

Supplementary Planning Guidance

**DUMBALLS ROAD
AREA PLANNING BRIEF**

Approved June 2006



Supplementary Planning Guidance

Dumballs Road Area Planning Brief

(Approved by Council 22 June 2006)

Contents		Page
1	Introduction	3
2	Background	4
3	Issues	5
4	Masterplan Principles	6

List of Appendices

A	Site Location Plan	7
B	Legislation, Guidance and Development Plan Policies	8
C	The Cardiff Unitary Development Plan	15
D	Consultation on the Draft SPG	19
E	Consultation Representations and Responses	21

1. Introduction

- 1.1 This Supplementary Planning Guidance (SPG) supplements Policy EV2 of the South Glamorgan (Cardiff Area) Replacement Structure Plan 1991-2011 (adopted April 1997) which seeks the regeneration of derelict or degraded urban land, particularly within Cardiff Bay for appropriate employment, retail, residential, tourism, leisure and nature conservation uses, subject to consistency with other Development Plan Policies.
- 1.2 As such, this SPG provides more detailed guidance for developers on this Policy by focussing on the redevelopment / rehabilitation of the Dumballs Road area of Cardiff.

This SPG aims to:

- Identify the main issues and opportunities for the area;
 - Introduce criteria for the assessment of development proposals in the area;
 - Identify the broad land use principles, urban design, layout and movement requirements to be considered as part of any new development proposal within the Area.
- 1.3 This SPG provides a planning framework for the comprehensive and co-ordinated redevelopment of this important area.
- 1.4 This guidance has been the subject of consultation as outlined in Appendix D and Appendix E identifies the main changes made in response to the comments received. It was approved by the Council on 22 June 2006.
- 1.5 The Welsh Assembly Government (WAG) supports the use of SPG to set out detailed guidance on the way in which development plan policies will be applied in particular circumstances or areas¹. SPG must be consistent with development plan policies and national planning policy guidance and may be taken into account as a material planning consideration in planning decisions. Details of the relevant national planning guidance and development plan policies can be found in Appendix B of this document.
- 1.5 The Council placed the Cardiff Unitary Development Plan on deposit in October 2003. In May 2005, following the introduction of the European SEA (Strategic Environmental Assessment) Directive, the Council resolved, with the agreement of the Welsh Assembly Government to cease preparation of the Cardiff UDP and commence preparation of a Local Development Plan (LDP). The relevance of the UDP to this guidance is addressed in Appendix C.

¹ Unitary Development Plans Wales (NAW February 2001) paragraphs 2.12-2.16

2. Background

- 2.1 The Dumballs Road Area is bounded by Canal Park to the east and the River Taff to the west (see Appendix A for site location plan). The area commands a unique position between the City Centre and the Bay Waterfront. The site exhibits many of the characteristics and potential for the creation of an “urban village” through the introduction of an appropriate mix of land uses, environmental enhancements and transport and community infrastructure.
- 2.2 Dumballs Road has been subject to a long and varied industrial history: the area emerged as an important location for the storage of coal and timber from the mid 19th Century, housed significant defence manufacturing from the 1930s and more recently has accommodated industrial relocations from the other areas of the Bay.
- 2.3 Over recent years land at Dumballs Road has experienced an unprecedented increase in developer interest with pressure for new office developments to the north and residential developments to the south. This trend is predicted to increase with the recent closure of the foundry and other potential closures acting as a catalyst for further regeneration to higher value land uses.
- 2.4 In 2001 the Council, in partnership with the Welsh Development Agency, commissioned planning consultants to prepare an independent study to establish the future development potential of the Dumballs Road area. The findings of the consultant’s study, along with responses from public consultation, have informed the preparation of this Area Planning Brief.

3. Issues

- 3.1 Policy EV2 of the South Glamorgan (Cardiff Area) Replacement Structure Plan states that: *“The regeneration of derelict or degraded land, particularly within Cardiff Bay for appropriate employment, retail, residential, tourism, leisure and nature conservation uses will be favoured subject to consistency with other development plan policies”*.
- 3.2 The area contains a number of low-density, land-hungry industrial uses with much of the site being largely under-utilised, having regard to its strategic city centre location. The area exhibits considerable potential for higher density redevelopment, providing more jobs, homes and community facilities than exist at present.
- 3.3 The area currently presents a poor quality environment, dominated by large industrial warehouses. The structure and composition of the built environment pays little attention to the prime amenity assets of the Taff river frontage and the Canal Park open space. Overall, the area does not make the best use of its proximity to the City Centre and Cardiff Bay, with poor linkages to, within and through the site.
- 3.4 Under present market conditions the Dumballs Road area is likely to evolve unpredictably with a real danger of 'piecemeal' development, creating uncertainty, potentially leading to blight and a lack of cohesion within the site as a whole.
- 3.5 Given the increasing development pressure within Dumballs Road it is considered necessary to introduce criteria for the assessment of development proposals in the area. The following masterplan principles identify the broad land use and urban design requirements to be considered as part of any new development proposal within the Dumballs Road Area.

Open Space

- New developments should make appropriate provision for open space in line with approved SPG
- The exact nature of open space provision will be a matter for negotiation with the Council's Leisure, Libraries and Parks Service Area
- Enhancements to Canal Park should be sought in line with the Canal Park Action Plan

Business/Employment

- Much of the existing Dumballs Road area is in active use as either business, industrial or warehousing land
- The area from Penarth Road to Canal Parade (east west route) is the preferred location for new office developments given its location immediately adjacent to the Central Business Area, its proximity to the central train and bus stations and the precedent established by new and consented developments in the area
- Provision of new high quality 'Grade A' office developments are considered appropriate in this location in principle
- High tech, high value-added employment uses are also to be encouraged
- New development proposals will need to demonstrate how existing employment will be retained, enhanced or accommodated on suitable alternative sites
- Opportunities for new businesses as well as potential relocations for existing businesses will be a matter for discussion with the Council's Policy and Economic Development Service

Mixed Use/Comprehensive Development

- An opportunity exists for a strategic regeneration scheme within the central core of the Dumballs Road Action Area
- The redevelopment of the former foundry site should maximise the amenity potential of its river frontage
- Mixed-use redevelopment that provides a significant element of employment for local people is likely to be more favourably considered from a Business Development perspective
- Cultural and creative industries including incubator/live work units may be considered as part of any comprehensive redevelopment
- Provision of training and incubator units/workshops has the potential to benefit existing and potential developments in the area
- Additional opportunities for vocational training, tertiary and higher education will be encouraged to complement employment and community uses

Housing/Community

- The form, nature and tenure of affordable housing provision would be a matter for negotiation with Housing Strategy and Development on a site by site basis
- The area is in high housing need. There would be a requirement for up to 30% affordable housing on site
- Social rented accommodation is the priority housing need in the area
- High-density development is considered appropriate given the sustainable location and the precedents established by recent developments in the area
- Innovative design solutions that accommodate a mix of housing types, sizes and tenures in this area will be encouraged
- Accommodation for smaller units (1 & 2 bedroom flats) is also considered appropriate in this location. This could enable the release of family accommodation from within other parts of the City
- Opportunity to rationalise hostel provision in the area

Highways & Transportation

- Planning permission is unlikely to be granted where increased traffic flows would cause or aggravate congestion or otherwise affect road safety
- Adequate servicing arrangements must be made; for both delivery vehicles and refuse collection.
- Proposals that might encourage short-stay parking near to junctions, traffic lights, pedestrian crossings, bus stops, or double yellow lines are unlikely to be acceptable.
- Reference should be made to the Council's approved Parking Guidelines, which are available from Highways and Transportation Services.

Masterplan Principles

Not to scale
All boundaries and land uses shown are indicative only

Reproduced from the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office. Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. Cardiff Council. LA.09005L. 2004

Area covered by the Callaghan Square scheme – outline application (98/00529/C)



Sustainable Development

- Given its central location and ease of access to public transport infrastructure, there is huge potential for the Dumballs Road Area to become an exemplar for sustainable development in Cardiff
- This could be achieved through the mix and density of land uses, layout, infrastructure, orientation, the design and energy efficiency of buildings, the materials used and the provision of community facilities

Landmark Development Opportunities

- Potential to introduce high quality landmarks and buildings to act as a catalyst to the economic regeneration of the area
- A Major waterfront development opportunity**
 - Potential to re-unite the area with the river
 - Potential footbridge link(s) across the River Taff (positioning shown is indicative)
 - Potential river taxi landing stage
- B Major gateway/landmark feature**
 - Focal point for redevelopment
 - Create a sense of place
 - Potential to create high quality environment around open space.

Gateways

- Opportunity to better integrate new development with the wider community
- Potential for public realm enhancements and artworks to create a strong sense of place
- Signage to major attractions/destinations

Potential New Open Spaces

- Creation of new spaces as part of comprehensive redevelopment
- Delivered through new developments and developer contributions
- Commitment to the enhancement of Canal Park
- Improved opportunities for formal and informal recreation
- Maintenance/management to be delivered through commuted sums

Linkages

- To avoid the fragmentation of communities and land uses, layouts should create accessible environments that are easy, safe and attractive to walk and cycle through and around.
- Proposals should create direct, safe and attractive links to the City Centre, Inner Harbour and Central Station
- Identified need to introduce East/West links from Dumballs road to the river
- Potential to link Canal Park to Callaghan Square and the City Centre
- Consistent planting, paving, lighting, street furniture and public art
- Improved access, safety and amenity potential for new developments

Public Realm Enhancements

- Provision for pedestrian and cycle routes
- Consistent planting, paving, lighting and street furniture
- In accordance with the Council's approved Public Art Strategy, a comprehensive strategy to provide public art in the area will be required
- Design precedent established from completed schemes
- Design brief/pattern-book approach to be adopted
- Delivered through new developments and developer contributions

Taff River Corridor

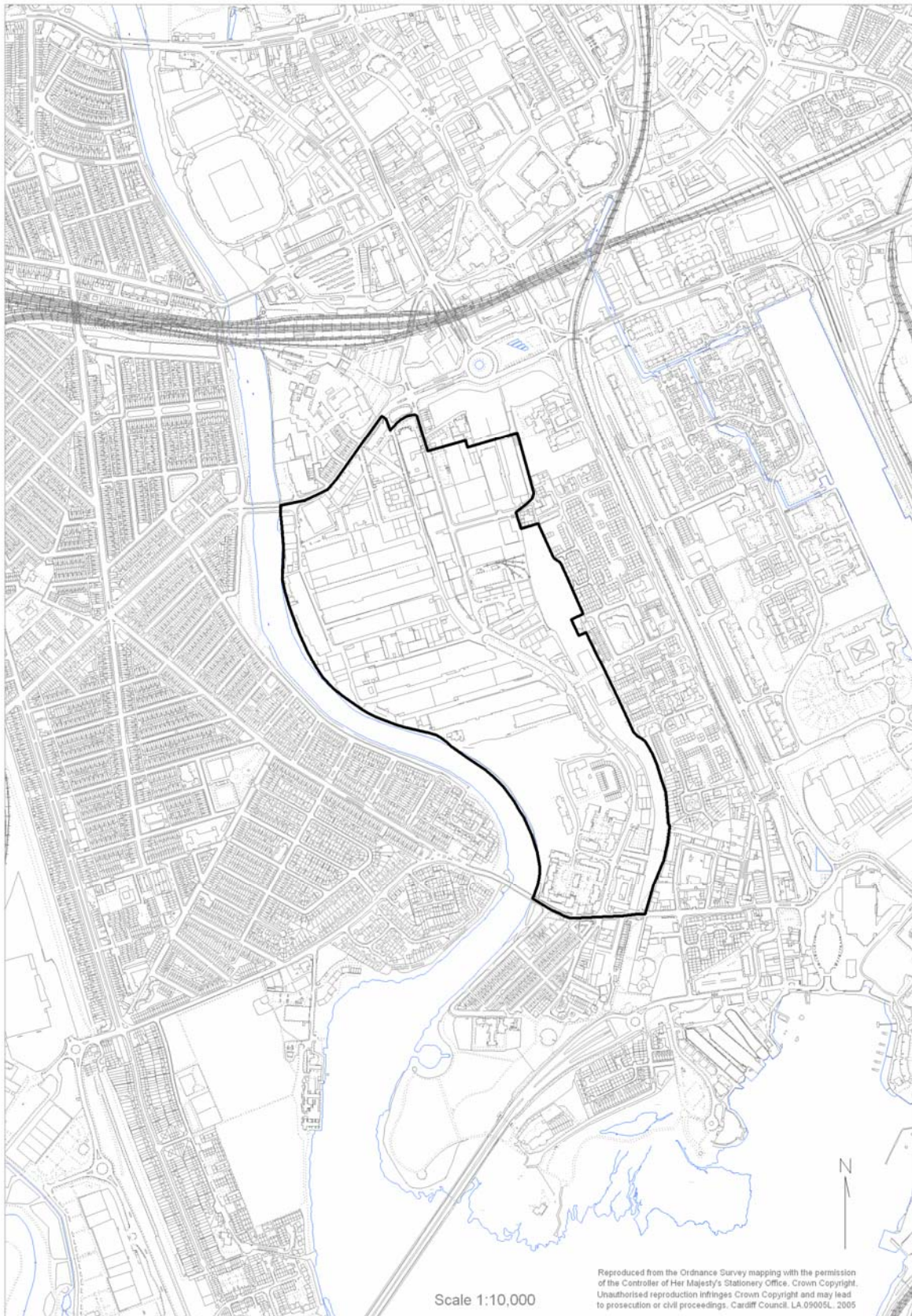
- Continuation of river walk from Century Wharf to the City Centre
- Safety/Security issues to be addressed
- Potential to introduce landing stage for river taxis in line with the River Transport Strategy
- Potential for active frontages adjacent to the river/landing stage
- Potential to introduce pedestrian link across the river

Key Frontages

- Potential to introduce strong interface between buildings and the public realm

Appendix A:

Site Location Plan



Appendix B: Legislation, Guidance and Development Plan Policies

National Planning Policy

1. **Paragraph 2.4.2 of Planning Policy Wales** (March 2002) states that:

“An effective way to achieve regeneration is to foster integrated communities within the existing settlement pattern by promoting mixed use development, comprising appropriate combinations of housing (including affordable housing), employment, retailing, education, leisure and recreation uses and open space. Such developments should be promoted through, and fully justified in, the UDP”

Paragraph 2.4.3 goes on to say:

“Within urban areas, UDPs may designate action areas within which comprehensive treatment should start within ten years of deposit”

2. Physical regeneration involving the use of previously developed land is viewed by the Welsh Assembly Government as a key objective in creating a more sustainable pattern of development. **Paragraph 2.7.2 Planning Policy Wales** (March 2002), states that:

“Many previously developed sites in built-up areas may be considered suitable for development because their re-use will promote sustainability objectives. This includes sites:

- *In and around existing settlements where there is vacant or under-utilised land, commercial property or housing;*
- *In suburban areas close to public transport nodes which might support more intensive use for housing or mixed use; and those sites*
- *Which facilitate the regeneration of existing communities ”*

South Glamorgan (Cardiff Area) Replacement Structure Plan (adopted 1997)

1. **Policy EV2 'Urban Regeneration'**

“The regeneration of derelict or degraded urban land, particularly within Cardiff Bay for appropriate employment, retail, residential, tourism, leisure, and nature conservation uses will be favoured, subject to consistency with other development plan policies”.

2. **Policy E1 'Business and Industrial Sites'**

“A range and choice of sites for business and industrial purposes should be provided and protected, giving priority to the development of sites which have received planning permission or which are allocated in the development plan, particularly within the existing and proposed urban areas at Wentloog and Cardiff Bay.

Any new sites which are necessary:

- (i) *To provide suitable employment uses within or adjacent to areas of high unemployment, deprivation and social stress; or*
- (ii) *To provide for inward investment,*

should be accessible by public transport, comply with the locational requirements of policy MV1 and other development plan policies.”

3. **Policy E3 ‘Protection of Business and Industrial Use’**

“Land allocated or identified for business and industrial purposes in the development plan will be safeguarded for such use subject to other development plan policies.”

4. **Policy MV1 ‘Location of New Developments’**

“To minimise traffic movements, developments will be favoured at locations which:

- i. Are well served by public transport and are easily accessible for those wishing to travel other than by car;*
- ii. Minimise traffic levels and related adverse environmental impact;*
- iii. In the case of warehousing and distribution and other developments which involve significant movement of freight, are well related to the strategic road network and where appropriate to the rail network and/or port/airport facilities; and*
- iv. Conform with other development plan policies”.*

5. **Policy MV2 ‘Commuted Payments’**

“Contributions will be sought from developers towards any necessary improvements to the transport system arising as a result of the proposed development”.

6. **Policy MV3 ‘Highway and Public Transport Priority Development’**

“Highway and public transport developments will favour:

- i. The regeneration of Cardiff Bay, including its linkages to and within the city centre;*
- ii. The completion of the peripheral distributor road;*
- iii. Public transport measures and environmental improvements on radial routes;*
- iv. Measures which contribute to improvements of both the environment and the economy of Cardiff;*
- v. Measures which enhance safety and public transport services;*
- vi. Measures which establish an appropriate balance between public and private transport; and*
- vii. Improved access to Cardiff-Wales airport”.*

7. **Policy MV6 ‘Development of Public Transport’**
“The development of public transport schemes will be favoured, including:
- i. Measures which aid the strategy of favouring development within south Cardiff;*
 - ii. Bus and rail ‘park and ride’ schemes;*
 - iii. High quality public transport passenger facilities;*
 - iv. Schemes for the improvement and extension of the rail network; and*
 - v. Measures which ensure that the movement of buses is safeguarded and enhanced”.*
8. **Policy MV8 ‘Cardiff Bay Transport Development’**
“An integrated transport system will be developed for Cardiff Bay which takes full account of the proximity of the bay ‘core area’ to the city centre, and which includes:
- i. Ensuring adequate provision of local highway and junction improvements;*
 - ii. Maintaining and extending a public transport system segregated from the road network and fully integrated with the main rail line network and the valleys rail network; and*
 - iii. A high priority for the provision of public transport and facilities for those wishing to travel other than by car”.*
9. **Policy MV11 ‘Parking’**
“New development shall include adequate provision for car parking according to the adopted parking guidelines. In the city centre and the core area of Cardiff Bay, which are well served by a range of public transport, a reduced level of parking is required”.
10. **Policy MV12 ‘Public Access’**
“The development and improvement of cycle routes, public footpaths and bridleways will be favoured”.
11. **Policy MV13 ‘Equality of Access’**
“Measures will be taken to improve safety and conditions for pedestrians and people with impaired mobility, by improving access to bus stops, railway stations, and car parks and removing conflict with traffic, particularly in areas of high pedestrian activity”.
12. **Policy H4 ‘Special Housing Provision’**
“The location, type and density of new development shall have regard to the need to cater for smaller households, elderly people, single people including students, people with disabilities and other special needs groups”.

13. **Policy H5 'Affordable Housing'**
"Within the overall level of housing provision set out in policy H1 priority will be given to facilitating the provision, in accordance with other development plan policies, of affordable housing in appropriate locations".
14. **Policy H6 'Community Facilities'**
"Sufficient land will be protected within, or adjacent to, residential areas and in other appropriate locations for the development of education, health and other community facilities and open space areas. Contributions will be sought from developers towards any new improvements arising as a result of the proposed development. Where housing developments are of sufficient scale permission will be withheld until provision of necessary facilities including open space has been secured".
15. **Policy B2 'Improvement of Environmental Quality'**
"Measures to improve the environmental quality of the urban fabric will be favoured with priority being given to the city centre, inner urban areas and older housing estates".
16. **Policy B4 'Greening of Urban Areas'**
"The protection conservation and enhancement of open spaces which are important for amenity, recreation and/or nature conservation within the built environment will be favoured. Development of such areas will not be permitted, except on those sites identified for development by other development plan policies. The creation of a coherent network of green spaces and corridors will be favoured with particular protection given to river corridors. Where appropriate, tree planting and landscaping schemes will be favoured".
17. **Policy T1 'Tourism and Recreational Developments'**
"Tourist, leisure, sports and visitor accommodation developments which:
- i. Promote the role of Cardiff as an international venue; support urban regeneration, or help meet a demonstrable deficiency;*
 - ii. Would not undermine the viability, vitality and attractiveness of the city centre or Cardiff Bay;*
 - iii. Are in scale and character with the location and would not cause unacceptable harm to areas of landscape, conservation or heritage importance or local amenity;*
 - iv. Are in areas where adequate infrastructure and utility services exist, are reasonably accessible, or can be readily and economically provided;*
 - v. Are well located for people travelling other than by car; and*
 - vi. Conform with other development plan policies,*
- Will be favoured, particularly within the city centre and Cardiff Bay".*

City of Cardiff Local Plan (adopted 1996)

1. **Policy 9 'Development in Areas at Risk of Flooding'**
"In areas at risk of flooding, whether from the sea or inland, including St.Mellons, Trowbridge Mawr and Wentloog, development will only be permitted if sea defence, land drainage and other flood defence issues are assessed as satisfactory".
2. **Policy 11 'Design and Aesthetic Quality'**
"All new development should be of a good design which has proper regard to the scale and character of the surrounding environment and does not adversely affect the quality of the area".
3. **Policy 12 'Energy Efficient Design'**
"Development will be expected to incorporate energy efficient design, through building design, layout and orientation".
4. **Policy 13 'Energy Use'**
"Proposals for new development at locations other than those identified on the proposals map, will only be permitted where:-
 - (i) *Resultant traffic flows, travel patterns, energy use and other emissions would be minimised; and*
 - (ii) *They would be well located by reference to public transport and for those wishing to travel other than by car".*
5. **Policy 14 'Facilities for Public Transport Services'**
"The design and layout of development proposals will be required to accommodate necessary facilities for public transport services".
6. **Policy 16 'Traffic Calming'**
"The design and layout of development proposals will be required to incorporate necessary traffic calming or similar traffic management measures".
7. **Policy 17 'Parking and Servicing Facilities'**
"Development proposals will be required to provide parking and servicing facilities in accordance with the city council's adopted guidelines".
8. **Policy 18 'Provision for Cyclists'**
"Development proposals will be required to make convenient and safe provision for cyclists, including cycle parking facilities in accordance with the city council's adopted guidelines".
9. **Policy 19 'Provision for Pedestrians'**
"The design and layout of new development will be required to retain and/or create a safe and convenient environment for pedestrians".
10. **Policy 20 'Provision for Special Needs Groups'**
"Development proposals which may be used or visited by the general public will be required to make provision for special needs groups including people with disabilities, parents with young children and elderly".

11. **Policy 24 'Affordable and Special Needs Housing'**
"Provision for an element of affordable housing and for housing for special needs groups will be sought on all new housing sites of more than 50 dwellings where there is evidence of need which can be satisfactorily met on the site and where site conditions allow. The precise scale will vary from case to case and will be a matter of negotiation".
12. **Policy 25 'Affordable Housing Within the Built-up Area'**
"Development of affordable housing, or proposals including a significant element of affordable housing, will be favoured at redevelopment sites or other suitable housing sites within the built-up area of the city".
13. **Policy 31 'Residential Open Space Requirement'**
"Provision of a satisfactory level and standard of open space will be sought on all new housing developments, based on a minimum of 2.43 hectares of recreational open space per 1000 projected population. In assessing particular requirements regard will be had to evidence of the extent and nature of need in the locality".
14. **Policy 36 'Alternative use of business, industrial and warehousing land'**
"Proposals for alternative use of existing and proposed business, industrial and warehousing land will be assessed against the following:
 - (i) The demand for and the need to preserve a range and choice and quality of sites available for business, industrial and warehousing development;
 - (ii) Considerations of scale, location, amenity and transportation;
 - (iii) Within Cardiff Bay, approved proposals arising from Area Planning Briefs"
15. **Policy 37 'Safeguards for Residential Amenity and Existing Industrial Areas or Operational Docks'**
"Where existing industrial areas or operational docks abut proposed residential sites, appropriate amenity safeguards will be required in the design and layout of the residential development, to ensure an acceptable standard of residential amenity without compromising the operating conditions of the existing enterprises".
16. **Policy 50 'Retail Development'**
"Proposals for retail development at locations other than those defined in policies 34, 47, and 49 will only be permitted if:-
 - (i) The proposal cannot be satisfactorily accommodated within or adjoining an existing or planned centre; and*
 - (ii) There is no need to preserve the site for its existing or allocated use, assessed against relevant policies of the plan; and*
 - (iii) The proposal is not within the countryside or urban fringe; and*

- (iv) *The proposal would not cause or contribute unacceptable harm to the vitality and viability of existing or planned centres, or threaten strategies aimed at sustaining and enhancing such centres; and*
- (v) *The proposal would not cause or contribute unacceptable harm to approved urban regeneration schemes; and*
- (vi) *Resultant traffic flows, travel patterns, energy use and other emissions would be minimised; and*
- (vii) *The proposal would be well located by reference to public transport and for those wishing to travel other than by car; and*
- (viii) *Car parking provision and servicing facilities are adequate; and*
- (ix) *The proposal is acceptable in terms of scale, design and amenity considerations”.*

Appendix C:

Cardiff Unitary Development Plan

C.1 The Cardiff Unitary Development Plan was placed on deposit in October 2003. Following introduction of the European SEA (Strategic Environmental Assessment) Directive in 2004 and subsequent up-dated guidance from the Welsh Assembly Government on development planning, the Council has sought the agreement of the Assembly to cease preparation of the Cardiff UDP and commence preparation of a Local Development Plan (LDP).

C.2 Guidance issued by the Welsh Assembly Government in respect of LDPs² indicates that where a UDP has been put on deposit it may remain a consideration in development control decisions until such time as an LDP has been placed on deposit. Generally, the weight to be attached to policies in emerging UDPs depends on the stage of plan preparation, the degree of any conflict with adopted plans, and the number and nature of any objections and/or representations in support of the policy.

C.3 *Deposited UDP Policies Relevant to the Dumballs Road Area:*

1. **Policy 1.A: 'General principles for the location of development'**

"Development proposals should be located:

- (i) So as to enhance the environment where possible or, otherwise, to minimise harm to it;*
- (ii) To make best use of redundant previously-developed land and buildings, and minimise the requirement to develop undeveloped land;*
- (iii) To minimise travel demand and dependence on the car, facilitate walking, cycling and use of public transport and, where appropriate, support the movement of freight by rail or water;*
- (iv) To minimise risk to people or property from flooding, ground conditions or pollution;*
- (v) Where adequate community and utility services and infrastructure exist, are reasonably accessible, or can readily and economically be provided; and*
- (vi) Where neighbouring uses are compatible".*

2. **Policy 1.C: "Planning Obligations"**

"Planning obligations will be sought to secure:

- (i) Improvements in infrastructure, facilities or services; and/or*
- (ii) Other requirements necessary to make developments acceptable".*

² *Delivering Better Development Plans for Wales, Consultation Document, Welsh Assembly Government, June 2004*

3. **Policy 2.18 'Land at Dumballs Road'**
"Land at Dumballs Road will be redeveloped, rehabilitated or improved for mixed-use development including employment, housing, associated community facilities and open space".
4. **Policy 2.20 'Good Design'**
"All development will be required to demonstrate good design by:
 - (i) Satisfactorily responding to local character and context;*
 - (ii) Achieving a legible development which relates well to adjoining spaces and the public realm;*
 - (iii) Providing a safe and accessible environment for everyone who might use it or visit it;*
 - (iv) Providing for the efficient use of resources and adaptability to changing requirements; and*
 - (v) Satisfactorily addressing issues of layout, density, scale, massing, height, detailing and landscaping".*
5. **Policy 2.23: 'Affordable Housing'**
"Where there is evidence of need, provision for an element of affordable housing will be sought in all developments containing 25 or more new dwellings or with a site area of or exceeding 1 hectare".
6. **Policy 2.24 'Residential Amenity'**
"Development will not be permitted that would cause unacceptable harm to residential amenity."
7. **Policy 2.26: 'Provision for open space, recreation and leisure'**
"Provision for open space, recreation and leisure facilities will be sought in conjunction with housing developments".
8. **Policy 2.29: 'Office Development'**
"Business class office development will only be permitted outside the Central and Waterfront Business Areas and district centres, identified on the Proposals Map, if:
 - (i) There is a need for the proposed floorspace;*
 - (ii) That need cannot satisfactorily be accommodated within the Central or Waterfront Business Areas or a district centre;*
 - (iii) The proposal would not cause unacceptable harm to the vitality, attractiveness or viability of the Central or Waterfront Business Areas or a district centre, or a proposal or strategy for the protection or enhancement of these centres; and*
 - (iv) The site is accessible by a choice of means of transport".*

9. Policy 2.30: 'Commercial Leisure Development'

"Commercial leisure development will only be permitted outside the Central and Waterfront Business Areas and district centres, identified on the Proposals Map, if:

- (i) There is a need for the proposed floorspace;*
- (ii) That need cannot satisfactorily be accommodated within the Central or Waterfront Business Areas or a district centre;*
- (iii) The proposal would not cause unacceptable harm to the vitality, attractiveness or viability of the Central or Waterfront Business Areas or a district centre, or a proposal or strategy for the protection or enhancement of these centres; and*
- (iv) The site is accessible by a choice of means of transport".*

10. Policy 2.34: 'Retail Development'

"Retail development will only be permitted outside the Central Shopping Area, district and local centres identified on the Proposals Map if:

- (i) There is a need for the proposed floorspace; and*
- (ii) That need cannot satisfactorily be accommodated within or adjacent to the Central Shopping Area, within or adjacent to a district or local centre or, in the case of proposals for the sale of bulky goods, in existing retail warehouse parks; and*
- (iii) The proposal would not cause unacceptable harm to the vitality, attractiveness or viability of the Central Shopping Area, a district or local centre, or a proposal or strategy for the protection or enhancement of these centres; and*
- (iv) The site is accessible by a choice of means of transport".*

11. Policy 2.37: 'Change of Use of Industrial and Warehousing Land'

"Development of industrial or warehousing land for other uses will only be permitted if:

- (i) The land is no longer well located for industrial or warehousing use; or*
- (ii) There is no need to retain the land for industrial or warehousing use having regard to the demand for such land and the requirement to provide a range and choice of sites available for such use; and*
- (iii) There will be no unacceptable impact on the operating conditions of existing businesses".*

12. Policy 2.38: 'Provision of Complementary Facilities in Office, Industrial and Warehousing Developments'

"Provision for open space, leisure, food and drink, and child-care facilities will be appropriate in office, industrial and warehousing developments."

13. **Policy 2.55: 'Public Realm Improvements'**

"Contributions will be sought to improve the public realm where the need arises as a result of proposed development".

14. **Policy 2.56: 'Public Art'**

"Public art will be sought to enhance the character and appearance of development and public spaces".

15. **Policy 2.57: 'Access, circulation and parking Requirements'**

"Where necessary, safe and convenient provision will be sought in conjunction with development for:

- (i) Pedestrians;*
- (ii) People with special access and mobility requirements;*
- (iii) Cyclists;*
- (iv) Powered two-wheelers;*
- (v) Public transport;*
- (vi) Vehicular access and traffic management within the site and its vicinity;*
- (vii) Car parking and servicing;*
- (viii) Coach parking;*
- (ix) Horse-riders".*

16. **Policy 2.62: 'Flood Risk'**

"Development will not be permitted:

- (i) Within tidal or fluvial flood plains unless existing or proposed flood prevention and/or protection measures are adequate; or*
- (ii) Where it would increase the risk of flooding; or*
- (iii) Where it would hinder future maintenance or improvement schemes of flood defences and watercourses".*

Representations were made at deposit stage, objecting to the above proposed policies, with the exception of Policy 2.38.

Appendix D: Consultation on Draft SPG

Consultation on this guidance was undertaken between 14 February and 14 March 2006. A Press Notice was placed in the South Wales Echo on Tuesday 14 February 2006 and notices and copies of the draft guidance were placed in all Cardiff Libraries. The draft guidance was also published on the Council's website.

Letters notifying that consultation was being undertaken on the draft guidance were sent to Cardiff Councillors, the Welsh Assembly Government, Environment Agency, Countryside Council for Wales, Community Councils in Cardiff and the following who are known to have a general interest in planning in Cardiff, or a potential interest in this guidance.

- Arup
- Atisreal
- Atkins
- Austin-Smith Lord
- Baker Associates
- Barton Willmore Planning Partnership
- Boyer Planning
- Cardiff Bay Business Forum Ltd
- Cardiff School of City and Regional Planning
- CDN Planning
- Design Commission for Wales ***
- Development Land and Planning Consultants Ltd
- Development Planning Partnership
- DLP Consultants
- DTZ Piedad Consulting
- ECOTEC Research and Consulting
- Enviro Consultancy
- Fletcher Morgan
- GL Hearn Planning
- GVA Grimley
- Halcrow
- Harmers Ltd
- Hephher Dixon ***
- Home Builders Federation
- Housing Strategy and Services Unit
- Hyder Consulting (UK) Ltd
- Jacobs Babbie
- John Robinson Planning & Design
- Lovell Partnership
- Mason Richards Planning
- MEPC
- Morgan Cole Partnership
- MVM Planning
- Nathaniel Lichfield & Partners ***
- RICS Wales
- Robert Turley Associates
- Royal Society of Architects in Wales
- RPS Group plc
- RTPI Cymru

- Stride Treglown Town Planning
- Stubbs Rich
- The Development Planning Partnership
- The Welsh Development Agency ***
- Welsh Local Government Association
- White Young Green Planning
- Wyn Thomas Gordon Lewis Ltd.

Comments specifically or generally relevant to the draft guidance were received from the above consultees indicated *** and from

- FTB Ltd

Appendix D: Consultation Representations and Responses

	COUNCIL RESPONSE
<ul style="list-style-type: none"> Fletcher Morgan are acting on behalf of a number of landowners in the area and currently in the process of trying to put together a Consortium to bring sites forward for further development Understand the need for a comprehensive structure plan but believe that the site must be allowed to be developed out in phases to be commercially viable. 	<ul style="list-style-type: none"> Comments noted Agreed. Provided that any phasing schedule relates to a comprehensive Masterplan / Outline Permission to ensure that necessary infrastructure and community facilities are delivered.
<ul style="list-style-type: none"> Support the aims and objectives of the framework Concerned that suitable sites for business and industrial uses are becoming scarce, particularly those with easy access to public transport. The regeneration of the Dumballs Road Area should therefore include a significant element of business and light industrial uses, with a view to addressing the shortage of Grade A office space. Housing provision that may arise from mixed-use schemes should not be allowed to evolve into gated communities. 	<ul style="list-style-type: none"> Comments noted Agreed. This SPG seeks to encourage mixed use development and a significant element of business and light industrial uses is encouraged through the SPG, however the exact scale and nature of proposals will be a matter for negotiation between prospective developers and the Council's Policy and Economic Development Service Area. <i>Text accompanying the Masterplan Principles Map amended to include reference to Grade A office space.</i> Agreed. Any development proposals will be assessed against local and national policy and design guidance that discourage fragmented layouts and segregated communities (specifically Local Plan Policy 11 and TAN12: Design para 5.12). <i>Text accompanying the Masterplan Principles Map amended to reflect the desire/need to create accessible environments and avoid segregation of land uses and residents.</i>

<ul style="list-style-type: none"> • The provision of tertiary/higher education facilities is appropriate in this location. 	<ul style="list-style-type: none"> • Agreed. The SPG states that further tertiary/higher education facilities will be encouraged in the area. <i>Text accompanying the Masterplan Principles Map amended to clarify the issue and reinforce this position.</i>
<ul style="list-style-type: none"> • Boundary of the Brief does not match that of the Location Plan (action area boundary) • Unsure if Housing/Community 'block' identified off Callaghan Square is permitted for such a use • Ask if there is an accompanying relocation strategy to accommodate the significant numbers of existing businesses in the area which may require relocation • Question whether there should be provision for a wider range of residential accommodation to include high density family units to encourage higher occupation rates - as market for 1& 2 bed flats is considered to be saturated and occupancy for some new developments believed to be well below 100% • Point out that the original study considered two bridges linking the area with Taff Embankment rather than one and that the original proposals in the Cardiff Bay area planning brief suggested a link further south and more closely related to the location of a training 	<ul style="list-style-type: none"> • Partially agree. The Masterplan Principles Map shows adjacent developments and other context as well as the Dumballs Road Action Area itself. However, it is agreed that it is potentially misleading. <i>Masterplan Principles Map amended accordingly to better reflect the SPG area and highlight the boundary of the Callaghan Square scheme separately.</i> • Agreed. <i>Boundary of Housing/Community 'block' amended and the context of the Callaghan Square scheme boundary shown separately.</i> • The SPG states that new development proposals will need to demonstrate how existing employment will be retained, enhanced or accommodated on suitable alternative sites. Policy 36 of the Local Plan 'Alternative Use of Business, Industrial and Warehousing Land' addresses this issue, as does the recently produced Draft SPG 'Safeguarding Employment Land'. • Agreed. While the sustainable location of this area lends itself towards high density development, this should not preclude family housing units to help establish a diverse community. <i>New bullet point added to the Housing/Community section to encourage innovative high density solutions to accommodate a mix of housing types, sizes and tenures in this area.</i> • Partially agree. The crossing shown on the Masterplan Principles Map is for indicative purposes only. Any proposal for a new bridge crossing (or crossings) will need to be fully considered in terms of environmental and community

<p>centre to allow optimum passage to and from public transport routes on Bute Street (bus and rail)</p> <ul style="list-style-type: none"> The Masterplan excludes the block of properties on the south eastern side of the police station. This area was included in the original study area and given the importance of the Youth Pavilion in terms of local facilities it is felt that this area should be included within the overall planning brief area. 	<p>impact and be the subject of significant public consultation. <i>Text accompanying the Masterplan Principles Map amended to reinforce the indicative nature of positioning of any potential new footbridge(s).</i></p> <ul style="list-style-type: none"> Agreed. <i>Masterplan Principles Map amended for clarity and to reflect the Housing/Community nature of this area of the site.</i>
<ul style="list-style-type: none"> Key development area that requires a framework for its progression. The development of a strategy to address the area's future development is therefore generally supported The residential element of the Masterplan fronting Callaghan Square supports the mix of uses that are envisaged for the square, though as Hephher Dixon have recently witnessed through evolving developments, an adaptable approach must be applied to ensure the best available mix and configuration of uses is secured. The creation of both high tech and high quality employment uses are supported together with housing and supporting uses to ensure vitality and a vibrant area. The principle of mixed use is also supported. The permeability of the area is encouraged and the linkages that are displayed create positive routes to the river and to St Mary Street though the existence of linkages and direct routes to the central train station are not displayed and are considered of importance (particularly in a mixed use area containing employment and residential uses). A flexible approach must be adopted to regenerate this once 	<ul style="list-style-type: none"> Comments noted Partially agree, although this issue is dealt with by the terms of the Callaghan Square outline planning permission and not the SPG. <i>As above, the boundary of Housing/Community 'block' amended to show the context of the Callaghan Square scheme separately.</i> Comments noted Agreed. <i>Amend/rearrange 'Linkages' section of the text accompanying the Masterplan Principles Map to highlight the importance of links to Central Station as well as the City Centre and The Inner Harbour area.</i> Partially agree, although the framework/masterplan approach is

<p>traditional but rapidly changing area.</p>	<p>considered necessary to ensure that a comprehensive and coordinated scheme is delivered and that associated infrastructure and community benefits are secured.</p>
<ul style="list-style-type: none"> • Consider that the current proposal is basically a land use zoning plan, and think that a well resourced and detailed master plan should be prepared to ensure well coordinated and high quality development throughout the area • This proposal offers no detailed criteria for development and does not appear to fulfil the aims of the draft SPG. • The proposed brief provides for a good mix of uses for the Dumballs Road Area as a whole, but the area appears to be divided into three relatively segregated parts. While development is already underway, the north and south of the area, DCfW would like to see more connected uses throughout the Dumballs Road Area. • In terms of urban design, DCfW are disappointed by the lack of contextual references, in terms of the linkages, built form and land use. Consider that a broader contextual analysis and a stronger site appraisal are needed to realise the council ambitions for the area. 	<ul style="list-style-type: none"> • Partially agree. This SPG provides a framework to guide comprehensive redevelopment of this strategically important area. Detailed design and phasing issues will need to be addressed as development proposals emerge within the area. Any major development proposals will be required to provide detailed design statements in support of their schemes at the planning application stage. • Partially agree. The document intends to identify the broad land use and urban design requirements for the area. A full assessment of the context and design rationale would be expected as part of any formal planning application. <i>Removed the word 'detailed' from paragraphs 1.2 and 3.5 for consistency.</i> • Agree with the desire to create connected uses throughout the area. However, the areas and land use 'boundaries' shown are intended to reflect existing uses in the area and provide guidance for future developments. The Masterplan Principles are not intended to prescribe land uses at specific locations but ensure that uses are appropriate and balanced across the area. <i>Sentence added to further clarify that the land uses shown are indicative.</i> • Much of this contextual analysis work was completed as part of the Dumballs Road Study commissioned by the Council and the WDA to establish the future development potential of the area. The findings of this 2002 consultant's study, along with responses from public consultation informed the preparation of this SPG. In addition to this work, the Dumballs Road Area features within CBDC's original Regeneration Strategy for Cardiff Bay from 1988, the Area Planning Brief for Dumballs Road from 1990 (commissioned by CBDC and produced by the Council)

<ul style="list-style-type: none"> • Support the provision of high quality public space, but would like to see a more detailed design approach to these areas and ownership issues resolved at an early stage. Would also encourage more detailed design on the built form to strengthen the certainty of achieving high environmental quality. • Would like to see a stronger public art strategy and more sustainability considerations included in the brief and final documents. • Consider that a consortium partnership of landowners would be important when preparing and delivering this planning brief. 	<p>and is considered in its wider context within the Council's City Centre Strategy (CCS) 2003-2006 and will be studied in further detail in mid-2006 under the CCS 'Area Appraisals' process. However, a full and up to date assessment of the context and design rationale would be expected as part of the design statement in support any formal planning application.</p> <ul style="list-style-type: none"> • Agreed. In order to secure the environmental enhancements identified in the SPG, a comprehensive redevelopment is required with a strong commitment from existing occupiers and landowners within the area. • Agreed. <i>Bullet added to Public Realm Enhancements section stating that a comprehensive strategy to provide public art in the area will be required In accordance with the Council's approved Public Art Strategy, New 'Sustainable Development' section added to Masterplan Principles to highlight the potential for this site to be an exemplar of sustainable land uses, layout, infrastructure, design and orientation, materials and community facilities.</i> • Agreed. The SPG has been produced specifically to inform potential developers of the requirements for the area and to secure a comprehensive and coordinated approach that will secure necessary infrastructure and associated community benefits. The Council would welcome and encourage close partnership between potential developers and other stakeholders, including the DCfW, at an early stage and as detailed development proposals emerge.
<ul style="list-style-type: none"> • FTB Ltd welcomes the preparation of the Dumballs Road Area Planning Brief. The Brief therefore provides an important opportunity to set out a positive and co-ordinated approach to the redevelopment of this highly sustainable, strategically significant 	<ul style="list-style-type: none"> • Comments noted

<p>area.</p> <ul style="list-style-type: none"> • The Brief is right to recognise the need to maximise the potential of the location including the provision of high density housing. • FTB Ltd also agree that the Brief should set out Masterplan principles and broad land uses for the area. However it is considered inappropriate to attempt to 'introduce detailed criteria' (para 3.5) at this stage. It is not apparent from the Consultation Draft Brief that the investigative and analytical processes required to support such criteria have been undertaken. Moreover, in order to ensure that the development is deliverable, such criteria should be informed by commercial considerations. Again this is not apparent from the Draft. • Consider that a masterplan prepared by HMA Architects should be used as a basis for the Area Planning Brief. RPS consider that the principles set out in the plan (submitted with the comments) provide an appropriate basis for the Area Planning Brief. Specifically they state that their plan: <ul style="list-style-type: none"> ○ Dispenses with the existing blocks of development which are shown retained in the Consultation Draft. The utilitarian origin and character of these blocks mean that they are unlikely to generate the most appropriate or exciting built form for the redevelopment. ○ Offers the potential to create a series of strong east-west routes linking Dumballs Road with the river. Retaining the 	<ul style="list-style-type: none"> • Comments noted • Agreed. <i>Removed the word 'detailed' from paragraphs 1.2 and 3.5 for consistency.</i> The document intends to identify the broad land use and urban design requirements for the area. The findings of the 2002 consultant's study, along with responses from public consultation informed the preparation of this SPG. In addition to this work, the Dumballs Road Area features within CBDC's original Regeneration Strategy for Cardiff Bay from 1988, the Area Planning Brief for Dumballs Road from 1990 (commissioned by CBDC and produced by the Council) and is considered in its wider context within the Council's City Centre Strategy 2003-2006. A full justification of the land uses proposed together with a full and up to date assessment of the context and design rationale would be expected as part of the design statement in support any formal planning application. • Disagree. The SPG does not seek to give detailed design or layout advice or stipulate precise land uses, but to identify the broad land use principles, urban design, layout and movement requirements to be considered as part of any new development proposal within the area. In this context it is considered that the Masterplan Principles as presented identify the main issues for consideration without being overly prescriptive or presenting a particular development option. The location and nature of future infrastructure to serve the needs of the area (local centre, bus stops etc.) will require significant consultation with relevant Council Service Areas, other stakeholders and the public as detailed proposals emerge.
---	--

<p>existing blocks of development would severely constrain this potential.</p> <ul style="list-style-type: none">○ Locates a new local centre and bus stop within the development, but linked to Dumballs Road. The centre would therefore serve and help to connect the new and existing communities. This arrangement would also allow public transport penetration into the site.○ Provides a mix of residential and employment land uses in addition to the local centre. The new employment development takes advantage of the Dumballs Road artery and linkages to the existing or redeveloped employment areas to the north and east. The residential development will maximise the potential of the river frontage and link to the open space and existing residential area to the south.○ Identifies a centrally located area of open space.○ Identifies landmark opportunities on the river frontage and Dumballs Road 'gateway' consistent with the Consultation Draft.○ Will give the opportunity to continue the riverside pedestrian and cycle route currently running alongside the Century Wharf and Isis developments in a manner consistent with the Consultation Draft.	
--	--

For more information please contact:

**The Strategic Planning Manager
Cardiff Council
CY4
County Hall
Atlantic Wharf
Cardiff CF10 4UW**

Email: ccs@cardiff.gov.uk

