newman J, Glamorgan, Buildings of Wales series, 1995, p 530;  
Flint A J, The Dyffryn Llynfi and Porthcawl Railway 1825-1860, Morgannwg XII, 1969, pp 103-7;  
Newton Nottage Tithe Map 1846;  
Ordnance Survey First edition map 1:2500, surveyed 1876 published 1885



## Appendix C - Conservation Area

### Porthcawl Conservation Area – Designation Report

**Date of Designation: 31st August 1973**

#### **Special Architectural and Historic Interest**

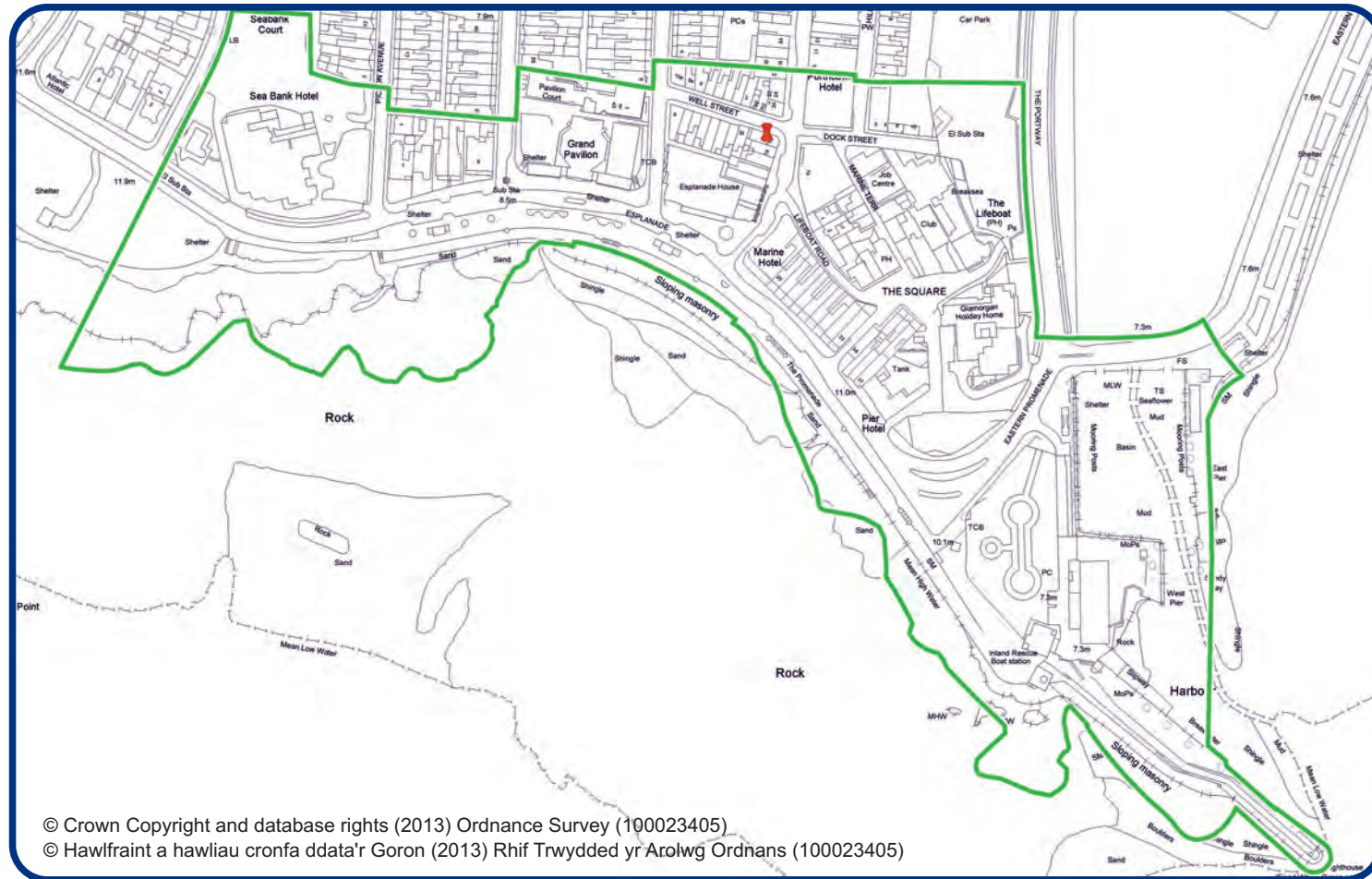
Porthcawl is a noted resort and dormitory town, situated on the coast, seven miles west of Bridgend. Until the turn of the eighteenth century, a stone cabin on Porthcawl Point, used in connection with a small and exposed natural harbour, was the only permanent building in the area. The town owes its existence to the selection of this small harbour as the coastal termination of a horse-drawn tram-road completed in 1828, which served the developing iron and coal industries of the Mid Glamorgan Valleys. A small tidal dock, periodically improved and later re-developed into a seven-and-a-half acre floating basin, was never a wholly successful enterprise and finally closed at the turn of the century having lost its trade to its larger and newer competitor, Port Talbot. In one year, however, it had exported 227,000 tons in 800 vessels. Spanish ore for use in the furnaces of the Llynfi Valley was also imported via Porthcawl. In the second half of the nineteenth century the town development became increasingly linked with its reputation as a resort and watering place and it is to this element in its growth that Porthcawl owes its particular seaside character. The conservation area contains those parts of the town which were substantially completed during its period of industrial growth before 1885. It includes the

original tidal basin, breakwater and harbour light, an area of industrial archaeological significance, which imparts the maritime character peculiar to the town.




#### **Character and Appearance**

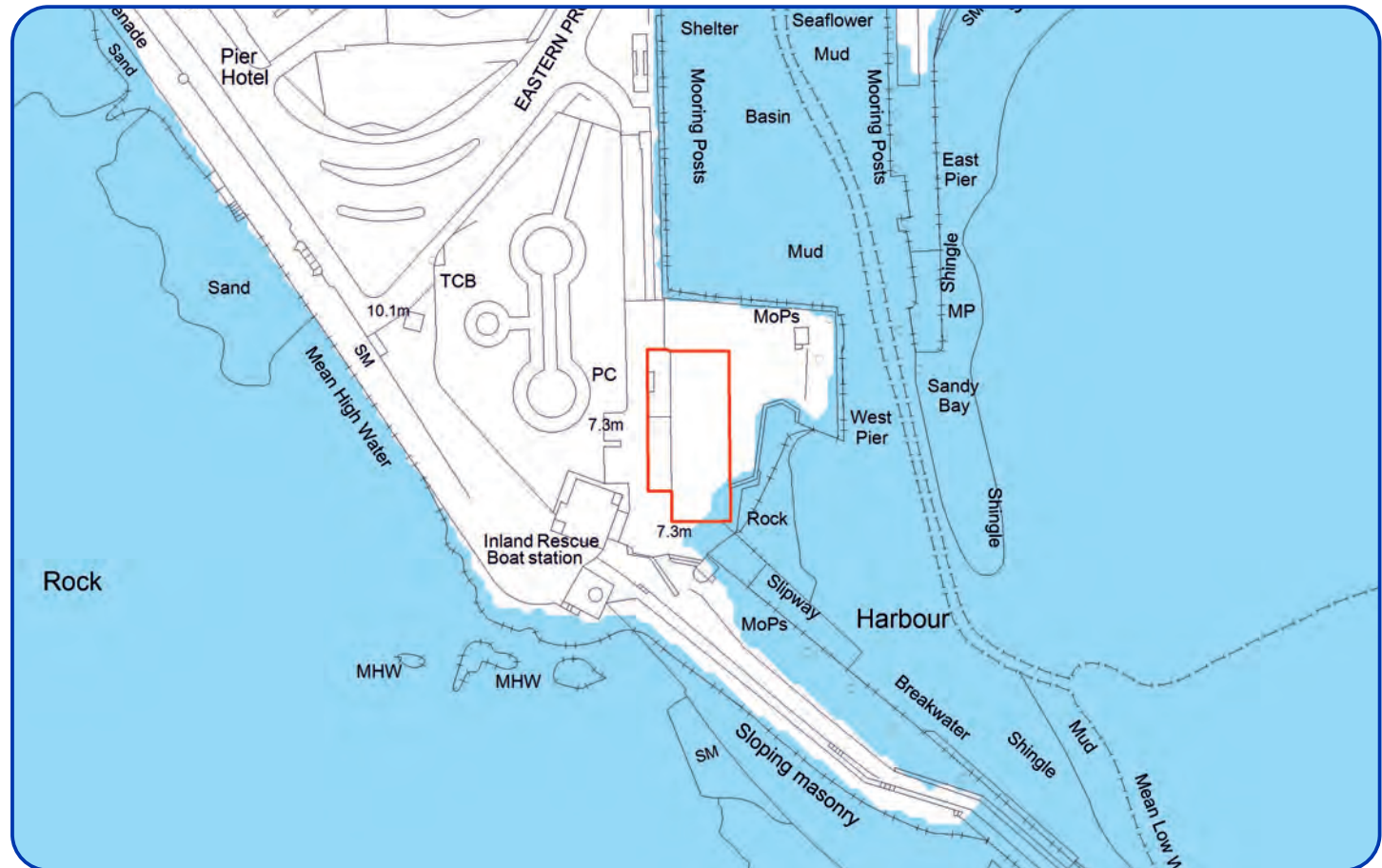
The Square and its immediate environs, where the informality of the earliest domestic buildings associated with the port create an intimate scale and character, provides a foil to the nearby terrace of three-storey lodging houses built later in the century on the developing promenade. The short sweep of the promenade from the breakwater to the rising ground of Irongate Point is now the only development of its type in the County, retaining its original character and scale. The newer lower promenade, built in more recent years, is an uncluttered and functional element which in no way detracts from the predominantly Victorian character of the sea front.

# Appendices



## Appendix D - Extract of Welsh Government Development Advice Map and TAN 15 Development and Flood Risk (2004)

- Zone B**  
 Areas known to have been flooded in the past evidenced by sedimentary deposits.
- Zone C1**  
 Areas of the floodplain which are developed and served by significant infrastructure, including flood defences.
- Zone C2**  
 Areas of the floodplain without significant flood defence infrastructure.





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**A1.14** In addition to the above general conditions there are particular flooding consequences which may not be considered acceptable for particular types of development. For instance in view of the traumatic impact of flooding on people’s personal lives it is not sensible to allow residential development in areas which flood frequently. Environment Agency advice to planning authorities suggests that development should be designed to be flood free during the 1% fluvial flood (i.e that fluvial flood with a 100 to 1 chance of occurring in any year) and the 0.5% tidal/coastal flood (i.e. 200 to 1 chance in any year event). There is therefore a frequency threshold of flooding below which flooding of development should not be allowed. The following table, which should not be regarded as prescriptive, provides indicative guidance as to what that frequency threshold could be for different types of development described in terms of annual probability of occurrence.

Type of Development	Threshold Frequency (Years)	
	Fluvial	Tidal
Residential	1%	0.5%
Commercial/Retail	1%	0.5%
Industrial	1%	0.5%
Emergency Services	0.1%	0.1%
General Infrastructure	1%	0.5%

**A1.15** Beyond the threshold frequency proposed development would be expected to flood under extreme conditions. However even with adequate mitigation measures in place it may still not be sensible to

allow particular development to take place. For instance it would not be sensible for developments to be built in areas where the velocity and depth of floodwaters was such that structural damage was possible or that people could be swept away by the flood. Similarly it would not be sensible for single storey residential development to be sited where the depth of flooding would exceed heights of 0.6metres (ie the height of a bed or a cot). The following table, which should not be regarded as prescriptive provides indicative guidance on what is considered tolerable conditions for different types of developments.

Type of development	Maximum depth of flooding (mm)	Maximum rate of rise of floodwaters (m/hr)	Maximum speed of inundation of flood risk area (hrs)	Maximum velocity of floodwaters (metres/sec)
	Property Access			Property Access
Residential (habitable rooms)	600 600	0.1	4	0.15 0.3
Commercial & Retail	600 600	0.3	2	0.15 0.3
Industrial	1000 1000	0.3	2	0.3 0.45
Emergency Services	450 600	0.1	4	0.15 0.3
General Infrastructure	600 600	0.3	2	0.3 0.3

**NOTE.** The above figures are indicative and reflect conditions in which, given the presence of adequate warnings and preparation, appropriately equipped personnel could undertake emergency activities. However they are not definitive. Each site must therefore be considered individually and a judgement taken in the context of the particular circumstances which could prevail at that site.



## Appendix E - Annex D of the Circular 61/96: Alterations to Listed Buildings: General Principles

### ANNEX D

#### ALTERATIONS TO LISTED BUILDINGS: GENERAL PRINCIPLES

1. These guidelines are intended to assist local planning authorities and others in deciding on the suitability of proposed alterations to listed buildings. They are concerned only with works which affect the special interest and character of a building and which require listed building consent. For advice on repairs the attention of local planning authorities is drawn to *The Repair of Historic Buildings: Advice on Principles and Methods* published by English Heritage in 1991.

2. Historic buildings should be considered in the same light as antiques, paintings or manuscripts: they are important both as products of human creativity and for what they can tell us about the past. The foremost principle which should guide works to historic buildings is conserve as found. Successful conservation lies in the maintenance and like-for-like repair of the existing fabric including the replacement of features and details.

3. Each type of historic building has its own characteristics, which are usually related to its original or former function, and these should be respected when proposals for alterations or change of use are put forward. Marks of special interest appropriate to a particular type of

building are not restricted to external elements, but may include anything from the orientation, plan, or arrangement of window openings to small internal fittings. Local planning authorities should attempt to retain the characteristics of distinct types of building, especially those which are particular to their area. The use of appropriate local materials is very desirable.

4. Information about the history and development of a building which will be of value when considering proposed alterations can be gained from several sources. There may be physical evidence in the building itself - ghosts of lost features in plaster, rough edges where features have been cut away, empty peg-holes and mortices - which can elucidate the original form or construction. There may be documentary information, such as early photographs, drawings, written descriptions, or other documents relating to its construction or use.

5. Features of interest are revealed sometimes during the course of alterations, especially in older or larger buildings; chimney-pieces, fireplaces, early windows and doors, panelling, wattle-and-daub partitions and even wall-paintings may come to light. Applicants for listed building consent should be made aware of this possibility and should at once seek the advice of the local planning authority when such things are found. If there is any likelihood that hidden features will be revealed, the local planning authority should attach an appropriate condition to the listed building consent to allow for their retention or for proper recording.

6. Alterations should be based on a proper understanding of the structure. Many listed buildings suffer from structural defects arising

# Appendices

from their age, methods of construction and past use, but can still give adequate service providing they are not subject to major disturbance. Repairs should usually be low-key, re-instating and strengthening the structure where necessary; such repairs may sometimes require listed building consent. New work should be fitted to the old to ensure the maximum survival of the historic fabric. Old work should not be sacrificed merely to accommodate the new.

7. Subsequent additions to historic buildings including Victorian or Edwardian accretions such as conservatories, porches, balconies, verandahs, door dressings, barge boards or chimneys will often add to the quality of a building and be of interest in their own right as part of its organic history. Generally, later features of interest should not be removed in order to restore a building to its earlier form.

8. In general the wholesale reinstatement of lost, destroyed or superseded elements of a building or an interior is not appropriate, although, where a building has largely retained the integrity of its design, then the reinstatement of lost or destroyed elements of that design could be considered. In such cases there should always be adequate information confirming the detailed historical authenticity of the work proposed. Speculative reconstruction should be avoided, as should the reinstatement of features that were deliberately superseded by later historic additions.

9. Modern extensions should not dominate the existing building in either scale, material or situation. There will always be some historic buildings where any extensions would be damaging and should not be permitted. Successful extensions require the application of an intimate

knowledge of the building type which is being extended together with a sensitive handling of scale and detail.

10. Detailed guidance on which local planning authorities should draw in considering applications for listed building consent is set out in the Appendix to this Annex.

## Appendix F - Services and Utilities

### The Jennings

As part of the on-going Regeneration of Porthcawl the Authority is in the process of letting a contract to improve the highway networks in the area of the harbour.

Part of that work is a revision and upgrading of the services and drainage in the immediate area of the harbour and the following is a summary of the anticipated effect on The Jennings of the proposed works.

#### **Foul Sewerage**

The Jennings currently drains to a cesspit. However under the infrastructure improvements contract a new connection will be laid from a manhole adjacent to the cesspit to a new sewer connection into the existing foul sewer network. The cesspit can then be abandoned. The cesspit will remain in place until such time that the re-development of The Jennings takes place and a connection made to the new manhole. This does not form part of the infrastructure works. Presently the revision to the foul sewer would be completed by July 2014 however the cesspit would continue to operate until the new connection is constructed. The other diversionary works would not affect the continued supply of services to The Jennings.

#### **Gas Supply**

The infrastructure works does not affect the existing gas main that run

to The Jennings. Sections of the gas main along the Portway will be renewed but this will not extend to The Jennings as it is unaffected by the works.

#### **Potable Water**

A similar situation exists with the clean water supplies to the building in that sections of the water main will be renewed where affected by the infrastructure works but this will not extend to The Jennings. However the supply will be maintained during the contract works.

#### **Electricity Supply.**

The infrastructure works do not affect the electric supply to The Jennings but it is understood that, dependent on end use, an upgrading of the existing supply will be required. If this is indeed the case it is likely that the supply will need to be taken from a substation adjacent to the Pier Hotel. Ducts beneath the highway will be installed under the Infrastructure contract but no further works are planned.

