



Planning and Retail Statement



Client Name: British Land Company PLC
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Swansea Road, Merthyr Tydfil
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SECTION 1

Introduction



1.0 Introduction

1.1 Purpose and Scope

1.1.1 This Planning and Retail Statement has been prepared by CarneySweeney on behalf of our client, The British Land Company PLC, in support of a full planning application for the erection of a new drive-thru restaurant (Use Class A3) to be occupied by Burger King, at Cyfarthfa Shopping Park, Swansea Road, Merthyr Tydfil.

1.1.2 The proposed description of development is as follows:

“Erection of drive-thru restaurant (Class A3) with associated parking, servicing, landscaping and engineering works.”

1.1.3 This statement focuses on the general planning and retail policy issues associated with the application proposals. It is intended to assist Merthyr Tydfil County Borough Council in its determination of the application and has been prepared in accordance with the requirements set out in the Development Plan and other material considerations.

1.1.4 This report should be read in conjunction with the following submitted documentation:

- Planning Application Forms and Certificate
- CIL Form
- Planning Drawings:
 - Location Plan (Drawing no. 11862-PL-LP01 Rev. A)
 - Proposed Location Plan (Drawing no. 11862-PL-LP02)
 - Existing Site Plan (Drawing no. 11862-PL-L01)
 - Proposed Site Plan (Drawing no. 11862-PL-L02 Rev. D)
 - Existing & Proposed Landscaping (Drawing no. 11862-PL-L03 Rev. B)
 - Proposed Ground Floor Plan (Drawing no. 11862-PL-P01 Rev. B)
 - Proposed Elevations (Drawing no. 11862-PL-E01 Rev. B)
 - Proposed Roof Plan (Drawing no. 11862-PL-P02 Rev. B)
 - Proposed Sections (Drawing no. 11862-PL-S01 Rev. B)
- Green Infrastructure Statement (CarneySweeney, April 2026)
- Desk Study and Ground Investigation (Ground Investigation Specialists, January 2026)



- Archaeology and Heritage Assessment (EDP, March 2026)
- Surface Water Drainage Statement (Burrows Graham, March 2026)
- Transport Statement (TTP Consulting, March 2026)
- Travel Plan (TTP Consulting, March 2026)

1.2 Report Structure

1.2.1 The assessment is structured as follows:

- **Section 2** describes the site and the character of the surrounding area and sets out the planning history of the site.
- **Section 3** provides details of the proposed development.
- **Section 4** sets out the relevant national and local planning policy context.
- **Section 5** considers the sequential approach to site selection.
- **Section 6** outlines other non-retail planning considerations of the proposed development.
- **Section 7** provides a summary of the statement and draws conclusions on the acceptability of the proposed development.



SECTION 2

The Site and Context



2.0 The Site and Context

2.1 The Application Site and Surroundings

- 2.1.1 The application site extends to approximately 0.24 ha and primarily comprises an area of existing hardstanding car parking area (overflow) at Cyfarthfa Shopping Park (North) as shown on Appendix A & Figure 2.1 (red circle).



Figure 2.1 Aerial Image of Cyfarthfa Shopping Park

- 2.1.2 Cyfarthfa Shopping Park was opened for trading in January 2005 and the retail park was expanded in 2016. The retail park comprises of over 30,000 sqm of floorspace comprises a number of national retailers, with occupiers including B&Q, Pets at Home, Currys, and Marks and Spencer. There are also a number of existing restaurant/food and drink premises within Cyfarthfa Shopping Park, including Costa Café, Greggs, M&S Café, KFC, McDonald's and Pizza Hut.
- 2.1.3 The application site lies to the north west of the main Cyfarthfa Shopping Park and is currently an overflow car park. The retail park is split by the A4102 Swansea Road into two distinct areas. The application site is located to the east of the A470 Trunk Road and immediately north of A4102. The site currently comprises a car parking area located opposite the main B&Q car park, operating effectively as an overflow, albeit is seldom used.



2.1.4 The application site is located within the Cyfarthfa Conservation Area, with a number of listed and locally listed buildings nearby. The Grade I listed Cyfarthfa Castle is located approximately 650 northeast of the site.

2.1.5 The site is confirmed by the Natural Resources Wales (NRW) Flood Map for Planning as being located within Flood Zone 1.

2.2 Planning History

2.2.1 The application site was previously known as the former Thorn Electrical site. Cyfarthfa Shopping Park as a whole has an extensive planning history, seeking continued improvements to the site since its construction. There have been a number of previous planning applications identified relating to the extension site of the Cyfarthfa Shopping Park (North). These largely relate to various alterations to the retail units within the retail park. The planning history most relevant to the consideration of this proposed development is summarised below:

- Application ref. P/12/0219 - Demolition of existing B&Q building and erection of 6 retail units (No. 12-17) within Cyfarthfa Retail Park (Use Class A1) with cafe in Unit 17 and associated alterations to existing car park serving Cyfarthfa Retail Park, erection of 3 retail units (Use Class A1) on land at former Thorn Electrical site together with the creation of car parking areas, service/compound areas and associated landscaping works, highway works to the A470(T) and Swansea Road.

Approved on 17.04.2013.

- Application ref. P/13/0156 - Variation of condition 1, 2, 3, 5, 6, 7, 8, 9, 10, 11, 14, 15, 16, 17, 19, 20, 21, 22, 23, 24, 25, 26, 29, 30, 31, 32, 33, 36 and 42 to address a number of amendments to planning permission P/12/0219.

Approved on 5.08.2013.



SECTION 3

The Proposed Development



3.0 The Proposed Development

3.1 The Application Proposal

- 3.1.1 The application seeks planning permission for the erection of a single storey drive-thru facility with associated works.
- 3.1.2 The proposal consists of a full application comprising:
- The erection of a single storey building in Class A3 use.
 - A drive thru restaurant with a floorspace of 232.5 sqm (GIA) and 262.4 sqm (GEA).
 - Outdoor seating area and bin store.
 - Alterations to existing parking arrangements, to provide a drive thru lane, servicing bay, 12no. parking spaces including provision of 8no. standard bays, 2no. accessible bays, and 2no. collection bays. When combined with the 29 existing spaces which will remain in situ, a total of 41 car parking spaces will be available to serve the development, 4 no. motorcycle bays, and 4 no. cycle parking spaces will also be provided.
 - New retaining walls.
 - Associated hard and soft landscaping scheme.
- 3.1.3 The proposed development would provide a restaurant facility to allow consumers to consume goods on the premises as well as a drive-thru service.

3.2 Layout, Design, Access and Parking Arrangements

Layout and Design

- 3.2.1 The drive-thru restaurant is to be sited in an overflow car park located in the south eastern corner of the existing car park at Cyfarthfa Shopping Park (North). This location has been specifically selected to minimise disruption to the operation of the existing car park and existing highways network.
- 3.2.2 The drive thru lane wraps around the eastern and southern elevations of the proposed building. When a customer wishes to make a purchase without leaving their vehicle, they will enter the drive thru lane, place an order at one of the Customer Order Display units and drive to the delivery window. There are also two grill bays at the end of the drive-thru lane.
- 3.2.3 The proposed drive-thru restaurant will be constructed to a high standard and will have Nichiha building vintage wood cedar effect cladding, composite cladding, aluminium window frames, glazing, pressed traffic red metal canopy, and a flat roof with PV panels. The colour scheme is shown on the submitted elevations. The materials have been proposed specifically to complement the existing character and context of the site, whilst adding visual interest at the building's key frontages.



- 3.2.4 The proposed development includes a storage area for bins at the south east elevation of the proposed building, accessible for back of house operations via a service door. The bin store would be enclosed and thus screened from view.
- 3.2.5 An outdoor enclosed seating area is proposed at the north west elevation of the proposed building.
- 3.2.6 Two retaining structures are proposed due to the levels on site. One retaining wall will be located at the southern boundary of the application site by the existing substation, and the other is proposed at the south eastern boundary of the application site.
- 3.2.7 Any proposed signage for the proposed drive-thru restaurant will be dealt with under a separate application.

Access Arrangements

- 3.2.8 Vehicle and pedestrian access to the retail park will remain unchanged.
- 3.2.9 The application site has one vehicle entrance from the A4102 Swansea Road roundabout. The A4102 is connected to the A470 which connects to the M4 motorway at Junction 32 (Coryton Interchange).
- 3.2.10 There are existing footpaths and a subway serving the application site, which provides pedestrian access to and from the residential area located to the west on the opposite side of the A470 (Gellideg). There is also a footpath and footbridge crossing Swansea Road to the south of the proposed restaurant, which provides a link from and into the main Cyfarthfa Shopping Park site.

Parking

- 3.2.11 The application site currently comprises an overflow car park with a total of 88no. car parking spaces and 7 motorcycle spaces and 3no. trolley bays.
- 3.2.12 The development will be served by 12no. parking spaces including provision of 8no. standard bays, 2no. accessible bays, and 2no. collection bays. When combined with the 29 existing spaces which will remain in situ, a total of 41 car parking spaces will be available to serve the development. 4 no. motorcycle bays, and 4 no. cycle parking spaces will also be provided.
- 3.2.13 The proposals will result in a reduction of 47no. parking spaces and 3no. motorcycle spaces.

3.3 Landscaping and Biodiversity

- 3.3.1 To accommodate the drive-thru development, an area of existing landscaping is to be removed and new areas of landscaping are proposed. The proposed development will retain a 2no. existing trees as well as relocate 3no. existing trees within the site, and new landscaping comprising low level mixed native species shrubs. It is also proposed that 2no. new bird boxes



be installed. The new mixed native shrubs and installation of the bird boxes will enhance the biodiversity at the application site.

3.4 Opening Hours

- 3.4.1 The proposed restaurant will operate 24 hours a day, 7 days a week. This will be in line with the existing McDonald's restaurant within the retail park, immediately south of Swansea Road.

3.5 Deliveries and Servicing

- 3.5.1 A delivery area is proposed to the south east of the proposed drive-thru restaurant.
- 3.5.2 Servicing can be scheduled to take place during off-peak periods to ensure no disruption to the operation of the wider car park and uses. It is anticipated that there would be 4 – 5 deliveries per week. Waste will be collected by a private contractor daily and recycling will be collected by the delivery vehicle.

3.6 Employment

- 3.6.1 The proposed drive-thru development will provide approximately 18 FTE job opportunities.



SECTION 4

Planning Policy Context



4.0 Planning Policy Context

4.1 Introduction

4.1.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the development plan unless material considerations indicate otherwise.

4.1.2 The statutory development plan for this site comprises:

- Future Wales – The National Plan 2040 (published February 2021); and
- The Replacement Local Development Plan (2016 - 2031) adopted in January 2020.

4.2 Future Wales: The National Plan 2040

4.2.1 Future Wales is the Welsh Government's highest tier of development plan in Wales. Planning decisions at every level of the planning system in Wales must be taken in accordance with the Development Plan as a whole.

4.2.2 The Welsh Government (WG) has adopted a 'Town Centre First' approach and this is explored under Policy 6, where it is mentioned that significant new retail facilities must be located within town and city centres. Developments of a 'significant' scale can *"broadly be defined as where the facility will serve a town, city or region-wide catchment"*. Planning authorities are encouraged to take a similar approach for smaller developments. A sequential approach must be used to inform the identification of the best location for these developments.

4.2.3 Reference is made to the 'Economic Action Plan' and notes that this plan supports the delivery of Prosperity for All – the national strategy for Wales. It further notes that the *"foundation sectors include tourism, food, retail and care"*. Finally, it is noted that *"Future Wales supports and helps deliver the aims of the Economic Action Plan. Future Wales... supports the foundational economy"*. It is clear, therefore, that the sector of food is supported by this level of the Development Plan.

4.2.4 Policy 9 (Resilient Ecological Networks and Green Infrastructure) confirms that the Welsh Government will work with key partners to ensure the enhancement of biodiversity, the resilience of ecosystems and the provision of Green Infrastructure.

4.3 Merthyr Tydfil Local Development Plan

4.3.1 At the local level, the key policy document is the Replacement Local Development Plan (2016 - 2031) adopted January 2020 by Merthyr Tydfil County Borough Council.

4.3.2 Within the adopted Local Development Plan (LDP), the proposals and constraints maps show that the application site is located within the following designations:

- Settlement boundary (Policy SW 4)



- Archaeologically sensitive area (Cyfarthfa Ironworks and Infrastructure, Policy CW1)
- Urban Character Area (UCA 5, Policy CW1)
- Cyfarthfa Heritage Area (Policy CW2)
- Cyfarthfa Conservation Area (Policy CW1)
- Merthyr Tydfil Landscape of Outstanding Historic Interest (Policy CW1)

4.3.3 The policies of relevance to the proposed development are discussed in further detail below.

4.3.4 **Policy SW4: Settlement Boundaries** states that the reuse of previously developed land within settlement boundaries (including that which define Primary Growth Areas), will be supported. The application site is located within the Primary Growth Area of Merthyr Tydfil.

4.3.5 **Policy SW11: Sustainable Design and Placemaking** sets out a list of criteria that new developments will need to follow (where appropriate). It also states that development must contribute to the creation of attractive and sustainable places through high quality, sustainable and inclusive design. SW11 states that new development should be appropriate to its context, provide access for the widest range of people possible and demonstrate that any traffic movements will not have an unacceptable impact on local amenity or highway safety.

4.3.6 **Policy SW12: Improving the Transport Network** states that development will be supported where it encourages a modal shift towards sustainable transport and that developments will be expected to encourage the use of sustainable transport.

4.3.7 **Policy CW1: The Historic Environment** identifies Cyfarthfa Ironworks and Infrastructure as an Archaeologically Sensitive Area. The policy states that historic environment assets must be conserved and enhanced. Development proposals will be permitted only where it can be demonstrated that they will preserve or improve the architectural quality, character, or historic and cultural significance of designated historic environment assets. Proposals affecting undesignated historic environment assets including, Locally Listed Buildings, Landscapes of Outstanding Historic Interest in Wales, Urban Character Areas, and Archaeologically Sensitive Areas should take full account to their special character and archaeological importance.

4.3.8 **Paragraph 6.5.6** confirms that designated historic environment includes the relevant following assets:

- Cyfarthfa Park (Register of Landscapes, Parks and Gardens of Special Historic Interest in Wales);
- Scheduled Ancient Monuments;
- Conservation Areas; and
- Listed Buildings including the Grade I listed Cyfarthfa Castle.



- 4.3.9 **Policy CW2: Cyfarthfa Heritage Area** supports the development of a heritage based visitor attraction that enhances and complements the existing offer of Cyfarthfa Castle and Park.
- 4.3.10 **Policy EnW1: Nature Conservation and Ecosystem Resilience** states that development proposals will be required to promote the resilience of ecosystems. In particular, proposals should maintain and enhance biodiversity interests.
- 4.3.11 **Policy EnW4: Environmental Protection** outlines that proposals will need to demonstrate that they will not result in an unacceptable impact on people, residential amenity, property and / or the natural environment from either:
- Pollution of land, surface water ground water and the air;
 - Land contamination;
 - Hazardous substances;
 - Land stability;
 - Noise, vibration, dust, odour nuisance and light pollution; or
 - Any other identified risk to public health and safety.
- 4.3.12 Where impacts are identified, the proposals will need to be able to demonstrate that appropriate measures have been incorporated to reduce, or minimise the impact identified to the lowest possible acceptable level.
- 4.3.13 **Policy EcW3: Retail Hierarchy** identifies that Merthyr Tydfil Town Centre is the favoured location for retail, leisure, and other complementary development, being situated at the head of a retail hierarchy and being followed by the local centres of Dowlais, Gurnos, Cefn Coed and Brecon Road/Morgantown, Troedyrhiw, Aberfan, Treharris and a new local centre forming part of the 'Hoover Strategic Regeneration Area'.
- 4.3.14 Outside the identified centres in the retail hierarchy, proposals will be subject to an assessment of need and a strict application of the sequential test.
- 4.3.15 **Policy EcW6: Out-of-Town Retailing Areas** identifies Cyfarthfa Shopping Park as an existing out-of-town retailing area in the supporting text. This policy states that proposals for retail development on new sites or existing retail areas in out-of-town location relating to the sale of goods will only be permitted where:
- *It can be demonstrated that there is an additional need for the proposal which cannot be provided within an existing town or local retail centre, and*
 - *The proposal would not either individually or cumulatively with other existing or consented developments have an unacceptable impact on the trade, turnover, vitality and viability of the town or local centres.*



- 4.3.16 Paragraph 6.7.53 confirms that proposals for new retail development outside the retail centres will need to demonstrate that the proposals have satisfied the tests of retail need and sequential test referred to in national planning policy.
- 4.3.17 Paragraph 6.7.54 states that proposal for 2,500 sqm or more of gross floor space will require a retail impact assessment and would *need “to demonstrate that the proposal would not have an unacceptable impact on the trade, turnover, vitality and viability of the town and local centres”*. It should be noted that the proposed development is well below the 2,500 sqm threshold, being approximately a tenth of that threshold, at 232.5 sqm. Therefore, a retail impact assessment has not been undertaken.
- 4.3.18 **Policy EcW8: Renewable Energy** support the use of renewable energy as a tangible means of reducing the local carbon footprint, and development proposals for renewable energy will be permitted where:
- *They do not have an unacceptable landscape and visual impact.*
 - *There would be no unacceptable cumulative impacts in combination with existing or consented development.*
 - *Satisfactory mitigation can be put in place to minimise the impacts of the renewable energy proposal and its associated infrastructure.*
 - *Proposals make provision for the appropriate restoration and after-care of the land for its beneficial future re-use.*

4.4 Planning Policy Wales Edition 12

- 4.4.1 Planning Policy Wales (PPW) Edition 12 was published in February 2024.
- 4.4.2 PPW 12 sets out the land use planning policies of the Welsh Government and is supported by Technical Advice Notes (TANs). In accordance with the Well-Being of Future Generations (Wales) Act 2015, the primary objective of PPW, as set out at Paragraph 1.2, is *“to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental and cultural well-being of Wales”*.
- 4.4.3 Key sections relevant to the proposals include:
- 4.4.4 **Placemaking** – Paragraph 4.0.2 highlights that *“...when planning and managing future development planning authorities need to ensure that residents of existing and new communities have access to jobs and an appropriate range of community facilities including recreation, leisure, health and education”*.



- 4.4.5 **Needs Test** – PPW 12 advises that when determining planning applications for retail uses, planning authorities should first consider whether there is a need for additional retail provision. Paragraph 4.3.15 explains that need may be quantitative, to address a quantifiable unmet demand for the provision concerned, or qualitative. Precedence should be given to establishing quantitative need before qualitative need is considered for both convenience and comparison floorspace.
- 4.4.6 **The Sequential Test** – PPW 12 indicates Welsh Government operates a ‘town centres first’ policy in relation to the location of new retail and commercial centre development. It highlights that *“the sequential approach applies to retail and all other uses complementary to retail and commercial centres”*. Paragraph 4.3.18 clarifies that by adopting a sequential approach first preference should be to locate new development within a retail and commercial centre defined in the development plan hierarchy of centres.
- 4.4.7 **New Out-of-Centre Developments** – Paragraph 4.3.20 states that *“New out-of-centre retail developments or extensions to existing out-of-centre developments should not be of a scale, type or location likely to undermine the vibrancy, attractiveness and viability of those retail and commercial centres that would otherwise serve the community and should not be allowed if they would be likely to put development plan retail strategy at risk”*.
- 4.4.8 **Economy & Jobs** – Section 5 of PPW 12 at Paragraph 5.4.1 specifies that: *“For planning purposes the Welsh Government defines economic development as the development of land and buildings for activities that generate sustainable long-term prosperity, jobs and incomes. The planning system should ensure that the growth of output and employment in Wales as a whole is not constrained by a shortage of land for economic uses”*.
- 4.4.9 **Accessibility** – PPW sets out that the planning system has a key role to play in reducing the need to travel and supporting sustainable transport, by facilitating developments which for example: *“are sited in the right locations, where they can be easily accessed by sustainable modes of travel and without the need for a car”* (Paragraph 4.1.10). Paragraph 4.1.32 continues to indicate that: *“Planning authorities must ensure new housing, jobs, shopping, leisure and services are highly accessible by walking and cycling”*.
- 4.4.10 **Historic Environment** – Section 6.1 of PPW 12 sets out that conservation areas, listed buildings, historic parks and gardens, historic landscapes and archaeological remains should be protected, managed and enhanced.
- 4.4.11 **Green infrastructure (GI)** – PPW explains that GI plays a fundamental role in shaping places and our sense of well-being, and is intrinsic to the quality of the spaces we live, work and play in. Paragraph 6.2.4 advises that the planning system must maximise its contribution to the protection and provision of GI assets and networks as part of meeting society’s wider social and



economic objectives and the needs of local communities. PPW further advises that a GI statement should be submitted with all applications and this will be proportionate to the scale and nature of the development proposed describing how GI has been incorporated into the proposal. In the case of minor development this will be a short description and should not be an onerous requirement for applicants. The GI statement will be an effective way of demonstrating positive multi-functional outcomes which are appropriate to the site in question.

4.5 Technical Advice Notes

4.5.1 The following Technical Advice Notes (TAN) are relevant to the proposed development:

- TAN 4: Retail and Commercial Development (2016)
- TAN 12: Design (2016)
- TAN 15: Development, Flooding and coastal erosion (2025)
- TAN 18: Transport (2007)
- TAN 23: Economic Development (2014)
- TAN 24: Historic Environment (2017)

4.5.2 **TAN 4: Retail and Commercial Development** reflects the 'town centre first' approach of the PPW. TAN 4 explains that retail developments should be assessed against a range of impact criteria (paragraph 8.3).

4.5.3 **TAN 12: Design** provides guidance on good design, creating sustainable and high-quality development. Core design objectives include access, character, community safety, environmental sustainability and movement.

4.5.4 **TAN 15: Development, Flooding and Coastal** provides guidance and framework for flooding and coastal erosion, within which the flood risks arising from rivers, the sea and surface water, and the risk of coastal erosion can be assessed. Section 7 in TAN 15 sets out the requirements for a sustainable drainage system for developments.

4.5.5 **TAN 18: Transport** sets out the guidance for integration of land use and transport planning, location of development, parking standards and design of development. TAN 18 states that the integration of land use planning and development has a key role to play in addressing the environmental aspects of sustainable development, ensuring that development supports sustainable travel, reduces reliance on private cars, and enhances accessibility.

4.5.6 **TAN 23: Economic Development** explores the benefits of economic growth and that it defines economic development as development that generates wealth. It is important that local planning authorities recognise the need to *"guide economic development to the most appropriate locations, rather than prevent or discourage such development"* (paragraph 1.2.5).



4.5.7 **TAN 24: The Historic Environment** provides guidance on how to protect the historic environment. The historic environment includes the World Heritage Sites, scheduled monuments, archaeological remains, listed buildings, conservation areas, historic parks and gardens, historic landscapes and historic assets of special local interest.



SECTION 5

Sequential Assessment



5.0 The Sequential Approach to Site Selection

5.1 Introduction

- 5.1.1 The general requirements of the sequential approach to site selection are set out at paragraphs 4.3.18 to 4.3.24 of PPW12. In summary, the sequential approach requires that all potential suitable and available town centre options, and then edge of centre options, are thoroughly assessed before out-of-centre sites are considered for key town centre uses. The approach requires pragmatism and flexibility from local planning authorities, developers and retailers alike. The onus of proof that more central sites have been thoroughly assessed rests with the developer.
- 5.1.2 Key considerations in carrying out the sequential test on each potential site include:
- The likelihood of the site becoming available within a reasonable period of time;
 - Suitability of the site for the proposed development; and
 - Viability for the proposed use.
- 5.1.3 This section of the report details the applicant's consideration of sequential site assessment in proposing the development. In doing so, it considers recent case law and High Court judgements in regard to the application of the sequential test, particularly in regard to the need for disaggregation.

5.2 Legislative Context

- 5.2.1 It is important that the sequential approach is applied in a policy and legally compliant manner. A number of appeal and Court cases have helped shape application of the sequential test. This section focuses on the key matters regarding the application of the retail test including "suitability" and the need to "disaggregate".
- 5.2.2 In respect of suitability, this was considered in the judgement of the Supreme Court in *Tesco Stores Ltd v Dundee City Council* [2011], where at paragraph 37 Lord Hope stated: *"It is the proposal for which the developer seeks permission that has to be considered when the question is asked whether no suitable site is available within or on the edge of the town centre"*.
- 5.2.3 At paragraph 38 he went on to say *"...the issue of suitability is directed to the developer's proposals, not some alternative scheme which might be suggested by the planning authority. I do not think that this is in the least surprising, as developments of this kind are generated by the developer's assessment of the market that he seeks to serve. If they do not meet the sequential approach criteria, bearing in mind the need for flexibility and realism to which Lord Reed refers in para 28 above, they will be ejected. But these criteria are designed for use in the real world in which developers wish to operate, not some artificial world in which they have no interest doing so"*. In England this was subsequently clarified further in the judgement of



the High Court in *Aldergate Properties Ltd v Mansfield District Council* [2016], where at his paragraph 35 Mr Justice Ouseley stated that *"In my judgement, 'suitable' and 'available' generally mean 'suitable' and 'available' for the broad type of development which is proposed in the application by approximate size, type and range of goods"*. In the present case this means suitable for a drive-thru fast-food restaurant.

- 5.2.4 The Rushden Lakes Secretary of State decision confirms that the sequential test relates entirely to the application proposal as a whole; it is not a question of whether a materially reduced or otherwise different scheme can in theory be pursued on other sites. Provided that an element of flexibility is exercised on issues such as format and scale, any potential sequential sites should be considered only in terms of whether they could accommodate a broadly similar development proposal.
- 5.2.5 The Rushden Lakes decision also provides guidance on suitability in respect of food and drink uses. The scheme comprised a mixed use development comprising retail, hotel and food and drink uses. The Council had sought to argue that the food and drink uses could and should be accommodated in the nearby town of Northampton or Kettering. In dismissing this argument, the Inspector noted at paragraph 8.51 that *"it is illogical to suggest that shoppers at Rushden Lakes wanting somewhere to eat and drink should be directed to restaurants at Northampton and Kettering"*.
- 5.2.6 In considering the suitability of a site it may be the case that certain main town centre uses have particular market and locational requirements which mean that they may only be accommodated in specific locations. This is the case with drive-thru uses, which are a separate format and have different site requirements than those for 'town centre' coffee shops or restaurants. In order to be considered suitable for a drive-thru facility a site should be on, or adjoining, a prominent roadside location; have sufficient space for an element of car parking; and the ability to accommodate drive-thru lanes around the building of adequate width and circulation. The sequential test in Wales is essentially the same as in England viz directing development to town centres and edge-of-centre sites before out-of-centre, and requiring sites to be suitable and available. The conclusions reached by Inspectors in England are therefore helpful in applying the test within Wales.
- 5.2.7 In considering an appeal for a proposed coffee shop/cafe, restaurant and drive-thru development in Wallsend, North Tyneside (PINS ref. APP/W4515/08/2081874) the Inspector concluded that *"The requirement for a drive-thru restaurant includes good road access and off-road circulation space"* (paragraph 22). At his paragraphs 26-27 the Inspector concluded that there were vacant premises in centres that could accommodate the proposed restaurant and café, but no sequentially preferable sites for the proposed drive-thru restaurant.
- 5.2.8 Another Inspector considering an appeal for a drive thru restaurant in Newquay (PINS ref. APP/Q0830/A/05/1182303) noted in respect of the potential for the appellant to be flexible



about the format of the proposed development *“It is difficult to envisage how a developer could be flexible in respect of the format of a drive-thru restaurant. Unlike a conventional restaurant, which could relatively easily be accommodated on any of the identified sites, a drive-thru, by definition, requires vehicular access and circulation through or around the building”* (paragraph 15).

5.3 Typical Drive-Thru Restaurant Site Requirements

5.3.1 The approach adopted in this sequential site assessment is consistent with the recommendations and guidance set out in PPW and TAN 4 with regard to the sequential approach to site selection. CarneySweeney has therefore conducted a sequential site search in order to ascertain whether there are any suitable, available and viable sites which could accommodate the proposed development. Bearing in mind the need for flexibility, the physical requirement to meet the needs of the proposed development have been taken to be:

- A site area of at least 0.24 ha that can accommodate a drive-thru store with a GIA of at least 186 sqm (- c.20% of proposed floorspace);
- A site capable of accommodating adequate access arrangements, including a drive-thru lane around the restaurant building;
- A site that can accommodate a unit of a suitable size to provide a serving counter, customer seating area, kitchen, back of house and servicing space. There is no prospect for disaggregation of the unit;
- A site capable of accommodating adequate and adjacent vehicle parking arrangements;
- A site that can allow for the safe manoeuvring of customer access and deliveries;
- A prominent road-side site with the ability to attract passing trade. The site must be prominent to attract custom or else there is no commercial rationale for the development; and
- A site that is easily accessible by a choice of means of transport.

5.3.2 The drive-thru format is intended to serve car-borne travellers on arterial routes, who are seeking food & beverage provision during their journey, so locating the outlet in a retail centre away from the strategic highway network would mean it would be unable to serve its intended market. Accordingly, it is evident that such outlets are a prime example of a use whose market and locational requirements mean a town centre location is unsuitable. Added to that, it is also the case that a drive-thru requirement to provide not only the restaurant but also a drive-thru lane around it, off the highway, means that it is rare that sites of sufficient size can be found within existing retail centres.



- 5.3.3 Customers of a takeaway facility need convenient parking. While town centres offer a variety of off-street parking options, this is often subject to general use/availability, convenient location for the centre as a whole, but not necessarily a specific unit and additional charges. Takeaway facilities specifically require dedicated parking spaces in very close proximity to the unit. Customers need to be able to pull up, park, make an order and wait for their orders conveniently and straightforwardly. This is a central part of a takeaway drive thru business model. An element of dedicated parking is therefore essential, and it is a non-negotiable requirement for the takeaway operator.
- 5.3.4 A drive-thru must also be capable of serving its intended customer base, which in this instance is traffic along Swansea Road (A4102) and A470, and people who will already be visiting the Cyfarthfa Shopping Park and the other commercial uses in the surrounding area e.g., Trago. They do not generally act as destinations in their own right, which is to say that the majority of their customers will not be making a dedicated trip to them but instead will combine a visit as part of a trip to the retail park or the surrounding area. The proposed facility will be comparatively small scale and will be complementary to what is an established existing retail destination.

5.4 Sequential Sites

- 5.4.1 We have conducted a sequential site search of Merthyr Tydfil Town Centre and a 200 to 300m search from the town centre boundary (edge of centre) to ascertain whether there are any potentially suitable and available sites which could accommodate the proposed development.
- 5.4.2 The plan at **Appendix C** provides an extract from the Adopted Replacement LDP Proposals Map showing the town centre boundary. in seeking to identify suitable and available sequentially preferable sites. The locations where we have identified sites to possibly accommodate the proposed development are listed, below.
1. Former St Tydfils Hospital
 2. Former Ysgol Santes Tydfil Site
 3. Vacant Land on Brecon Road
 4. Merthyr Tydfil Town Centre – Vacant Units

1. Former St Tydfils Hospital Site

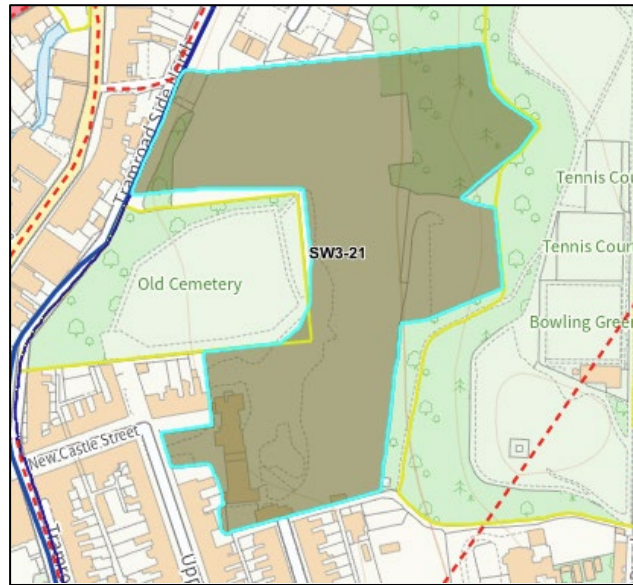


Figure 5.1 – Former St Tydfils Hospital Site

5.4.3 The site outlined in figure 5.1 is a 2.43 hectare site located directly adjacent to the Merthyr Tydfil Town Centre boundary and is allocated for 50 dwellings (policy SW3.21). The site is therefore being actively promoted for housing and it therefore cannot be considered to be available for a drive-thru restaurant.

5.4.4 It was also evident during our site visit that there is a marketing sign for a residential development called 'St Tydfil's Grove' following an approval for residential development under ref. P/20/0199. Accordingly, the site is **unavailable**. Furthermore, the site lacks a main road frontage and lacks the prominence a drive-thru development required and is **unsuitable**. The site has been discounted from the sequential search.

2. Former Ysgol Santes Tudful Site

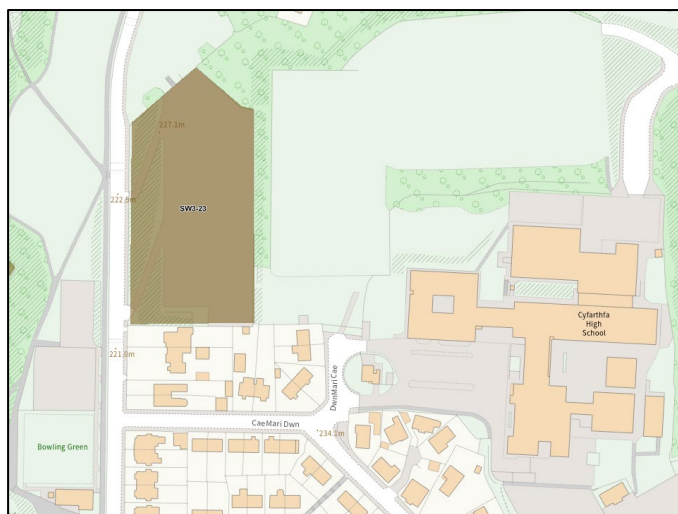


Figure 5.2 – Former Ysgol Santes Tudful Site



- 5.4.5 The site outlined in figure 5.2 is 0.78 hectare site located on Queens Road, c.240m East of Merthyr Tydfil Town Centre boundary. The site is currently a brownfield site and is allocated for 20 dwellings (policy SW3.23). There have been several planning applications approved for residential development, including an outline permission approved in May 2019 under ref. P/18/0242 and a reserved matters permission for 10 dwellings approved in May 2023 under ref. P/21/0338. It was also evident from our site visit that there is a marketing sign for the approved reserved matters permission of 10 dwellings, known as 'The Gorsedd'. This suggests that that the site is **unavailable**. As above, the site lacks a main road frontage and lacks the prominence a drive-thru development required and is **unsuitable**. The site has been dismissed from the sequential search.

3. Vacant Land on Brecon Road



Figure 5.3 – Vacant Land Between 99-107 Brecon Road

- 5.4.6 There is a vacant plot of land between 99-107 Brecon Road (Figure 5.3) which is located approximately 150 m north of Merthyr Tydfil Town Centre boundary. The site measures to 343 sqm, which is too small for the drive-thru development. There is also a planning permission approved in September 2023 under ref. P/23/0141 for the erection of 1no. pair of semi-detached dwellings. The site is also located on a through residential road and lack the prominence required. Therefore, this plot of land is both **unsuitable** and **unavailable** to accommodate the proposed development and can be dismissed from the sequential search.

4. Merthyr Tydfil – Vacant Units

- 5.4.7 At the time of our survey in November 2025, there were 55 vacant units within the extent of the centre outlined in the Merthyr Town Centre Boundary Plan at **Appendix C**. While **Appendix**



B shows that there are 53 vacant units, our survey includes the vacant units within the Merthyr Town Centre Boundary as shown on **Appendix C**.

Table 1: List of vacant units Merthyr Tydfil Town Centre

No.	Address	Approx Size of Unit (sqm)	Commentary
1	3 Bolgoed Place	40	Too small to accommodate a drive-thru restaurant even when allowing for flexibility. On this basis alone, the units are deemed unsuitable and have been discounted.
2	Castle Street (adjacent to JNP Legal Solicitors)	37	
3	Castle Street (adjacent to Gomer Williams Solicitors)	538	
4	20 Church Street	168	
5	Rear of 14 Glebeland Street	47	
6	49 Glebeland Street	266	
7	53 Glebeland Street	86	
8	56-57 Glebeland Street	126	
9	26 High Street	394	
10	30-31 High Street	164	
11	46 High Street	208	
12	47 High Street	291	
13	48 High Street	95	
14	57 High Street	143	
15	86 High Street	40	
16	91 High Street	209	
17	92-94 High Street	348	
18	134 High Street	95	
19	135 High Street	155	
20	136A High Street	129	
21	1A John Street	191	
22	1 Morlais Buildings, Pontmorlais, High Street	86	
23	3-4 Pontmorlais, High Street	152	
24	5 Pontmorlais, High Street	56	
25	6-7 Pontmorlais, High Street	55	
26	9B Pontmorlais, High Street	93	
27	13 Pontmorlais, High Street	408	
28	29 Pontmorlais, High Street	119	



29	36A Pontmorlais, High Street	57	
30	49-50 Pontmorlais, High Street	144	
31	57 Pontmorlais, High Street	76	
32	74 Pontmorlais, High Street	89	
33	Former Merthyr Flooring Centre, 10-13 Pontmorlais West (NB this unit is shown as two separate units on the Goad Plan, Appendix B)	297	
34	3 St Tydfil Shopping Centre	212	
35	5 St Tydfil Shopping Centre	132	
36	7 St Tydfil Shopping Centre	60	
37	10-11 St Tydfil Shopping Centre	274	
38	13 St Tydfil Shopping Centre	139	
39	14 St Tydfil Shopping Centre	114	
40	17 St Tydfil Shopping Centre	128	
41	St Tydfil Shopping Centre (adjacent to unit no. 2)	26	
42	St Tydfil Shopping Centre (adjacent to unit no. 8)	194	
43	St Tydfil Shopping Centre (adjacent to unit no. 16)	126	
44	St Tydfil Shopping Centre (adjacent to unit no. 18)	136	
45	St Tydfil Shopping Centre (former restaurant on first floor)	87	
46	Former Shaws, First floor, St Tydfil Shopping Centre	737	
47	Former Carpet Splendour, St Tydfil Shopping Centre	997	
48	Swan Street (adjacent Ladybirds Hair Centre)	28	
49	2A Victoria Street	44	
50	28 Victoria Street	110	
51	Former RICS D.J. Harrison office, Church St	c.78	
52	17 Church St	c.90	
53	Former Theatre Royal, Penydarren Rd	c.193	
54	Former Wilko, Ground Floor, St Tydfil Shopping Centre	1710	The former Wilko building is not capable of accommodating adequate access arrangements, including a drive-thru lane around the
55	Former Wilko, First Floor, St Tydfil Shopping Centre	1709	



			restaurant building. On this basis the unit is deemed unsuitable. It should also be noted that the ground floor of the former Wilko is now occupied by a new Indoor Market which opened in December 2025¹. On this basis the ground floor unit is deemed unavailable and has been discounted from the sequential search.
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Summary

- 5.4.8 The sequential search has identified no sites which can be considered available, suitable, and viable sequentially preferable alternatives in respect of the proposed development, even when allowing for flexibility. The proposed development is considered, therefore, to fully accord with local and national policy and guidance as well as judicial and appeal authority with respect to the sequential approach.

¹ <https://www.merthyr.gov.uk/news-and-events/latest-news/merthyr-tydfil-s-new-indoor-market-opens-its-doors-for-christmas-trade/>



SECTION 6

Other Considerations



6.0 Other Considerations

6.1 Introduction

6.1.1 This section addresses other planning policy matters relating to the proposed development, namely:

- Principle of Development
- Need
- Economic Benefits
- Design
- Residential Amenity
- Biodiversity
- Drainage
- Contamination and Land Stability
- Heritage and Archaeology
- Highways and Accessibility

6.2 Principle of Development

6.2.1 The application site is located within the established Cyfarthfa Shopping Park, an out-of-town retailing area as identified in the adopted Merthyr Tydfil Local Development Plan. The retail park accommodates a mix of food and non-food retail operators.

6.2.2 The adopted LDP identifies that the site is within the Settlement Boundary and Primary Growth Area. The application site represents a location which, in principle, is considered suitable to a locate new development as part of the overall strategy within the County Borough.

6.2.3 As the site is located within an out-of-centre location, the application is accompanied by an assessment of 'need' (see below) and a sequential site assessment considering the suitability and availability of any alternative sites within, or on the edge of existing centres. Flexibility in the format and scale of the proposal has been allowed for. Qualitative need is demonstrated below and Section 5 of this report confirms that there are no sites capable of suitably accommodating the proposed development. As a consequence, the need and sequential tests are satisfied in accordance with the PPW, TAN 4 and LDP Policy EcW6.

6.2.4 Local Development Plan Policy EcW6 threshold for a retail impact assessment is 2,500sqm. The proposed development is below the threshold, and an impact assessment is not required.

6.3 Need

6.3.1 With regard to the need for new retail development this may be considered in terms of "Quantitative need" i.e. the "capacity" to support new floorspace or "Qualitative need", such as the widening choice of facilities and enhancement of local range and choice. Weight given to



qualitative need is dependent on local circumstances and is a matter for the decision maker. There is no requirement to demonstrate full quantitative need where a qualitative need would be addressed through the proposal, as in this case here.

- 6.3.2 In this regard, the principal need addressed by the proposal is a qualitative one. Qualitative need is an important consideration. It reflects the increasing recognition of the wider economic, social and environmental considerations in determining planning applications for proposals such as this. It is of particular relevance in securing accessible, efficient, competitive and innovative retail provision which, in turn will allow increased investment and stimulate job creation. The customer demand for a Burger King drive thru in this location has been identified by the applicant/tenant and this is the driving principle behind the application.
- 6.3.3 Road users and retail park visitors now require the provision of convenient drive-thru food and drink facilities as part of their journey/trip. While other fast food facilities are in the locality, Burger King have identified a demand for their particular offering and the opportunity to widen the choice of facilities and enhance the local range and choice of facilities.
- 6.3.4 In the case of this application the applicants are aiming to provide a high quality modern roadside drive-thru facility which will improve the qualitative offer in the area catering primarily for the needs of those travelling along the A470 and A4102, but will also be well placed to provide subsistence to the sizable surrounding workforce.

6.4 Economic Benefits

- 6.4.1 TAN 23 defines economic development broadly so that it includes any form of development that generates wealth, jobs and income. TAN 23 states the economic benefits of proposals and market needs should be fully considered when determining planning applications (paragraphs 1.2.1-2).
- 6.4.2 PPW and Future Wales recognise the role that retailing plays in supporting the economy. In PPW economic development is defined as the development of land and buildings for activities that generate sustainable long-term prosperity, jobs and incomes (paragraph 5.4.1). Economic land uses include the traditional employment land uses (offices, research and development, industry and warehousing), as well as uses such as retail, tourism, and public services (paragraph 5.4.2). Future Wales specifically supports the foundational economy of which retail forms a part (page 14).
- 6.4.3 The development is proposed on a highly accessible site and would result in its favourable regeneration to provide appropriately scaled economic development, which would create approximately 18 FTE local employment opportunities. The contribution that the application proposals will make to the local and wider economy should therefore be given weight in the determination of this planning application.



- 6.4.4 Overall, the PPW policies in respect of economic development to generate a sustainable long-term prosperity, jobs and income weigh in favour of the proposal.

6.5 Design

- 6.5.1 LDP Policy SW11 requires delivery of high quality, sustainable and inclusive design in all new developments and requires that new developments contribute positively to their surroundings and meet the needs of occupiers and users of these spaces and buildings.
- 6.5.2 The form and scale of the proposed single storey height building is entirely appropriate for the size of the site and its location. The design and materials proposed will provide a high-quality development that is inclusive, useable, safe and enjoyable, and will integrate with the surrounding area. The use of glazing at the principal elevation and introduction of outdoor seating area will ensure an attractive and active frontage to the new building.
- 6.5.3 The materials palette has been selected to provide a high-quality, contemporary appearance. The palette of materials proposed is suitable for the retail park setting. This includes materials such as vintage wood cedar effect cladding, composite cladding, graphite grey collection windows, doors and windows. The proposals include the installation of PV panels on the roof and will therefore comply with LDP Renewable Energy Policy EcW8.
- 6.5.4 The proposed development includes a storage area which will provide adequate facilities and space for waste collections and recycling, which is compliant with the LDP Design Policy SW11.

6.6 Residential Amenity

- 6.6.1 The proposed drive-thru development is to be located at the southeast corner of an existing car park with the closest residential properties being on the opposite side of the A470, c.200m west of the application site. It is considered that the overall context of the site for retail and car park use is already clearly established. The introduction of a drive-thru at this location is not anticipated to result in any significant alteration to the established surrounding character and context for the nearby dwellings. The proposed development is therefore not anticipated to result in any additional amenity impacts over and above the baseline position. Therefore, the proposed development conforms with LDP Design Policy SW11 and Environmental Protection Policy EnW4.

6.7 Biodiversity

- 6.7.1 The application site comprises of existing hard standing car parking surface and an area of amenity landscaping. A Green Infrastructure (GI) Statement has been prepared, which provides an overview of the existing green infrastructure within the application site and details potential development impacts (in absence of mitigation) and proposed GI enhancements.



- 6.7.2 To enhance biodiversity and follow the step-wise approach set out in Planning Policy Wales (Edition 12), the proposed development includes the new landscaping of low level mixed native species shrubs and the installation of 2no. bird boxes. The ecological enhancement is considered to comply with the requirements of Policy 9 of Future Wales and Chapter 6 of Planning Policy Wales (Edition 12).

6.8 Drainage

- 6.8.1 The NRW 'Flood Map for Planning' shows that the site is located within an area outside of the extreme flood extent (Flood Zone 1), meaning it has a less than 0.1% annual probability of flooding.
- 6.8.2 The risk of flooding from all sources is very low and as such, no flood risk mitigation measures are deemed necessary.
- 6.8.3 This application is supported by a surface water drainage prepared by Burrows Graham. The report details that the existing car park drains via gravity to the wider drainage network within the retail park via a network of gullies and pipes. The proposed drainage is for the surface water to be discharged to surface water body that will connect via the existing private network. The surface water will mimic the existing drainage, and it is assumed that the drainage will eventually discharge to the River Taff.
- 6.8.4 In regard to Sustainable Drainage Systems, it is proposed to install permeable paving as part of the car parking. The permeable paving will act as attenuation whilst also offering pollution treatment. Separators will be installed to capture and prevent pollution run-off as required. There will also be the installation of below ground attenuation tanks along with flow controls to limit of the offsite discharge to green field run-off rates.
- 6.8.5 The drainage strategy demonstrates how sustainable drainage systems have been incorporated into the proposal development, and pollution will be prevented. As such the application accords with LDP Environmental Protection Policy EnW4 and TAN 15.

6.9 Contamination and Land Stability

- 6.9.1 A Ground Investigation report prepared by Ground Investigation Specialists identifies that the site and immediate surrounds are likely to be underlain by made ground (associated with Cyfarthfa Ironworks) and then by glacial Till (boulder clay). The report concludes that the proposed development presents a low – moderate potential risk to human health and/or controlled waters (underlying Secondary Aquifers) from contamination within the near surface soils and groundwater. It also confirms that the potential risk of ground gas contamination is considered to be 'low to moderate' and that groundwater contamination testing is not considered necessary.



- 6.9.2 The report states that a resultant remediation strategy of any contamination found should be submitted. Furthermore, the recommended sampling scheme can be carried out in conjunction with a geotechnical investigation comprising a representative number of exploratory holes and in situ tests in order to aid in the design of the foundations for the proposed drive-thru unit.
- 6.9.3 A coal mining risk assessment within the Ground Investigation Report confirms that the site falls within the defined reporting area and potential coal mining features and hazards would most likely need to be considered in relation to the determination of any planning application linked to the construction of the new drive-thru restaurant.
- 6.9.4 The report confirms the following:
- Underground Coal Mining (recorded at shallow depths) – Low risk
 - Underground Coal Mining (probable at shallow depths) – Low risk
 - Mine Entries (shafts and adits) – Very low risk (negligible)
 - Coal Mining Geology (faults and fissures) – Low risk
 - Record of Past Mine Gas Emissions or Potential – Low risk
 - Recorded Coal Mining Surface Hazard – Very low risk (negligible)
 - Surface Mining (open cast workings) – Very low risk (negligible)
- 6.9.5 The coal mining risk assessment concludes that there are no issues in respect of mining legacy affecting the application site that require further risk assessment and mitigation / remedial measures.
- 6.9.6 The Ground Investigation report demonstrates that the development proposals will not result in an unacceptable impact on people and/or residential amenity and will therefore comply with Policy Environmental Protection EnW4.

6.10 Heritage and Archaeology

- 6.10.1 A Heritage and Archaeology Assessment has been prepared by EDP in support of the application. The report identifies conservation areas, nearby scheduled monuments, listed buildings, and registered parks.
- 6.10.2 The report identifies that the application is within the Cyfarthfa Conservation Area (CCA). However, it should be noted that since the proposed development is within a modern car park within the wider retail park, the drive-thru restaurant makes no contribution to the special character of the CCA.
- 6.10.3 The proposed development will represent a 'neutral' impact upon the nearby scheduled monument Remains of Blast Furnace, the Grade I listed Cyfarthfa Castle, the Grade II listed Clock Tower at Pandy Farm and registered park and garden Cyfarthfa Park.



- 6.10.4 In terms of non-designated historic assets, it is identified in the report that the site is within the Merthyr Tydfil Landscape of Outstanding Historic Interest. However, it should be noted that the proposed development makes no more than a negligible contribution to the historic asset given that it is entirely modern in character, and that the drive-thru restaurant would be entirely in keeping with the existing built form of the Cyfarthfa Shopping Park when viewed from the Cyfarthfa Park. Therefore, the proposed development would result in a 'neutral impact' on the historic assessment.
- 6.10.5 In regard to non-designated archaeological remains, given that the groundworks are unlikely to reach the archaeological horizon, the proposed development is unlikely to have anything more than a very limited impact on the site's archaeological interest.
- 6.10.6 Overall, the Heritage and Archaeology Assessment concludes that proposed development would be entirely in-keeping with the existing built form of the Shopping Park and that the proposed drive-thru will conform with LDP Historic Environment Policy CW1 and Cyfarthfa Heritage Policy CW2.

6.11 Highways and Access

- 6.11.1 A Transport Statement and Travel Plan has been prepared by TTP Consulting in support of the application and examines the highway and transportation issues associated with the proposed development.
- 6.11.2 A car parking survey was conducted on the 7th and 10th of February 2026 to cover the weekday morning and evening peak period (08:15 – 9:15 and 16:00 – 17:00), and a Saturday peak trading time (12:34 – 13:45). The survey also picked up movements into and out of the retail car park.
- 6.11.3 The survey outlines that the application site comprises of an overflow car park with a total of 88no. spaces and the car park would be configured with an overall loss of 47no. spaces in an underutilised part of the car park. The loss of the car park spaces would not unduly impact on the availability of parking and would have sufficient capacity to accommodate the existing uses as well as the new proposal.
- 6.11.4 The development will be served by 12no. parking spaces including provision of 8no. standard bays, 2no. accessible bays, and 2no. collection bays. When combined with the 29 existing spaces which will remain in situ, a total of 41 car parking spaces will be available to serve the development. 4 no. motorcycle bays, and 4 no. cycle parking spaces will also be provided in the vicinity of the drive-thru restaurant.
- 6.11.5 The survey has confirmed that the proposals does not include any alterations to the access arrangements are proposed as part of the development.
- 6.11.6 The report includes an assessment of accessibility by foot, cycle, and public transportation. The accessibility score indicates that the application site has an above average access score,



and scores very highly on access to the retail park, achieving an overall access rating of 62 on the Department for Transport Connectivity Tool. This suggests that the proposed development is within a sustainable location.

6.11.7 The Transport Assessment makes the following conclusions:

- The proposals are to construct a new restaurant with drive-thru facilities on the overflow car park with the loss of 47no. parking spaces.
- Based on the information from the TRICS database, it is anticipated that although the majority of trips are likely to be diverted from an existing facility, particularly during commuter peak periods, relatively conservative assumptions have been adopted.
- The proposed development would not result in a noticeable change in traffic conditions.
- No changes are proposed to the access arrangements for the retail park.
- The overall number of car parking spaces will be reduced to 41 in the vicinity of the new restaurant; the resultant provision equates to 1 space per 25sqm and is considered sufficient by the tenants and Applicant.
- Two spaces are proposed for Blue Badge holders, and parking will be available for up to four bicycles.
- Deliveries will take place via the car park in common with other drive-thru restaurants on the wider retail park and throughout the UK.

6.11.8 A Travel Plan has been submitted alongside the Travel Assessment, which sets out how the occupier will promote sustainable travel and the measures that will encourage employees to travel sustainably.

6.11.9 The proposed development would not result in any unacceptable impacts on the local highway or transport network and will comply with LDP Policies SW11(5) and SW12.



SECTION 7

Conclusions



7.0 Conclusions

7.1.1 This planning statement has been prepared by CarneySweeney on behalf of British Land Company PLC, in support of a full planning application for the erection of a new drive-thru restaurant (Use Class A3) on the site to be occupied by Burger King, at Cyfarthfa Shopping Park, Swansea Road, Merthyr Tydfil.

7.1.2 The application has been assessed against the relevant national and local planning policy framework. The key conclusions are as follows:

- The application site is located within an existing out-of-town retailing area and is within the settlement boundary, where the principle of development is well established and supported by planning policy.
- Qualitative need has been established to extend the range and choice of facilities and to further serve customers of the Shopping Park.
- A sequential assessment has been undertaken to demonstrate that there are no preferable sites which are suitable and available. The proposed development is considered, therefore, to fully accord with local and national policy and guidance as well judicial and appeal authority with respect to the sequential approach.
- The proposal is below the threshold where impact assessment is required and is not of a scale where it would give rise to retail impact considerations.
- The proposed development would create a number of employment opportunities, would have no adverse impacts on existing or proposed adjoining uses, would be compatible with existing land uses, and would enhance the overall attractiveness of the wider area within which it is located. The proposed development will result in the creation of approximately 18 FTE jobs.
- The proposal is considered acceptable in all other technical aspects including the principle of development, need, economic benefits, design, residential amenity, biodiversity, drainage, contamination and land stability, heritage and archaeology, highways and access. Although the site is within a conservation area, the submitted Heritage and Archaeology Assessment concludes that proposed development would be entirely in-keeping with the existing built form of the Shopping Park and that the site makes no contribution to the special character of the CCA.

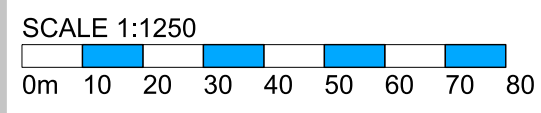
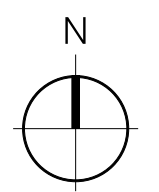
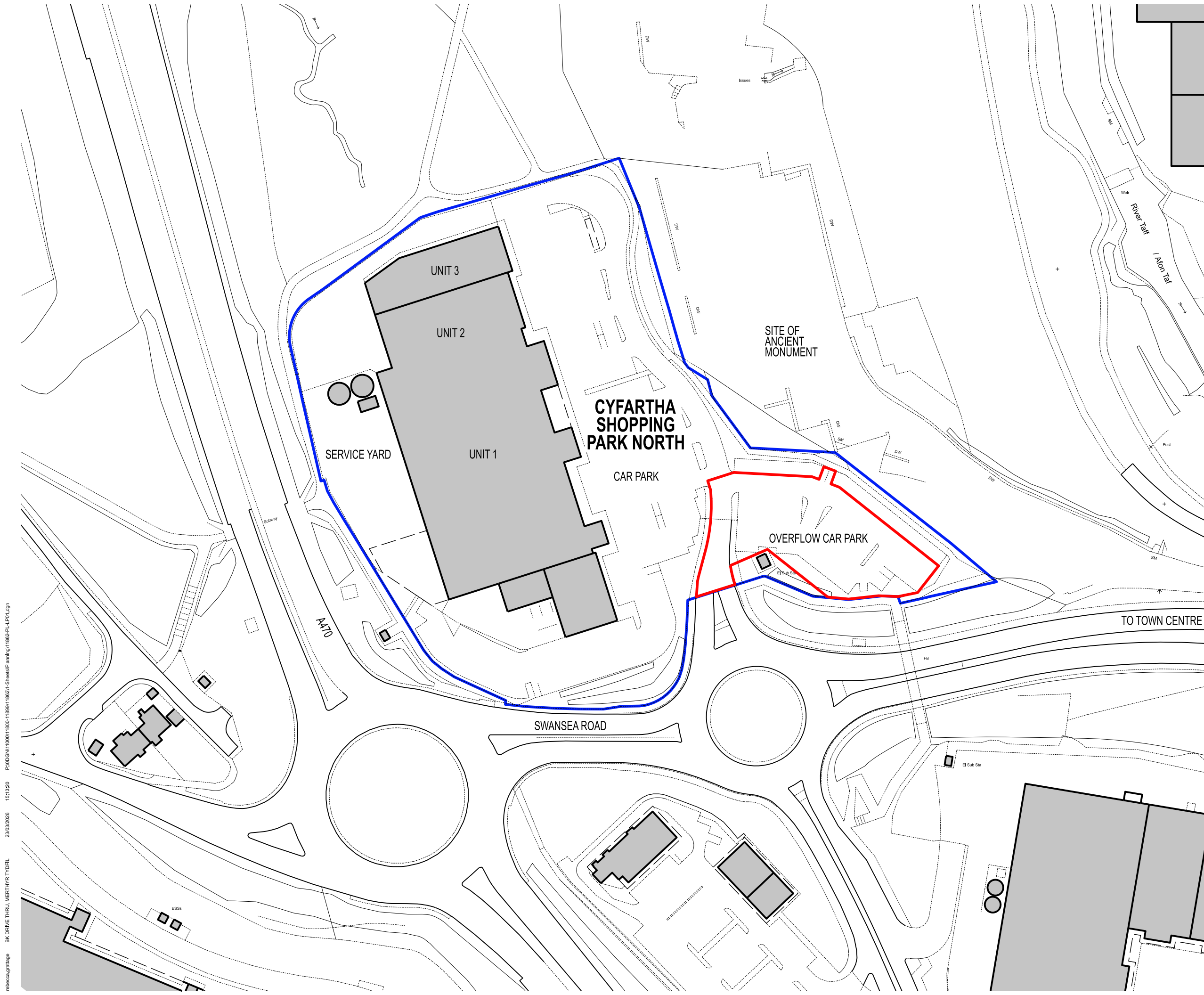
7.1.3 The proposed development's accordance with planning policy at all levels provides an overall balance of consideration which weighs firmly in favour of permitting the current proposals that



will contribute positively to the local economy and the continued success of Cyfarthfa Shopping Park.



Appendix A – Site Location Plan



ORDNANCE SURVEY LICENCE

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KEY

- APPLICATION BOUNDARY
- OWNERSHIP BOUNDARY

A	18/03/26	APPLICATION BOUNDARY UPDATED	AM
REV.	DATE	NOTES	INIT.
CLIENT / PROJECT			
BRITISH LAND			
BURGER KING DT			
MERTHYR TYDFIL			
DRAWING TITLE			
LOCATION PLAN			

STATUS		PLANNING		
DATE	DRAWN	SCALE @ A3		
MAR 2026	CMP	1:1250		
PROJECT NUMBER	UNIT / BLOCK	CI / SFB CODE	TYPE & NUMBER	REVISION LETTER
DRAWING NO.				
11862	PL	LP01	A	
Site Location Plans	L	GA Plans	P	Elevations
Sections	S	Details	D	Prefix: Colour

THE RATCLIFFE GROVES PARTNERSHIP

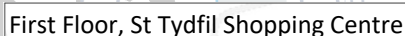
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23/03/2026 15:13:20 P:\000\11000\11800-11899\11862\1-Sheets\Planning\11862-PL-01.dgn rebecca.grafage BK DRIVE THRU, MERTHYR TYDFIL



Appendix B – Experian Goad Plan





Appendix C – Merthyr Tydfil Town Centre Boundary

Adopted Replacement LDP 2016-2031 Proposals Map

