

INTERNAL MEMORANDUM

To: David Cross - Development Control Case Officer
Reference: P/25/0165

From: Planning Policy and Implementation Section
Ask for: David James
Extension: 7053

Date: 20th August 2025

Summary

No objection raised. The development meets the relevant Replacement LDP policies (SW1, SW2, SW3, SW4, SW6, EcW4 & EcW1).

If minded to approve in principle, particular consideration should be given to the impact of the development on the character of the area, the impact on surrounding area and occupiers in terms of noise and disturbance, traffic generation and parking provision (Policies SW11, SW12 & EnW4). Consideration should also be given to any relevant historic environment assets (Policy CW1), and any adjacent and nearby natural environment assets, such as SINCs (Policies EnW1, EnW2 & EnW3).

The requirements of Policies SW10, SW13, SW9 and EcW9 should also be noted.

Observations in respect of the above proposal

1. Proposed Development

An application for outline planning permission, with all matters reserved (except for the main access points), for the demolition, ground reclamation and remediation, and comprehensive redevelopment of the former Hoover site.

This would create a new neighbourhood, including up to 441 new homes, 1.5 hectares of employment land (including B1 (business), B2 (general industrial), B8 (storage and distribution) and sui generis uses), community hub (including A1 (shops), A2 (financial and professional services) A3 (food and drink), B1 (business), D1 (non-residential institutions) and sui generis uses), community heat hub, metro station and transport hub (including transport interchange and parking), a network of open spaces (including parkland, active travel routes, areas for informal recreation and SUDS attenuation features) together with associated works, including improvement/works to the highway network, at Hoover, Pentrebach Road, Merthyr Tydfil.

2. Development Plan Framework

The existing development plan framework in Merthyr Tydfil is provided by:-

The Merthyr Tydfil County Borough Council Replacement Local Development Plan (2016 - 2031)

The relevant LDP Objectives are:-

- *LDP Objective 1 Sustainable Population Growth: To encourage a sustainable level and distribution of population growth.*
- *LDP Objective 2 Welsh Language and Culture: To protect and enhance Welsh language and culture.*
- *LDP Objective 3 Housing Provision: To ensure the sufficient provision of land for the delivery of a range and choice of housing and affordable housing to address local housing needs.*
- *LDP Objective 4 Regeneration: To promote the suitable reuse of previously developed land and the continued regeneration of local communities.*
- *LDP Objective 5 Infrastructure: To ensure that community infrastructure and open space supports the regeneration of local communities.*
- *LDP Objective 6 Sustainable Design: To promote high quality, sustainable and inclusive design and support measures which mitigate the predicted effects of climate change.*
- *LDP Objective 7 Transport: To support an integrated transport system, promote active travel and ensure new developments are accessible by walking, cycling and public transport links.*
- *LDP Objective 8 Community Facilities: To support existing community facilities and suitable community led development.*
- *LDP Objective 9 Heritage and Cultural Assets: To protect, enhance and promote all heritage, historic and cultural assets.*
- *LDP Objective 10 Biodiversity: To improve ecosystem resilience and connectivity which support habitats and species of principle importance.*
- *LDP Objective 11 Countryside and Landscape: To protect and enhance the character and appearance of the landscape and the countryside.*
- *LDP Objective 12 Economic Development: To provide and safeguard appropriate land for economic and skills development.*
- *LDP Objective 14 Town and Local Centres: To develop the town and local centres as accessible, attractive, viable and vibrant places.*
- *LDP Objective 15 Leisure, Recreation and Tourism: To support sustainable tourism, leisure and recreation developments and encourage an all year round tourism industry.*
- *LDP Objective 16 Renewable Energy: To promote renewable and low carbon energy.*

The following development plan policies would apply:-

- *Policy SW1: Provision of New Homes*
- *Policy SW2: Provision of Affordable Housing*
- *Policy SW3: Sustainably Distributing New Homes*
- *Policy SW4: Settlement Boundaries*
- *Policy SW6: Hoover Strategic Regeneration Area*
- *Policy SW9: Planning Obligations*

- *Policy SW10: Protecting and Improving Open Spaces*
- *Policy SW11: Sustainable Design and Placemaking*
- *Policy SW12: Improving the Transport Network*
- *Policy SW13: Protecting and Improving Local Community Facilities*
- *Policy CW1: Historic Environment*
- *Policy EnW1: Nature Conservation and Ecosystem Resilience*
- *Policy EnW2: Internationally and Nationally Protected Sites and Species*
- *Policy EnW3: Regionally Important Geological Sites, Sites of Importance for Nature Conservation, Local Nature Reserves and Priority Habitats and Species*
- *Policy EnW4: Environmental Protection*
- *Policy EnW5: Landscape Protection*
- *Policy EcW1: Provision of Employment Land*
- *Policy EcW2: Protecting Employment Sites*
- *Policy EcW3: Retail Hierarchy – Supporting Retailing Provision*
- *Policy EcW4: Retail Allocation*
- *Policy EcW6: Out-of-Town Retailing Areas*
- *Policy EcW7: Tourism, Leisure and Recreation Development*
- *Policy EcW8: Renewable Energy*
- *Policy EcW9 District Heating*

The following supplementary planning guidance (SPG) is applicable:-

- *Merthyr Tydfil Local Development Plan Supplementary Planning Guidance Note 1: Affordable Housing (March 2012)*
- *Merthyr Tydfil Local Development Plan Supplementary Planning Guidance Note 2: Planning Obligations (March 2012)*
- *Merthyr Tydfil Local Development Plan Supplementary Planning Guidance Note 4: Sustainable Design (July 2013)*
- *Merthyr Tydfil Local Development Plan Supplementary Planning Guidance Note 5: Nature and Development (May 2015)*

National Planning Policy

Planning Policy Wales (Edition 12, February 2024)

Planning Policy Wales provide guidance on matters relevant to this application, namely:

- Placemaking in Action: Good Design Making Better Places
- Placemaking in Action: Promoting Healthier Places
- Strategic Placemaking: Accessibility
- Strategic Placemaking: New Settlements
- Strategic Placemaking: Previously Developed Land
- Strategic Placemaking: Supporting Infrastructure
- Moving within and between places: Transport
- Living in a Place: Housing
- Activities in a Place: Retail and Commercial Development
- Activities in a Place: Community Facilities

- Activities in a Place: Recreational Spaces
- Economic Infrastructure: Transportation Infrastructure
- Economic Infrastructure: Economic Development
- Economic Infrastructure: Tourism
- Energy: Reduce: Energy Demand and Use of Energy Efficiency
- Energy: Renewable and Low Carbon Energy
- Distinctive and Natural Places: Recognising the Special Characteristics of Places
- Recognising the Environmental Qualities of Places: Water and Flood Risk

Future Wales: The National Plan 2040 (February 2021)

Future Wales provides guidance on matters relevant to this application, including, but not limited to:

- Policy 1: Where Wales will grow
- Policy 2: Shaping Urban Growth and Regeneration – Strategic Placemaking
- Policy 3: Supporting Urban Growth and Regeneration – Public Sector Leadership
- Policy 6: Town Centre First
- Policy 7: Delivering Affordable Homes
- Policy 8: Flooding
- Policy 9: Resilient Ecological Networks and Green Infrastructure
- Policy 16: Heat Networks
- Policy 33: National Growth Area – Cardiff, Newport and the Valleys

3. Policy Considerations

The site of the proposal is located within the 'Primary Growth Area, as defined by the LDP, and within the settlement boundary where development will be allowed subject to the proposals compatibility with other plan policies and material considerations (**Policies SW3 and SW4**). It is also located within the Hoover Strategic Regeneration Area (**Policy SW6**).

Policy SW1 states that 2250 additional homes are required to sustainably grow our population. The proposal would comprise up to 441 new dwellings, which would represent a significant contribution to the 2250 units that are required during the plan period.

Policy SW2 states that development proposals will be expected to deliver a number of affordable dwellings across the County Borough, during the plan period, in order to contribute to the identified level of housing need. The proposal comprises up to 441 new residential units, 10% of which would be required to be affordable units. This would represent a significant contribution to the 253 affordable units that are required during the plan period. As such, the proposal complies with Policy SW2.

Policy SW3 states that new homes will be concentrated within the main settlement of Merthyr Tydfil (Primary Growth Area). Additionally, the main part of the application site (referred to as the Western Parcel), is an allocated housing site - SW3.1: Hoover Factory Site. As such, the proposal complies with policies SW1 and SW3.

The site is located within the Hoover Strategic Regeneration Area (**Policy SW6**). This area has been identified to facilitate a major mixed-use development comprising:

- 440 new homes,
- Local retail provision of 400 sqm,
- New employment development on 1.5 hectares of land,
- Pentrebach Station Park and Ride,
- Provision of a new footbridge/cycle bridge to Abercanaid,
- Safeguarded land for a new Metro station, and
- A minimum of 1.79 ha of open space.

The proposal incorporates the above elements, and any development proposals will be required to incorporate sustainable placemaking design principles.

Policy SW9 relates to planning obligations. It advises that, where appropriate and having regard to development viability, planning obligations will be sought for:

1. On site provision of affordable housing on sites of 10 homes or more at a level of:
 - 10% in the Primary Growth Area.
 - 5% in the Other Growth Area.
2. A financial contribution towards the provision of affordable housing:
 - On sites of between 5 and 9 homes or;
 - On sites of 10 or more homes, where on-site provision is not appropriate.
3. The provision of open space on sites of 10 homes or more, where there is an identified need.
4. Other relevant obligations not included within the Council's Community Infrastructure Levy (CIL) Regulation 123 List of Infrastructure.

The proposal should include 10% affordable housing and includes areas of open space within the site. This would fulfill the requirements of Policy SW9, and no additional contributions would be sought. Additionally, CIL is chargeable in this part of the County Borough (at £25 per sq m index linked).

Policy SW10 states that development proposals that improve the quality, quantity or access to open space will generally be supported.

It is noted that the proposal includes a multifunctional green and blue infrastructure network across the site, including SuDs, green corridors, ecological buffers and a linear park.

Policy SW11 requires new development to:

1. be appropriate to its local context in terms of scale, height, massing, elevational treatment, materials and detailing, layout, form, mix and density;
2. integrate effectively with adjacent spaces, the public realm and historic environment to enhance the general street scene and create good quality townscape;
3. not result in an unacceptable impact on local amenity, loss of light or privacy, or visual impact, and incorporate a good standard of landscape design;
4. contribute to the provision of green infrastructure, including open space in accordance with the Council's standards, sustainable drainage systems where

- appropriate, and ensure that the County Borough's network of green infrastructure is accessible and connected;
- 5. allow 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 and satisfy the Council's parking standards;
- 6. incorporate a range of inclusive/adaptable design specifications, a mix of house types, tenures and sizes to meet identified local needs;
- 7. incorporate resource efficient/adaptable buildings and layouts using sustainable design and construction techniques;
- 8. minimise the demand for energy and utilise renewable energy resources;
- 9. provide and protect relevant utility services and infrastructure without causing any unacceptable environmental impacts;
- 10. incorporate measures to improve ground and surface water quality wherever possible;
- 11. provide adequate facilities and space for waste collections and recycling; and
- 12. promote the creation of healthy and active environments and reduce the opportunity for crime and anti-social behaviour.

Considering the scale of the proposal and the location of the application site, in close proximity to existing dwellings and commercial uses, careful consideration should be given to these issues. Any proposed parking provision should be checked against the Council's current parking standards, and the views of the Engineering and Traffic Group Leader should be sought in this respect.

Policy SW12 supports development that encourages a modal shift towards sustainable transport, including the enhancement of pedestrian, cycle, rail and bus facilities, in addition to any necessary road improvements. Development proposals will be expected to demonstrate how they reduce the need to travel and encourage the use of sustainable transport.

It is noted that the site is crossed by Proposed Active Travel Routes & contains a potential new Metro Station. As such, the views of the Engineering and Traffic Group Leader should be sought in this respect.

SW13 states that The provision of new and enhanced community facilities will be supported subject to satisfying other relevant LDP policies.

It is noted that the proposal includes recreational and community uses on the site, including a community hub.

Policy CW1 advises that the integrity of our historic environment assets will be conserved and enhanced. Development proposals will only be permitted where it can be demonstrated they would preserve or enhance the architectural quality, character or the historic or cultural importance of our designated historic environment assets. Development affecting undesignated historic environment assets including, locally listed buildings or structures, Urban Character Areas (UCA) and Archaeologically Sensitive Areas should have regard to their special character and archaeological importance.

The site is located within a Landscapes of Outstanding Historic Interest in Wales. Additionally, the Hoover Factory reception building, gatehouse, and social club building are of local significance. The impact of the proposal on these, and any other relevant heritage assets

should be carefully considered, and views of the appropriate Council officer and Heritage body sought as appropriate.

Policy EnW1 advises that development proposals will be required to promote the resilience of ecosystems. In particular, proposals will be required to maintain and enhance biodiversity interests unless it can be demonstrated that:

1. The need for the development clearly outweighs the biodiversity value of the site; and
2. The impacts of the development can be satisfactorily mitigated and acceptably managed through future management regimes.

Policy EnW2 states that development likely to have an adverse effect either directly or indirectly on the conservation value of an internationally or nationally designated site, including the area, structure and function of designated features, will only be permitted where it is demonstrated that:

1. There is no suitable alternative to the proposed development; and
2. It can be demonstrated that the benefits from the development clearly outweigh the special interest of the site; and
3. Appropriate compensatory measures are secured; or
4. The proposal contributes to the protection, enhancement and positive management of the site.

Development proposals likely to affect protected species will only be permitted where it is demonstrated that:

1. The population size, range, distribution and long-term prospects of the species will not be significantly adversely impacted;
2. There is no suitable alternative to the proposed development;
3. The benefits of the development clearly outweigh the adverse impacts on the protected species; and
4. Appropriate, avoidance, minimisation, mitigation, compensation and enhancement measures are provided.

Policy EnW3 advises that development proposals likely to have an adverse impact on Regionally Important Geological Sites, Sites of Importance for Nature Conservation, Local Nature Reserves, or Priority Habitats and Species will only be permitted where it can be demonstrated that:

1. The need for the development clearly outweighs the conservation value of the site;
2. Adverse impacts on nature conservation features or geological features can be avoided;
3. Appropriate and proportionate mitigation and compensation measures can be provided; and
4. The development maintains and where possible enhances biodiversity and geodiversity interests.

The application site is adjacent to Site of Importance for Nature Conservation (SINC) 58 (Afon Taf). As such, LDP policies EnW1 and EnW3 are particularly relevant, and the views of the Council's Ecologist and Landscape Architect should be sought.

Policy EnW4 advises that development proposals will be required to demonstrate 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.

Where impacts are identified the Council will require applicants to demonstrate that appropriate measures have been incorporated to reduce, or minimise the impact identified to the lowest possible acceptable level. Planning conditions may be imposed or legal obligation entered into, to secure any necessary mitigation and monitoring processes.

Considering the above, and the scale and location of the proposal, the views of the Engineering and Traffic Group Leader and Environmental Health department should be sought as appropriate.

Additionally, while the application site is located within Flood Zone 1 on the Natural Resources Wales environmental data maps, given the scale and location of the proposal, Natural Resources Wales should be consulted.

Policy EcW1 seeks to support economic development. As such, 30.65 hectares of employment land (for B1(b), B1(c), B2, B8 uses), are allocated, including Site EcW1.1 – Hoover Site 1.

This site is included in the application site, and is referred to as the North-Eastern Parcel. It is proposed for employment use, and would therefore comply with Policy EcW1.

Policy EcW2 seeks to protect existing employment sites, At Pengarnddu, Pant Industrial Estate, Goatmill Road, EFI Industrial Estate, Cyfarthfa Industrial Estate, Triangle Business Park, Merthyr Tydfil Industrial Park, The Willows/ Abercanaid Industrial Estate, and at allocated employment sites, development will be permitted if:-

- It is within Use Classes B1(b), B1(c), B2 or B8; or
- It provides an ancillary facility or service that supports the primary employment use, or
- It is an acceptable complementary commercial service outside class B uses, or
- It is an appropriate waste management facility compatible with existing industrial and commercial activities.

Development proposals for uses other than those stipulated and that would result in the loss of employment land / premises at the above sites will only be permitted where it can be demonstrated that the proposal would not lead to an unacceptable change in the nature of the employment site and where the existing use is inappropriate or the land/premises are surplus to the requirements of the employment market.

The piece of land referred to as the Eastern Parcel would be located on the Triangle Business Park Protected Employment Site. It does not appear that this would be a Class B Use. However, this land previously contained a pumping station used in relation to the Hoover Factory, and

connected to it via a tunnel under the highway. As such, no employment land would be lost, and the proposal would comply with Policy EcW2.

Policy EcW4 seeks to support the Hoover Strategic Regeneration Area. As such, land is allocated to provide 400 sqm for local retail provision.

It is noted that the proposed community hub would contain a mix of uses including retail uses.

Policy EcW7 states that tourism, leisure and recreation development within settlement boundaries is generally supported, particularly where they aid the revitalisation and regeneration of the Town and Local Centres.

Policy EcW9 relates to District Heating, and states that the use of combined heat and power (CHP), combined cooling, heat and power (CCHP) and district heating will be encouraged. Within the Heat Priority Areas listed below, major development will be expected to incorporate, where viable and technically feasible, infrastructure for district heating and to connect to existing systems where available. Developers should submit an energy strategy along with their application. The following are identified as Heat Priority Areas:

- Project Heartland;
- Goat Mill Road, and
- Hoover Strategic Regeneration Area.

Major development proposals within Heat Priority Areas should be accompanied by an energy strategy. These should set out the consideration of energy efficiency and feasibility for incorporating of renewable energy technologies, in particular they should:

- Set out the projected annual energy demands for heat and power from the proposed development against the appropriate baseline (2006 Building Regulations Part L standards), along with the associated CO2 emissions;
- Demonstrate how these demands have been reduced via energy efficiency or low carbon energy sources such as CHP and district heating, and set out the CO2 emissions associated with the residual energy demand, and
- Consider the viability and technical feasibility of district heating and renewable energy technologies to reduce these demands.

It is noted that the proposal includes a potential Community Heat Hub, located on the piece of land referred to as the Eastern Parcel. Further information should also be submitted in the form of an Energy Strategy.