



# Hoover Strategic Regeneration Area

Framework Masterplan Document

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 the urbanists

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# Document Contents

1.0 INTRODUCTION	04	2.0 SITE ANALYSIS	10	3.0 PLANNING CONTEXT	22
4.0 FRAMEWORK MASTERPLAN	30	5.0 PLANNING ASSESSMENT	42	6.0 CONCLUSION	46







# INTRODUCTION 1.0

UG1725 | Hoover Strategic Regeneration Area | Framework Masterplan

1.0 INTRODUCTION	04
1.1 Purpose of the Masterplan	06
1.2 Vision Statement	07
1.3 Design Requirements	08
1.4 Introduction to the Site	09

Chapter 1 outlines the purpose and structure of the Framework Masterplan document and how it should be used. The chapter describes the vision and aspirations for the site to ensure the scheme achieves a strong sense of character and delivers an attractive place to live.

1.1 Purpose of the Masterplan

- 1.1.1 This document has been produced by The Urbanists on behalf of Welsh Government, Transport for Wales and Merthyr Tydfil County Borough Council.
- 1.1.2 The primary aims of this framework masterplan are to:
  - Set out a clear vision and design principles to guide the delivery of the Hoover Strategic Regeneration Area (SRA) proposals;
  - Help progress the Hoover SRA as an allocation in the First Replacement Local Development Plan;
  - Provide a framework to assist with the delivery of a high quality mixed use development;
  - Assist in the detailed design and the decision making process at the planning application stage; and
  - Provide continuity and consistency in quality over time.
- 1.1.3 This document is intended to be used by designers and development control officers bringing forward the development.
- 1.1.4 The structure of the document is set out opposite.

Chapter 1 - INTRODUCTION

- 1.1.5 Chapter 1 outlines the purpose and structure of the Framework Masterplan and how it should be used. This chapter describes the vision and aspirations for the SRA to ensure the scheme achieves a strong sense of character and becomes an attractive place to live.

Chapter 2 - SITE ANALYSIS

- 1.1.6 Chapter 2 provides a site analysis of the SRA (including flooding, landscape, movement etc). The chapter is concluded with a summary of the key opportunities and constraints.

Chapter 3 - PLANNING CONTEXT

- 1.1.7 Chapter 3 provides an overview of the planning policy context and planning history for the SRA. The context identified should frame how the framework masterplan is considered.

Chapter 4 - FRAMEWORK MASTERPLAN

- 1.1.8 Chapter 4 outlines the framework masterplan and design principles behind it. This is supported by a land budget plan and a landscape strategy.

Chapter 5 - PLANNING ASSESSMENT

- 1.1.9 Chapter 5 provides a planning assessment of the proposed masterplan against the local and national planning policy identified in Chapter 3.

Chapter 6 - CONCLUSION

- 1.1.10 Chapter 6 provides a conclusion to the framework masterplan document.. The conclusion reflects on the site, the design approach of the proposed masterplan, and summarises the planning policy position.

## 1.2 Vision Statement

- 1.2.1 To create Pentrebach Village; a mixed use neighbourhood of new homes and businesses in a strong waterside environment and with excellent connectivity to the rest of the Capital City Region.



▲ Axonometric sketch



To help deliver the vision a series of overarching design requirements have been identified in respect of movement, buildings and open space:

## 1.3 Design Requirements

### Movement

- Integrate a park and ride close to Pentrebach Metro station.
- Integrate the existing railway via a green landscape corridor.
- Provide flexibility for a Metro station in the north of the SRA.
- Create a legible environment through a clear hierarchy of streets that is reinforced by landscaping and the built form.
- Create a new footbridge across the river that links the two residential parts of the site and creates a connection with the existing settlement at Abercanaid.
- Upgrade the existing Metro station so that it is prominent.
- Create a network of pedestrian and cycle routes within the development that connect to the existing strategic recreational routes (Taff and Trevithick Trail).



▲ Movement

### Development

- Provide for a range of house types to satisfy local needs while also satisfying household projections and plan strategy.
- Deliver a sufficiently high density as appropriate adjacent to a Metro station.
- Incorporate retail uses to provide for local need and increase natural surveillance over Metro facilities.
- Deliver distinctive character areas which create a sense of place.
- Provide employment zones that can accommodate a range of employment types and are adaptable to future need.
- Reflect the cultural heritage of the site in the design of new development.



▲ Development

### Open space

- Establish a green perimeter to the SRA.
- Create a strong central green core to the SRA.
- Provide a range of open spaces for play and recreation.
- Reflect the site heritage in the open spaces.
- Promote new planting throughout the development
- Establish a green buffer around the existing railway line that has ecological benefit and creates a positive interface between the railway corridor and residential uses.
- Retain and manage existing green infrastructure (where viable).
- Incorporate the River Taff as a distinctive feature.
- Develop green infrastructure that has the potential to add value and sense of place to the future development.



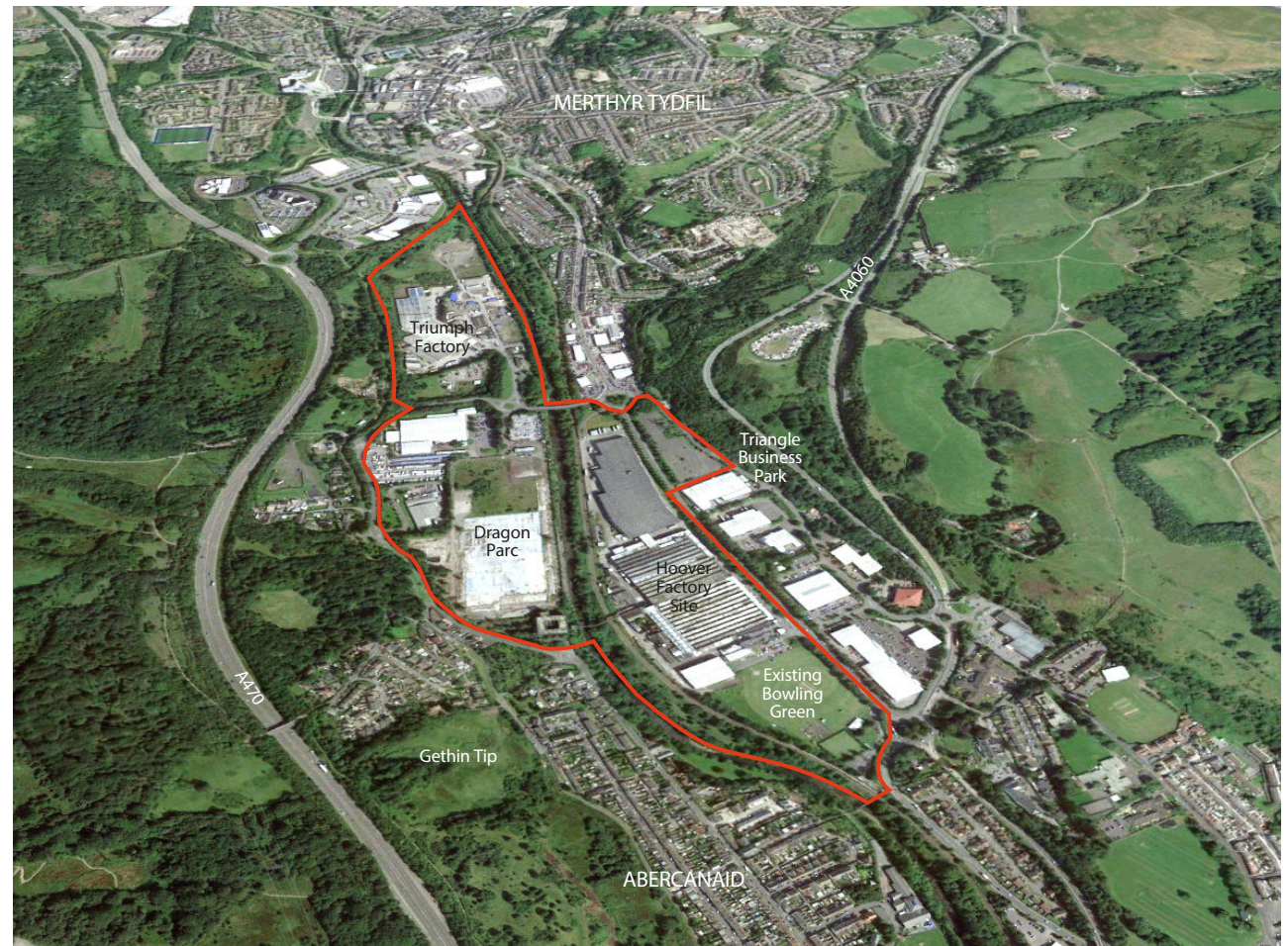
▲ Open Space



## 1.4 Introduction to the Site

### Site Location

- 1.4.1 The Hoover SRA is 59 ha. It includes: the former Hoover factory site; the former Ardagh site; the Triumph Furniture site (and surrounding industrial units); the development parcel to the north of Triangle Business Park; and, the former Gethin Tip site.
- 1.4.2 The SRA is accessed from the local highway network; the A470 is located to the west and the A4060 to the south and east. The SRA is also accessible from the rail network, as Pentrebach railway is located on the southern boundary of the SRA (immediately south of the former Hoover factory site).



▲ Aerial image showing the extends of the site (source: Google Earth)







# SITE ANALYSIS 2.0

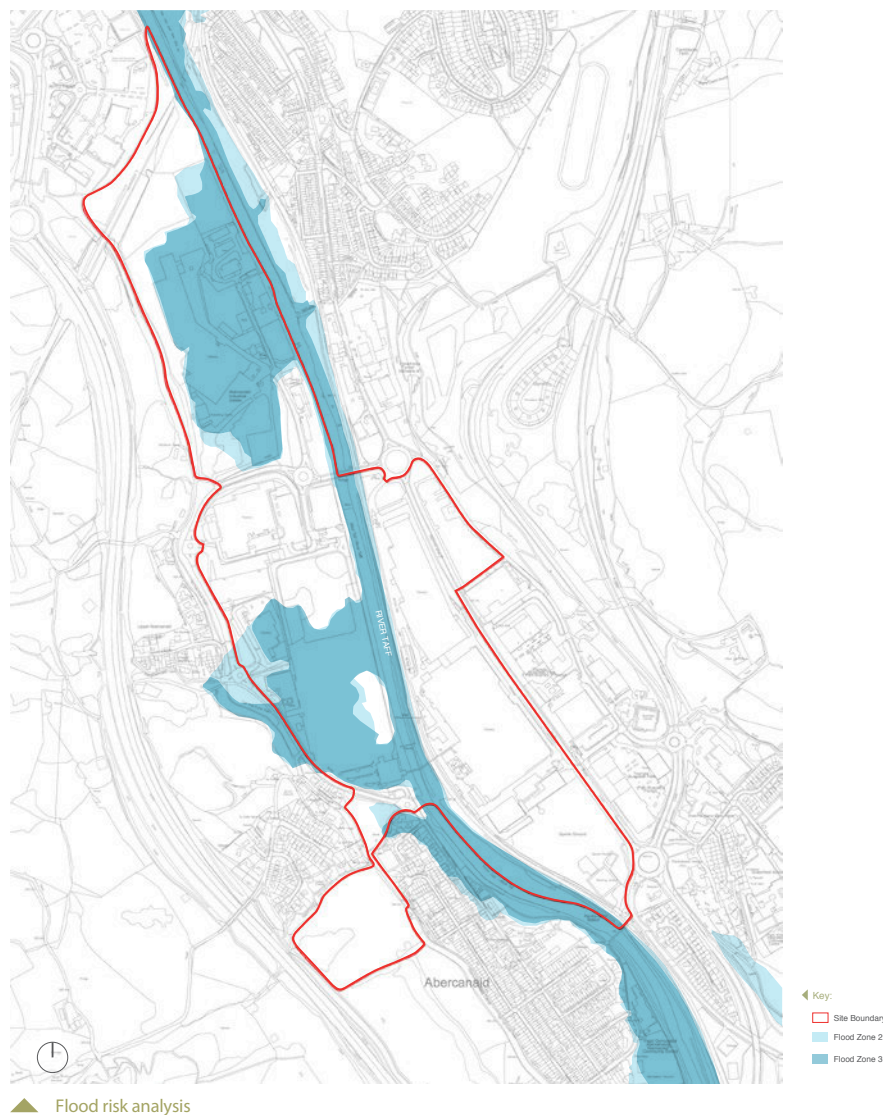
UG1725 | Hoover Strategic Regeneration Area | Framework Masterplan

3.0 SITE ANALYSIS	10
2.1 Flood Risk	12
2.2 Topography	13
2.3 Access and Movement	14
2.4 Ecology & Landscape	16
2.5 Cultural Heritage	18
2.6 Utilities & Services	19
2.8 Opportunities and Constraints	20

Chapter 2 sets out a comprehensive site analysis and is concluded with a summary of the key opportunities and constraints.

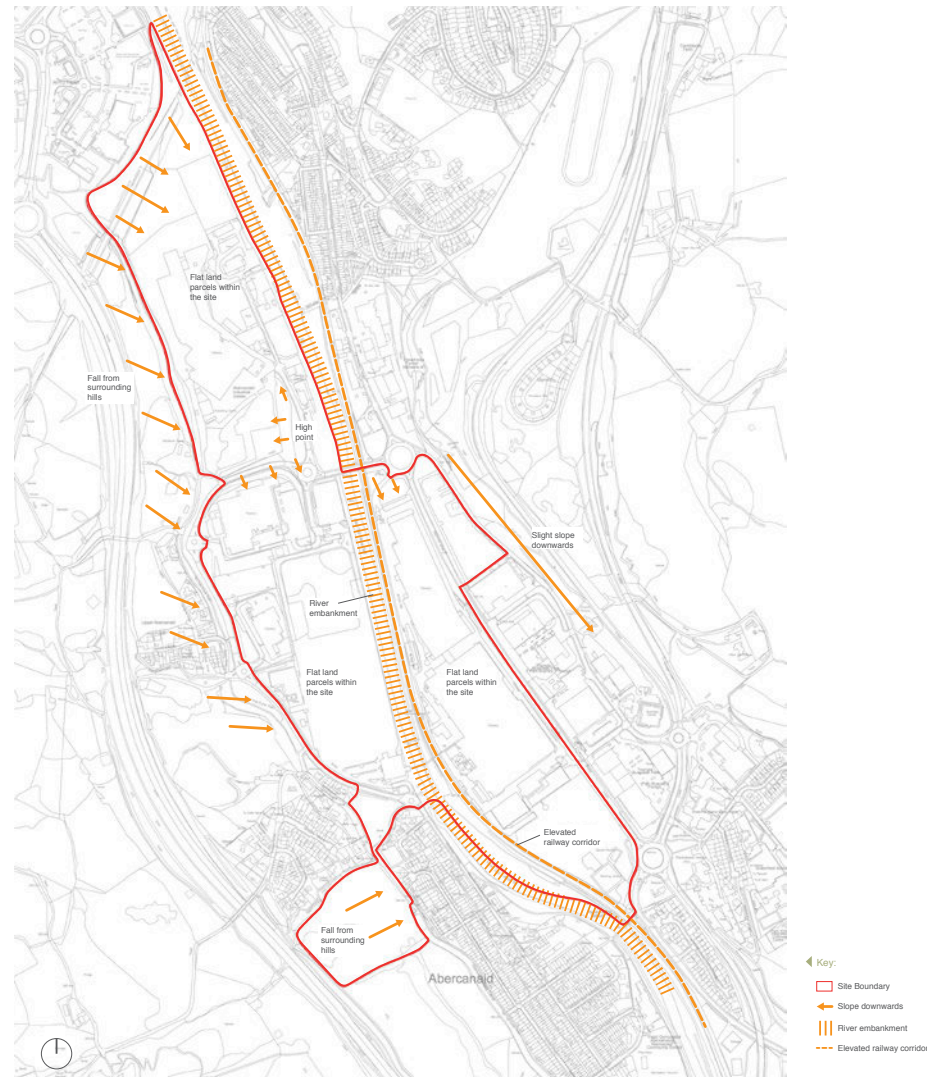
### 2.1 Flood Risk

- 2.1.1 Part of the SRA (33%) falls within Flood Zone 2, which is categorised as land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding (1% – 0.1%) in any year.
- 2.1.2 The areas affected are located on the plateau to the west of the river Taff. Areas include the Triumph Factory Site with surrounding industrial units and the southern part of the Dragon Parc Site. Flood risk mitigation works would be required in these areas in order to facilitate sensitive development.
- 2.1.3 The area of the SRA to the east of the Taff is unaffected by flood risk.
- 2.1.4 In the Development Advice Map, the majority of the SRA is located in Zone B (area known to have flooded in the past) and part is located in Zone C2 (area without significant flood defence infrastructure). In C2 areas, TAN 15 notes that only less vulnerable development should be considered.



## 2.2 Topography

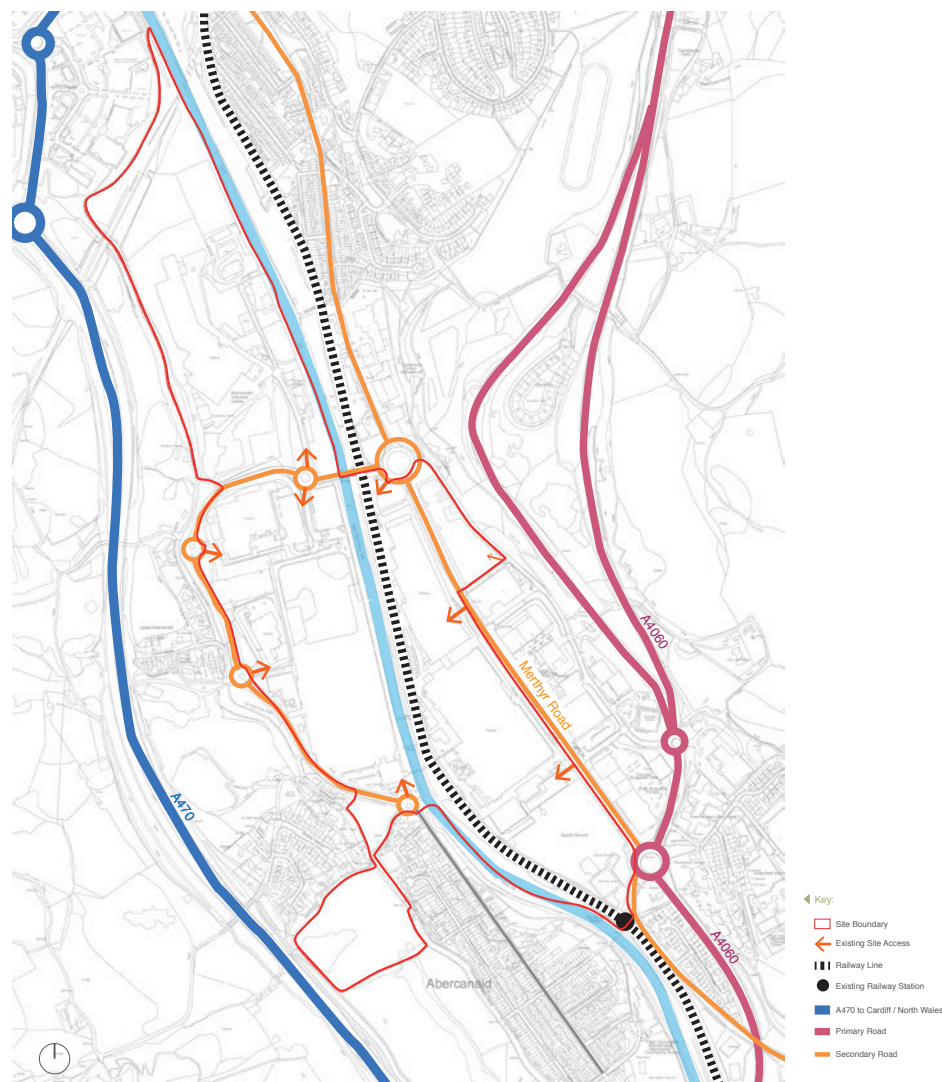
- 2.2.1 The Hoover SRA is located in the river valley with surrounding hills to the west and further to the east.
- 2.2.2 Although the land is generally sloping in North-South direction, individual parcels within the site are relatively flat due to their former industrial use.
- 2.2.3 An exception to this is the Gethin Tip site where the land falls down towards the East.
- 2.2.4 There is a high point to the south of the former Triumph Factory Site and a significant level change to the adjacent Dragon Parc.
- 2.2.5 The railway corridor that runs through the site is elevated from the Hoover Site and river embankment.



Topography analysis

## 2.3 Access and Movement

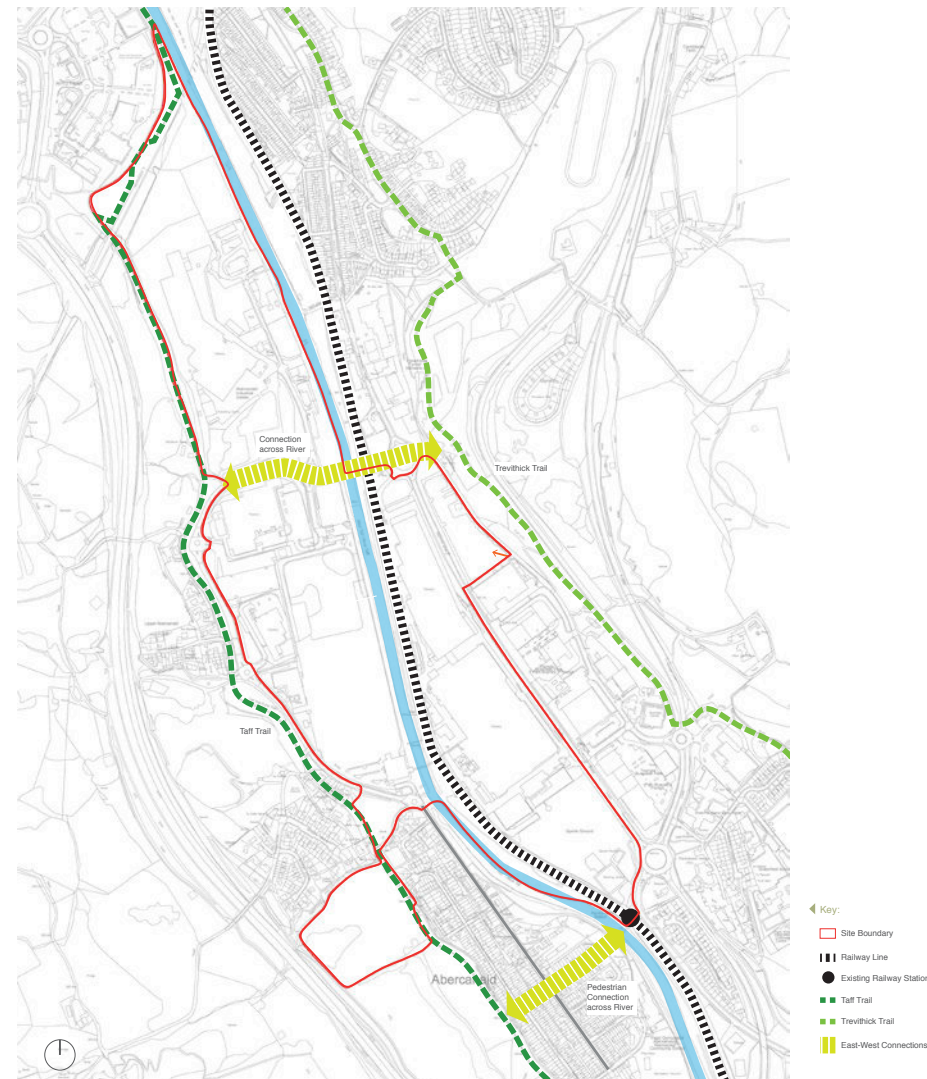
- 2.3.1 The SRA is dominated by employment land use and its associated functional road infrastructure. The site is therefore well-connected in terms of vehicular movement with good access to transport links and to the wider road network.
- 2.3.2 The A470 is located to the west of the SRA and is accessible from the A4060 which passes the SRA to the south and east. Merthyr Road is an important local highway connection which dissects the SRA and provides access to the Hoover site.
- 2.3.3 As the road infrastructure was largely developed to facilitate employment it does not create a pedestrian friendly environment.
- 2.3.4 The railway line dissects the SRA. The closest railway station is Pentrebach, which is located at the southern tip of the SRA.



▲ Vehicular movement analysis



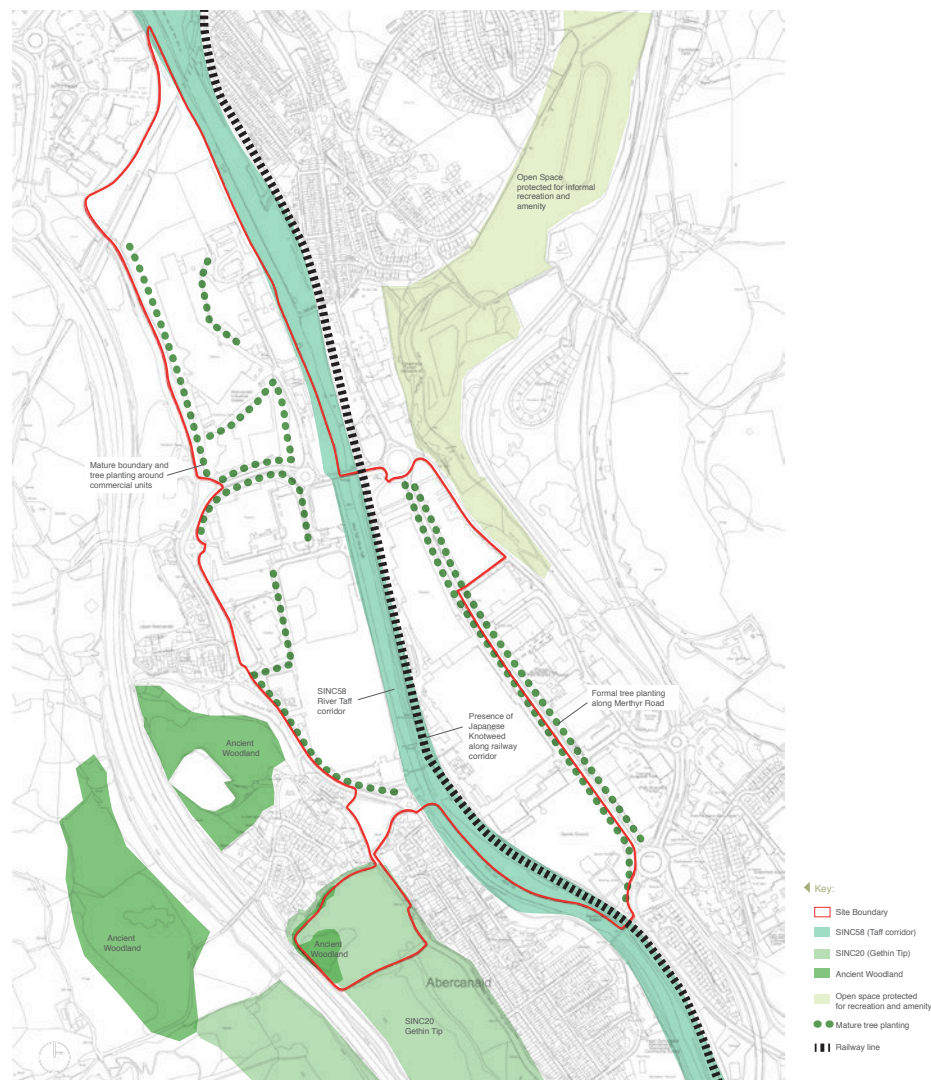
- 2.3.5 The Taff Trail borders the western boundary of the SRA. The trail is approximately 88km and provides a walking and cycle route between Brecon and Cardiff Bay. The trail is made up of old railway paths, forest paths and canals and follows National Cycle Route 8.
- 2.3.6 The Trevithick Trail borders the eastern boundary of the SRA. The trail is approximately 15km long and runs between Penydarren in Merthyr Tydfil to Abercynon in Rhondda Cynon Taf. The trail commemorates the first journey by a steam locomotive to pull a load on rails in 1804.



▲ Strategic cycle and pedestrian routes

## 2.4 Ecology and Landscape

- 2.4.1 The area around the site accommodates significant green infrastructure and landscape areas which will need to be considered within the proposal.
- 2.4.2 The semi-natural landscape associated with the River Taff is protected as a Site of Interest in Nature Conservation (SINC). The river Taff is an important element of the Green Infrastructure within the area, but is highly inaccessible.
- 2.4.3 The site at Gethin Tip lies within a SINC and accommodates ancient woodland. This calls for a more considerate and sensitive treatment of this part of the site especially in relation to the existing settlement at Abercarnaid.
- 2.4.4 Japanese Knotweed is present in the area, particularly associated with the railway line. This poses a significant constraint for future green infrastructure enhancement and development.
- 2.4.5 The established formal planting along Merthyr Road is an effective part of the Green Infrastructure and needs to be retained and enhanced as part of the proposals.



Ecology and landscape analysis



2.4.6 Most of the green infrastructure in the area has arisen in response to the employment use and its associated highways infrastructure. This manifests itself in shelter belts of planting that screen and divide sites, buildings and roads within the site. Whilst the landscaping has been very successful in terms of screening, it also contributes to a 'placeless' environment which is sterile and has poor natural surveillance. As part of a development proposal, these features will need to be adapted, managed and integrated into a more holistic green infrastructure that relates to the heritage landscape in a meaningful way and creates sense of place.

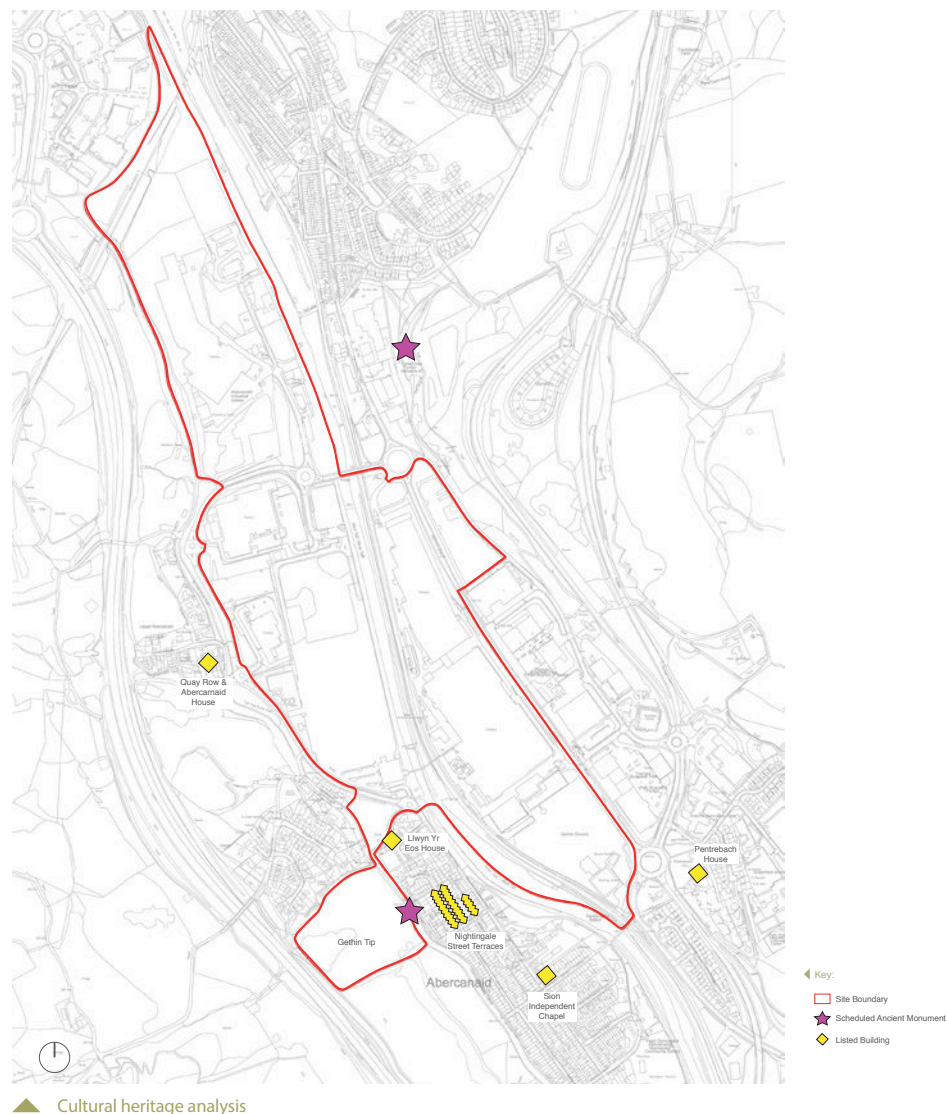
2.4.7 There are also a number of connections to the wider landscape such as Gethin Woods and Bike Park Wales which have the potential to connect the urban parts of the valley with the rural uplands.



▲ Series of site photographs (clockwise): view of River Taff dissecting SRA; the entrance to the Hoover SRA; existing highway infrastructure to the site; and the Taff Trail.

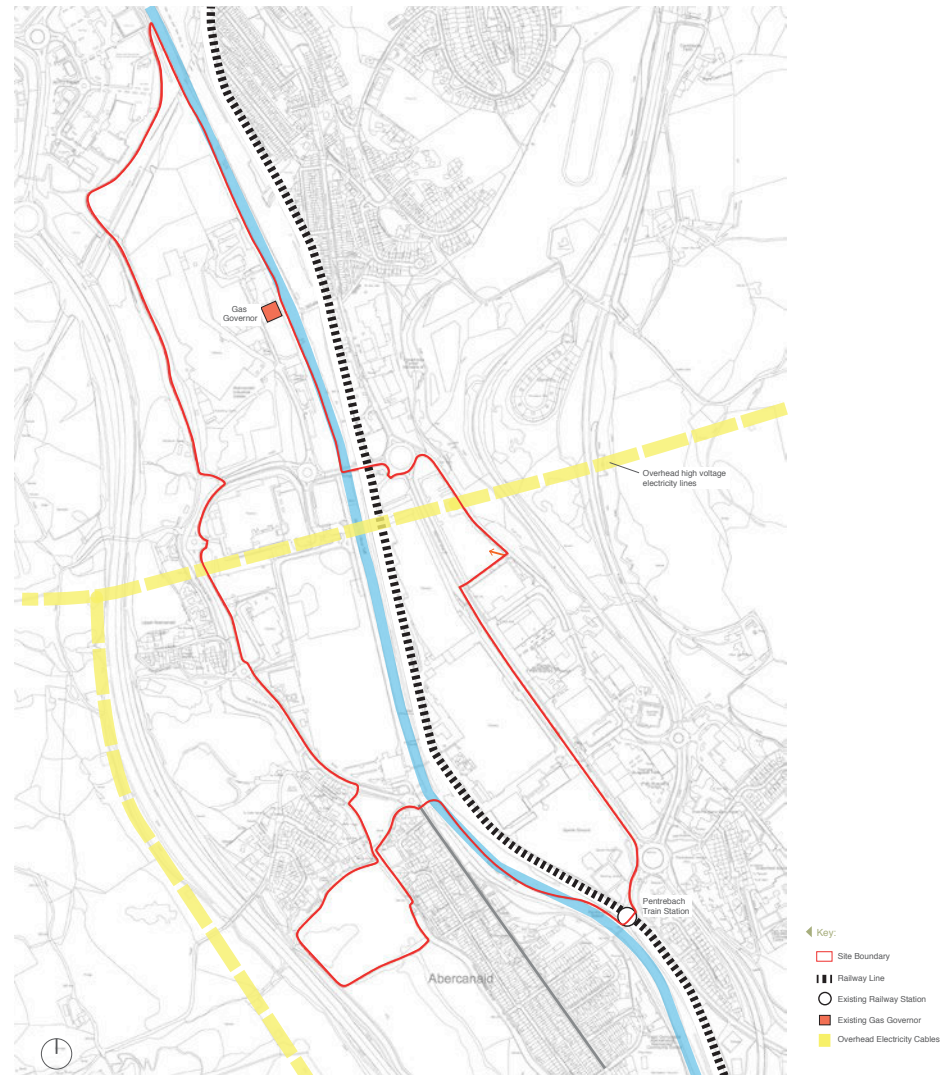
## 2.5 Cultural Heritage

- 2.5.1 The cultural history of the area is associated with the early iron and coal industry and the innovations in transport (the canals and railway) that were necessary to transfer goods and materials.
- 2.5.2 There are a variety of listed and historically significant buildings and structures in the vicinity of the site which are associated with the fragmented heritage landscape along the former railway alignment and Glamorganshire Canal (now the Taff and Trevithick Trails).
- 2.5.1 Some of this industrial history is still apparent today in visible remnants and a number of modern interventions that seek to improve the setting and interpretation of the area's cultural heritage. These, however, appear to be secondary and isolated in the context of the dominating employment infrastructure that characterises the area.
- 2.5.2 Although more recent and not formally protected by any heritage designations, the front facade of the Hoover factory building has a local cultural importance.



## 2.6 Services and Utilities

- 2.6.1 There are a number of service and infrastructure constraints which will need to be taken into consideration as part of the development of a masterplan for the area. These include:
- 2.6.2 Overhead high voltage electricity lines run across the site in East-West direction at the northern part of the Hoover site. Although no pylons are located within the site itself, the infrastructure has a considerable visual impact and will limit development options.
- 2.6.3 A gas governor and sub-station are located adjacent to the river adjacent to the former Triumph Factory. These will need to be retained in the development proposal.
- 2.6.4 The railway line that runs parallel to the river is also a major piece of infrastructure which will have implications on future development in terms of movement, noise and overlooking.

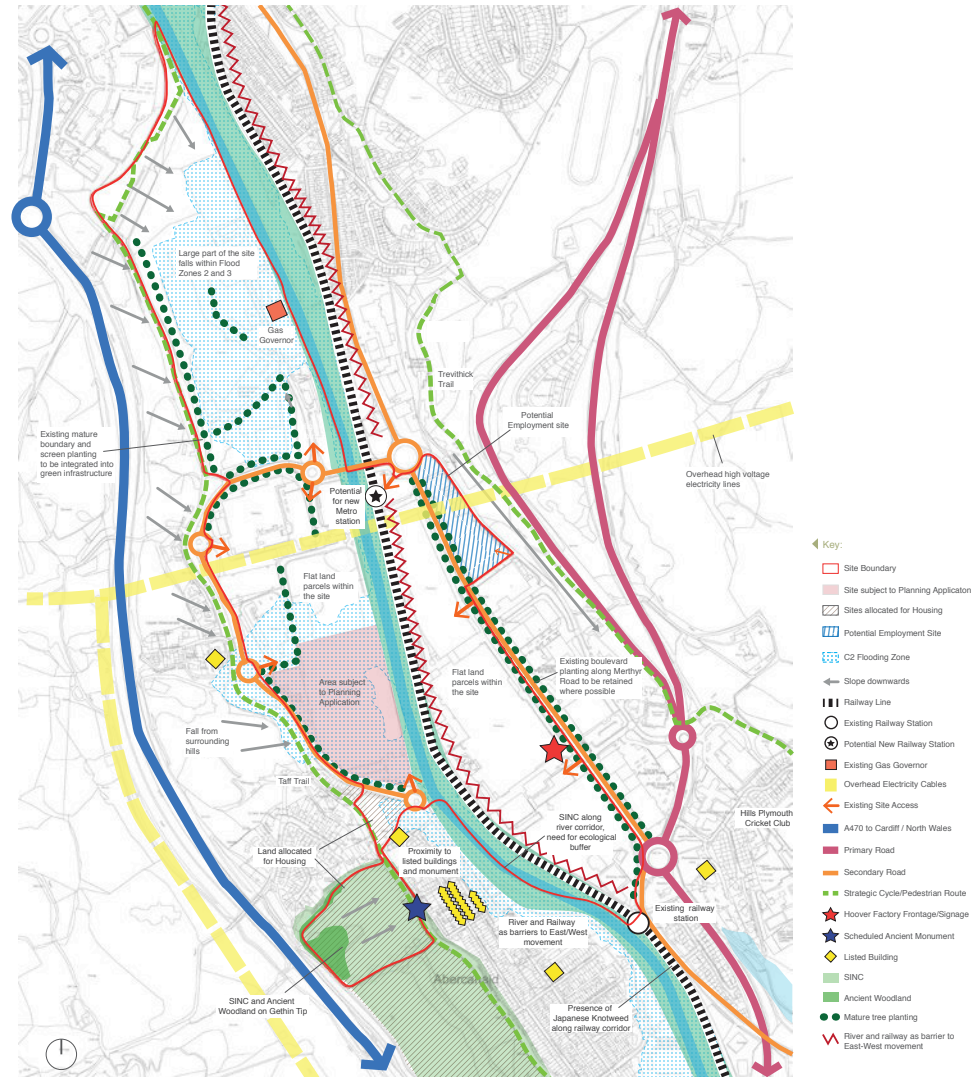


Services and utilities constraints analysis



## 2.7 Opportunities & Constraints

2.6.5 The table opposite provides a summary of the contextual analysis and identifies key constraints and opportunities for the development of the site.



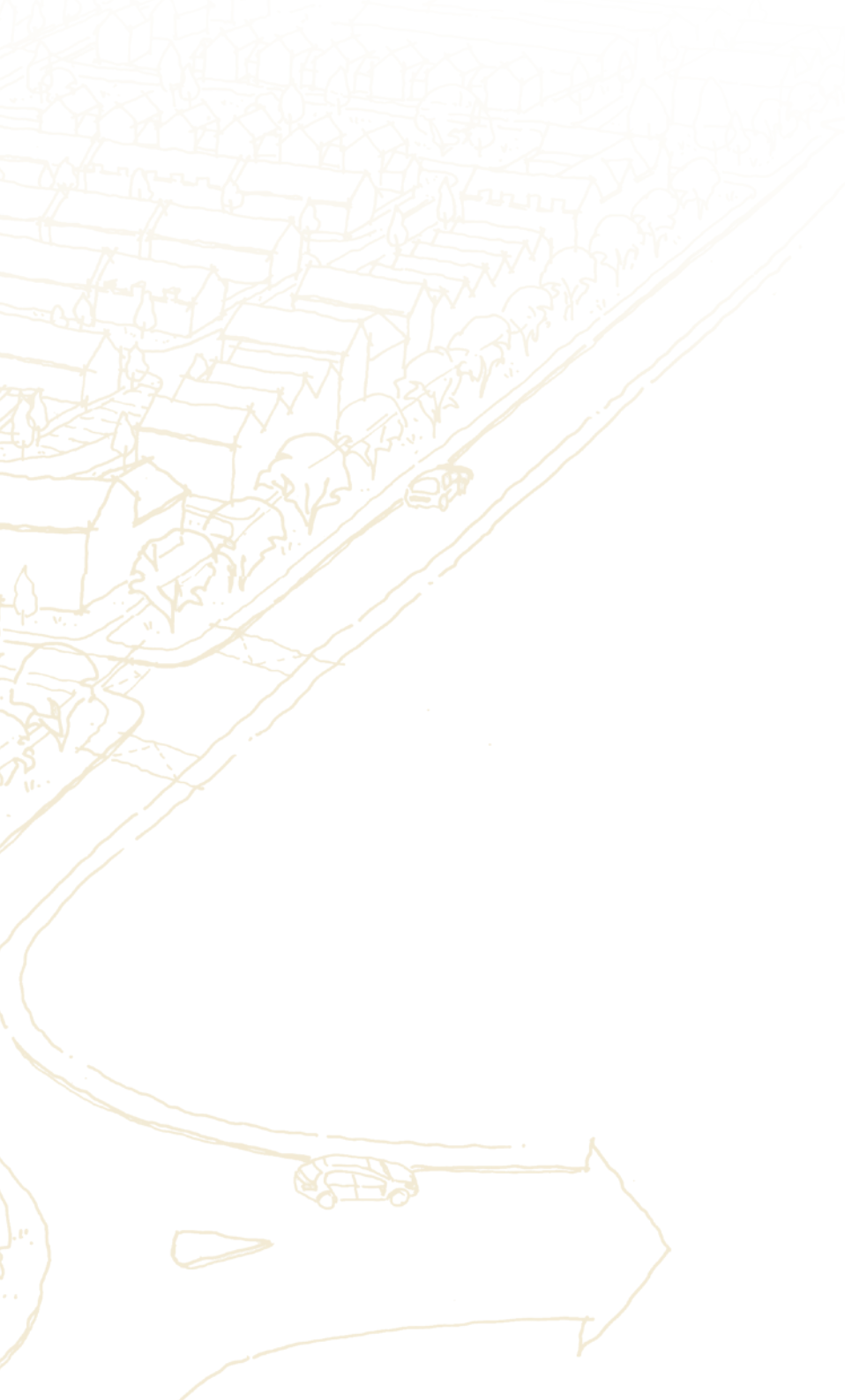
Opportunities and constraints summary

OPPORTUNITIES	CONSTRAINTS
<ul style="list-style-type: none"> <li>• <b>Highway connections</b> - The SRA benefits from strong strategic highway connections provided by the A470, A4060 and Merthyr Road.</li> <li>• <b>Pedestrian and cycle connections</b> - The Taff Trail and Trevithick Trail provide good quality cycle and pedestrian infrastructure that connect the SRA to the wider landscape.</li> <li>• <b>Rail connections</b> - The proximity of the railway line and Pentrebach railway station site present an opportunity to create a development that is highly connected to the wider local area and region by rail. There is also an opportunity to incorporate a new railway station to the north of the Hoover factory site.</li> <li>• <b>River Taff</b> - The river is a designated SINC and its presence in the SRA provides the opportunity to create a development that interacts with the river and its surrounding vegetation.</li> <li>• <b>Green infrastructure</b> - The site has an established landscape infrastructure that could be enhanced and managed to establish green-links through the SRA and to the wider local area.</li> <li>• <b>Heritage</b> - The SRA has a number of heritage assets located in and adjacent to it. These are largely associated with the industrial heritage of the area and the Hoover factory, and could be incorporated into future development opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Highway connections</b> - The existing highway connections are designed for vehicle use (including HGVs). The infrastructure does not therefore provide an environment that is friendly to pedestrians and cyclists. Design interventions are required to address this.</li> <li>• <b>Utilities and infrastructure</b> - There are significant utilities in the form of overhead electricity cables and a gas governor that need to be integrated into a masterplan for the SRA. The presence of the railway track also needs to be accounted for and sensitive design is required to integrate the track alongside any new development.</li> <li>• <b>Flood risk</b> - A large section of the SRA (33%) is located in Flood Zone 2 and mitigation works would be required to develop large sections of the development plateau west of the Taff.</li> <li>• <b>Contamination</b> - The extent of contamination and the required remediation is unknown.</li> <li>• <b>Heritage</b> - The front facade of the existing Hoover factory has local cultural value, but retaining it in a development layout would be difficult on the grounds of viability.</li> <li>• <b>Green infrastructure</b> - While the presence of green infrastructure is strong, it currently reduces natural surveillance and contributes to a poor sense of place. Intervention and better management is required to address this.</li> <li>• <b>River Taff</b> - The river is currently a key asset, but its location in the centre of the SRA means that west to east connectivity is currently poor.</li> <li>• <b>Ecology</b> - An ecology survey will be needed to understand whether the site has ecological interest. The Gethin Tip site is part of a SINC and accommodates woodland. Any future development should therefore be designed appropriately.</li> </ul>

▲ Opportunities and constraints table summary







# PLANNING CONTEXT 3.0

UG1725 | Hoover Strategic Regeneration Area | Framework Masterplan

3.0 PLANNING CONTEXT	22
3.1 Local Planning Policy	24
3.2 Planning History	28
3.3 National Policy	29

Chapter 3 provides an overview of the planning policy context and planning history of the site. The context set out should frame how the masterplan is considered

## 3.1 Local Planning Policy

### 3.1.1. Merthyr Tydfil Local Development Plan, 2006-2021

The adopted Merthyr Tydfil Local Development Plan (LDP) sets out the Council's priorities for the development and use of land in the County Borough and its policies to implement them over the fifteen year plan period between 2006 and 2021. The LDP was adopted on 25th May 2011 and comprises the statutory development plan for the purposes of planning decisions.

The vision of the LDP provides a clear view of what kind of place the County Borough should become in the future. The vision states that:

"Between 2006 and 2021, the Local Development Plan will ensure that the development and use of land in Merthyr Tydfil is undertaken in a sensitive manner following a holistic approach with the concept of sustainability as its core. In this way, the ambition of the Plan is to reflect the expectations of the community to:

- Facilitate sustained growth;
- Promote social inclusion;
- Safeguard the environment; and
- Provide an excellent quality of life for all."

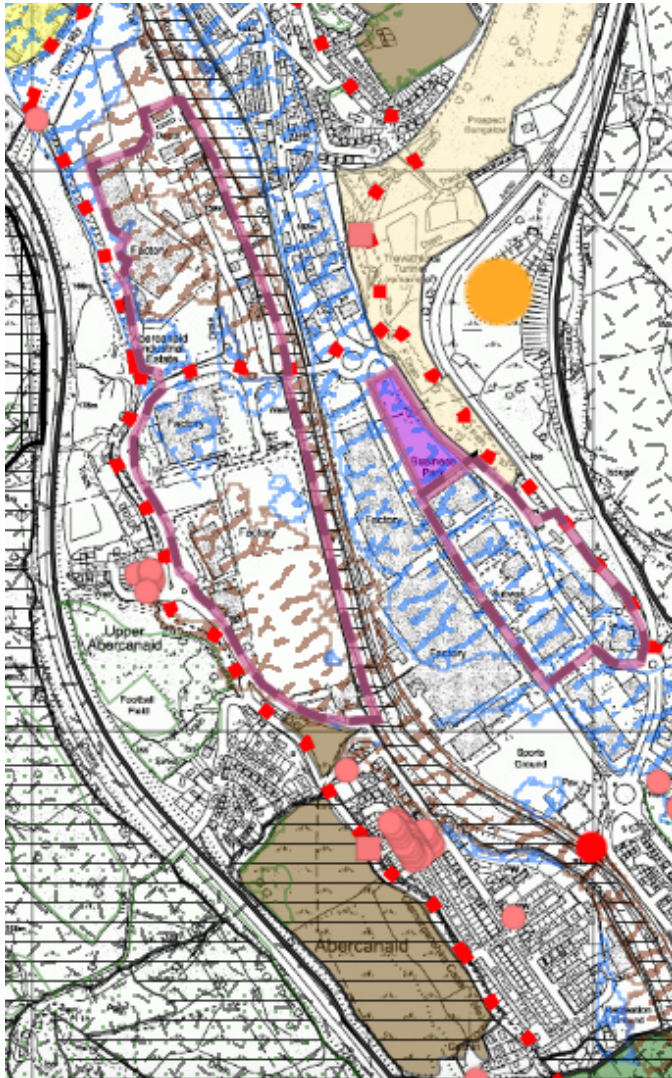
The LDP identifies three spatial zones (the primary growth area, the secondary growth area and other growth areas. The SRA is located in the primary growth area. The LDP seeks to focus development and investment in the primary growth area.

The SRA is allocated for a series of uses within the LDP proposals plan. The key allocations are outlined below:

- **Business employment sites to be protected (AS24)** - Includes the development plateau located west of the River Taff and the development plateau located to the east of Merthyr Road.
- **New and expanded lifelong learning facilities (BW14 & AS14)** - Includes the northern parcel of the development plateau to the east of Merthyr Road.
- **New housing sites** - Includes the former Gethin Tip sites.
- **Flood Zone B** - Includes the former Hoover factory plateau, the plateau east of Merthyr Road and part of the plateau located to the west of the River Taff.
- **Flood Zone C2** - Includes parts of the development plateau west of the River Taff.

- **Listed Building and Scheduled Ancient Monuments (BW6)** - Single listed building located adjacent to the Gethin Tip site and are several more present in the wider local area. Single scheduled ancient monument located on the boundary of the Gethin Tip site.
- **Strategic Footpaths (BW16)** - The Taff Trail dissects the Gethin Tip site, borders the entirety of the development plateau to the west of the River Taff before passing to the north of the former Hoover factory site and plateau east of Merthyr Road.
- **Landscape of Historic Interest (AS4)** - The entirety of the SRA is located in the designation, which covers much of Merthyr Tydfil County Borough.
- **Site of Importance for Nature Conservation (BW5 & AS6)** - Covers the vast majority of the Gethin Tip site.
- **Ancient / Semi-natural woodland (BW5)** - Located on part of the Gethin Tip Site.

An overview of these features is provided opposite.



▲ Extract from the LDP Proposals Map

## Legend

### General

- County Borough Boundary
- Settlement Limits (Policy BW4)

### Access, Transportation & Movement

- Public Transport Infrastructure Proposals (Policies AS11 & AS12)
- Strategic Footpaths & Cycleways (Policy BW16)
- Strategic Highway Improvements (Policy AS9)
- Core Highway Network Improvements (Policy AS10)

### Community Facilities

- New/Expanded Life-long Learning Facilities (Policy AS13)
- New/Expanded Community Health Facilities (Policy AS21)

### Tourism, Leisure & Recreation

- Key Leisure/Tourism Facilities (Policy AS15)
- Site for New Leisure Development (Policy AS16)
- Open Spaces Protected for Informal Recreation & Amenity (Policy BW16)  
(Not a complete record - see Para 3.16.5 & Appendix 6 of the LDP Written Statement)

### Conservation & the Natural Environment

- SSSI (Site of Special Scientific Interest) (Policy BW5)
- TPO & Ancient/Ancient Semi-natural Woodland (Policy BW5)
- LNR Local Nature Reserve (Policy AS6)
- SINC (Policies BW5 & AS6)
- Green Wedge (Policy AS5)

### Conservation & the Built/Historic Environment

- ▲ Listed Building (Policy BW6)
- Scheduled Ancient Monument (Policy BW6)
- Conservation Area (Policy BW6)
- Historic Park and Garden (Policy BW6)
- Landscape of Historic Interest (Policy AS4)

### Water Environment

- B Flood Zone (Policy BW8)
- C1 Flood Zone (Policy BW8)
- C2 Flood Zone (Policy BW8)

### Economic Development

- New Business/Employment Sites (Policies BW14 & AS14)
- Business/Employment Sites to be Protected (Policy AS24)

### Housing

- New Housing Sites (Policies BW13, AS1, AS2, AS3 & AS22)
- Gypsy Traveller Site (Policy TB6)

### Retail

- Town Centre Boundary (Policy AS19)
- Town Centre Primary Shopping Area (Policy AS19)
- Retail Centre Boundary (Policy AS18)
- New Retail Sites (Policy AS20)

### Waste & Recycling

- Relocated Civic Amenity Site (Policy AS8)
- Business sites to be used as Areas of Search for Waste Management Facilities (Policy AS7)
- Operational Landfill Site (Policy AS7)

### Minerals

- Limestone Safeguarding Area (Policy BW10)
- Sandstone Safeguarding Area (Policy BW10)
- Coal Safeguarding Area (Policy BW10)
- Permitted Reserves at Active/Inactive Quarries (Policy BW10)
- Other Active/Inactive Mineral Sites (Policy TB8)
- Mineral Buffer Zone (Policy TB9)

Key policies in the LDP against which development proposals for the SRA would be assessed include:

- **BW5: Natural heritage** - protects the distinctive natural heritage by only permitting development proposals that maintain, enhance or do not cause harm to the County Borough's natural heritage.
- **BW6: Townscape and built heritage** - protects and supports the enhancement of the County Borough's unique built heritage.
- **BW7: Sustainable design and place making** - supports good quality sustainable design and sets out key design criteria for new development. This includes: be appropriate to local context (in terms of appearance, scale, layout, form, mix and density); relate to existing settlement patterns; prevent unacceptable impact on local amenity; incorporate good quality landscape design and suitable outdoor spaces; foster inclusive design; and minimise demand for energy and utilise renewable energy sources.
- **BW8: Development and the water environment** - only permits development that avoids identified river flood plains; does not exacerbate flood risk elsewhere; does not have an adverse impact on the quality and/or quantity of surface waters or groundwater resources; and provides suitable

drainage design to meet its needs (with a preference for SUDS to dispose of surface water).

- **BW11: Transport, cycling and pedestrian proposals** - encourages transport infrastructure that improves the speed of travel; improves the integration between modes; reduces congestion, energy consumption and pollutions; and assists sustainable regeneration.
- **BW12: Development proposals and transport** - requires development to demonstrate how it would help to reduce the need to travel; encourage the use of other transport; avoid increasing traffic to unacceptable levels; and, avoid exasperating highway safety issues.
- **BW13: Managing housing growth** - seeks to deliver 3,964 new dwellings across the plan period to meet the needs of the population.
- **BW14: Managing employment growth** - allocates 27.52ha of land for business and employment use.
- **BW16: Protecting / enhancing the network of leisure facilities** - protects leisure facilities (including outdoor play spaces) and requires development that would result in the loss of such facilities to provide alternative provision of at least equivalent value in the local area, or demonstrate

the existing provision is inappropriate or surplus to the needs of the community.

- **BW17: Securing community infrastructure benefits** - Only permits development where there is sufficient community infrastructure capacity, or where additional capacity can be provided. This includes: affordable housing; public open space; education; drainage and sewerage works; flood risk mitigation measures; and nature conservation.
- **BW18: Contaminated land** - Requires development on contaminated sites to treat or control contamination to prevent risk to occupiers; prevent contamination of watercourses; and, prevent the spread of contamination to adjacent land.
- **BW19: Affordable housing target** - Seeks to provide 260 affordable dwellings during the LDP period.

## 3.1.2. First Replacement Local Development Plan, 2016-2031

During 2016, Merthyr Tydfil County Borough Council commenced the preparation of the First Replacement LDP 2016-2031. The replacement LDP will, upon adoption, supersede the current LDP, and form the basis for decisions on land use planning matters in Merthyr Tydfil County Borough (excluding the area within the Brecon Beacons National Park). Pre-deposit proposals, including the preferred strategy were subject to consultation between July and October 2017. The Preferred Strategy sets out an updated vision for Merthyr Tydfil. This is:

“To strengthen Merthyr Tydfil’s position as the regional centre for the Heads of the Valleys within the Cardiff Capital Region, to encourage a sustainable level of population growth and be a place to be proud of where:

- People learn and develop skills to fulfil their ambitions;
- People live, work, have a safe, healthy and fulfilled life; and
- People visit, enjoy and return”.

The preferred strategy identifies three growth options for the plan period and recommends a medium growth option. Within this option, there would be an increase in

the population to nearly 64,440 by 2031 and a resultant dwelling requirement of 2,250, which the strategy notes “would require a level of house building only slightly higher than historic build rates”.

To facilitate the growth option, the Strategy proposes the development of the SRA as the preferred spatial option. The Strategy identifies that up to 1,000 dwellings could be located on the SRA and that it could also accommodate employment opportunities and new transport infrastructure. The Strategy notes that this preferred spatial option would “capitalise on the ‘South Wales Metro’ and regenerate an iconic former industrial site that has been largely vacant for nearly 10 years”.

The Preferred Strategy advocates the retention of the growth zones proposed in the LDP (albeit the secondary and other zones are proposed to be merged) with a focus remaining on the primary growth area (in which the SRA is located).

Key policies identified in the Preferred Strategy include:

- **SW1: Provision of new homes** - makes provision for 2825 new homes.
- **SW2: Provision of affordable homes** - strives to maximise the provision of affordable homes.
- **SW3: Sustainably distributing new homes** - identifies that new homes should be concentrated

within the primary growth area, and that approximately 800 should be delivered on the Hoover SRA.

- **SW5: Hoover strategic area** - identified as a major mixed-use development site.
- **SW11: Improve our local transport network** - Supports development that would enhance pedestrian, cycle, road, rail and bus routes.
- **ECW21: Provision of employment land** - Allocates 30 ha of employment land in the primary growth area, including on the Hoover SRA.

As part of the preparation of the First Replacement Local Development Plan 2016-2031, the submission of Candidate Sites to be included in the Plan was requested in 2016. The SRA was included in the Register.

## 3.1.3. Merthyr Tydfil County Borough Council, Joint Housing Land Availability Study, 2017

The Joint Housing Land Availability Study identifies that the Merthyr Tydfil County Borough currently has less than 5-years land supply. The Study identifies the First Replacement Local Development Plan as the tool to achieve the required supply (refer above). Given the important role that the SRA is envisaged to perform as the preferred spatial option for growth, the SRA is central to addressing the deficit in the 5-year land supply.



## 3.2 Planning History

3.2.1. The most relevant planning history for the site relates to application P/17/0144 which is currently being determined by Merthyr Tydfil County Borough Council. The application proposes the development of 160 dwellings and business use (Use Class B1) on the development plateau to the west of the River Taff. The application is currently on hold while flood modelling work is undertaken.



▲ Masterplan proposed for the former Dragon Parc site



## 3.3 National Planning Policy

### 3.3.1. Planning Policy Wales (Edition 9, November 2016)

Planning Policy Wales (PPW) is the Welsh Government's land use planning policy for Wales. PPW establishes that the planning system provides for a presumption in favour of sustainable development to ensure that social, economic and environmental and cultural issues are balanced and integrated in decision making. Sustainable development is defined as the process of improving the economic, social, environmental, cultural well-being of Wales without compromising the ability of future generations to meet their own needs.

In respect of housing, PPW notes "a home is a vital part of people's live's; it affects their health and well-being, quality of life and the opportunities open to them". PPW also embraces the aspirations of the National Housing Strategy, which includes the need to "provide more housing of the right type and offer more choice". PPW notes that Local Authorities should "promote sustainable residential environments; avoid large housing areas of monotonous character and make appropriate provision for affordable housing (p.131).

In respect of employment, PPW notes that the "planning system "should support economic and employment growth alongside social and environmental considerations within the context of sustainable development" and Local Authorities "should aim to facilitate the provision of sufficient land required by the market" (p.108).

### 3.3.2. Well-being of Future Generations (Wales) Act 2015

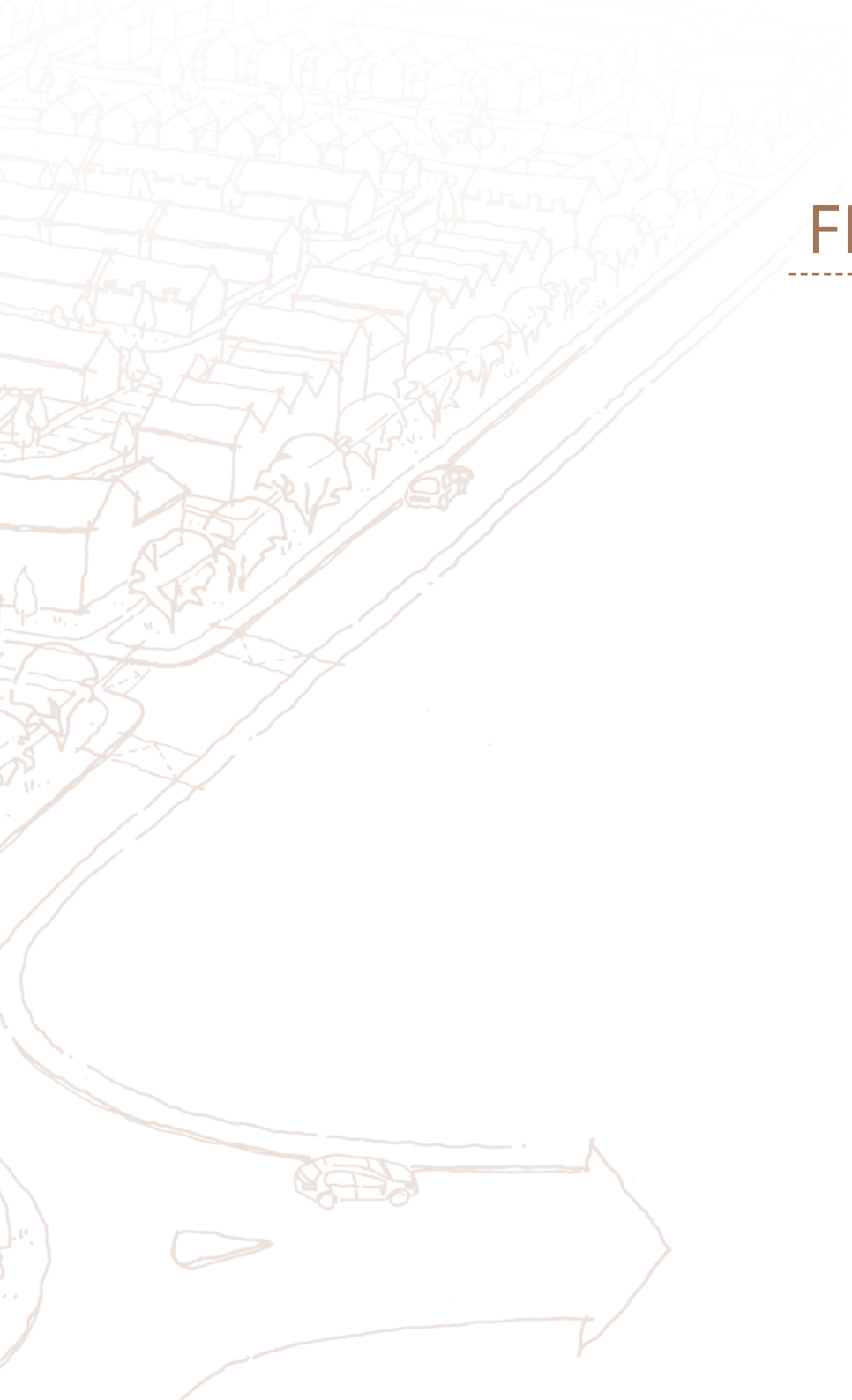
The Act "requires public bodies in Wales to think about the long-term impact of their decisions, to work better with people, communities and each other, and to prevent persistent problems such as poverty, health inequalities and climate change". The Act includes 7 wellbeing goals:

1. **"A prosperous Wales** - An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work.
2. **A resilient Wales** - A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change).

3. **A healthier Wales** - A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.
4. **A more equal Wales** - A society that enables people to fulfil their potential no matter what their background or circumstances (including their socio-economic background and circumstances).
5. **A Wales of cohesive communities** - Attractive, viable, safe and well-connected communities.
6. **A Wales of vibrant culture and Welsh Language** - A society that promotes and protects culture, heritage and the Welsh language, and which encourages people to participate in the arts, and sports and recreation.
7. **A globally responsible Wales** - A nation which, when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being".

Source: 'The Well-being of Future Generations (Wales) Act 2015'.





# FRAMEWORK MASTERPLAN 4.0

UG1725 | Hoover Strategic Regeneration Area | Framework Masterplan

4.0 FRAMEWORK MASTERPLAN	30
4.1 Framework Masterplan	32
4.2 Land Budget Plan	37
4.3 Landscape Strategy	38

Chapter 4 outlines the framework masterplan. It is supported by a land budget plan and landscape strategy.



### 4.1 Framework Masterplan

4.1.1. A framework masterplan for the SRA is presented opposite. The masterplan provides for the delivery of:

- Over 440 new homes;
- Allocates sites for future employment development or further new homes;
- A new park and ride adjacent to the existing Pentrebach railway site;
- A reconfigured public realm to better integrate Pentrebach railway station to the SRA; and
- A new Metro station in the north of the SRA (if required).

4.1.2. Key design principles that underpin the masterplan are provided below.



▲ Development Framework Plan

## 4.1.3. Creating connections

Pedestrian and cycle-friendly environment that links to the surrounding areas and connects the site across the river:

- Footbridges to establish links across the river;
- Improved connections and wayfinding to the Taff and Trevithick trails;
- Improve setting of roundabouts to the West.

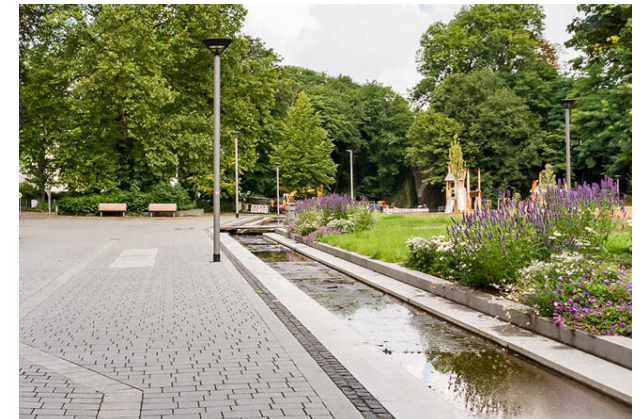
## 4.1.4. The River Taff as a feature

Make the Taff corridor an accessible feature of the area:

- Open up the riverside and create an accessible and pedestrian-friendly movement corridor along it;
- Positively address the river with development;
- Bring the River setting 'into' the site through incorporating water features/SUDS/ watercourses in the public realm.



▲ Creating connections: links across the River Taff and to the Taff Trail and Trevithick Trail are key design requirements.



▲ The River Taff as a feature: The SRA should embrace the presence of the Taff, but water features could also be brought into the site.



## 4.1.5. Generous landscaping

Develop a landscape-led approach that contributes to:

- The sense of place in the development,
- The river corridor as strong green spine that filters into the development;
- Retain and integrate existing green infrastructure;
- Distinctive formal and informal planting to support character areas;
- Provide natural areas of play and recreation.



▲ Generous landscaping: Green infrastructure should structure the delivery of future development and should be a key feature in the street scene.

## 4.1.6. Active streets and spaces

Create streets and spaces that are usable and enjoyable:

- Centre of activity around a local community hub and small retail use - potential for a focal civic square with street furniture;
- Prioritise pedestrian and cycle movement through shared spaces and play streets with integral landscaping;
- Maximise natural surveillance over public spaces and streets.



▲ Active streets and spaces: Streets should be created that encourage activity, exercise and play.



## 4.1.7. Reflecting the site's heritage

Draw on the rich history of the site and reflect it in the development:

- Potential to reflect the Hoover Factory frontage and signage in the built form (e.g. a gateway feature at the Park and Ride, in the architectural style of the apartments);
- Potential to draw on historic terraced building form and create a contemporary adaptation;
- Potential to include historic artefacts and reflect cultural heritage within the landscape and public realm.



▲ Reflecting the site's heritage: The site's culture should be harnessed; the cultural heritage of the Hoover factory is a key opportunity.

## 4.1.8. Distinctive streetscape

Create a legible and attractive streetscape:

- Distinctive character areas through street hierarchy, built form, landscaping and boundary treatments;
- Include a variety of built form and housetypes to create an interesting roofline;
- Potential for a mixture of traditional and contemporary architectural styles.



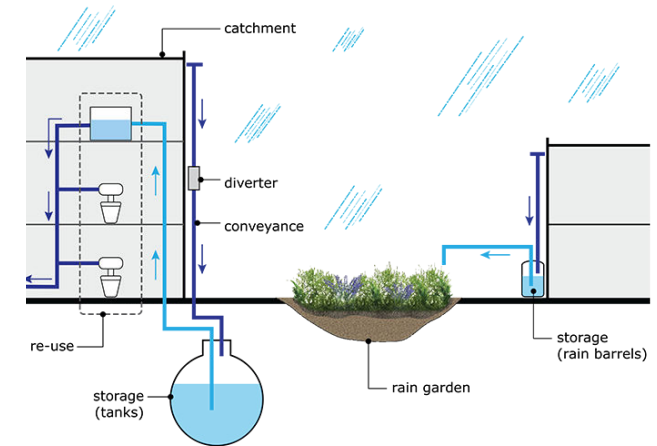
▲ Distinctive streetscape: A variety of built form and housetypes should be delivered alongside landscape design to create a rich streetscape.

## 4.0 FRAMEWORK MASTERPLAN

### 4.1.9. Sustainable living

Create a distinctive and unique environment that can act as a flagship development:

- PV/Solar thermal systems, rainwater harvesting and optimised refuse/recycling;
- Passivhaus standards and adaptability for future needs;
- Re-use of existing employment buildings;
- Potential for district heating: CHP, CCHP, connection to nearby systems.



▲ Sustainable living: Cutting edge technologies and design approaches should be utilised.

### 4.1.10. Transit-orientated development

Integrate the Metro as catalyst for development:

- Improve the setting of the existing Pentrebach Station and include a Park & Ride;
- Potential for a 2<sup>nd</sup> Metro station to the North;
- Provide a well-overlooked Active Travel Route within a green corridor in north-south direction that provides appropriate screening and buffer space towards the railway line;
- Potential for higher densities and reduced parking due to access to sustainable transport.



▲ Transit-orientated development: The Metro should be a key feature of the site and Active Travel through and from the site should be prioritised.



## 4.2 Land Budget

4.2.1. A land budget plan has been prepared to support the framework masterplan. This identifies potential densities for the residential development in the SRA, quantum of open space and areas of employment.

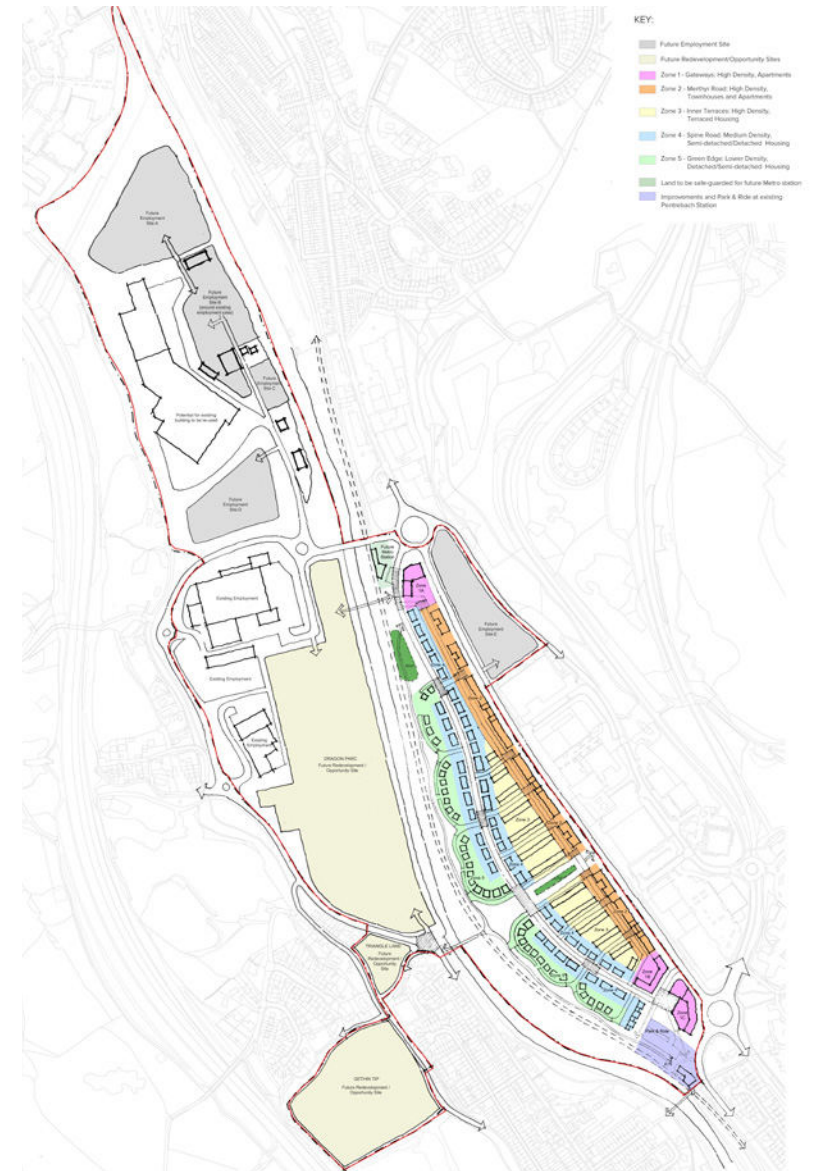
Residential Development Schedule				
Development Area		Dwellings per ha	Area (ha)	No. of Units
<b>PENTREBACH</b>				
Zone 1 - Gateways	A	n/a	0.27	21
	B	n/a	0.23	29
	C	n/a	0.23	16
Zone 2 - Merthyr Road	Apartments	n/a	1.91	87
	Townhouses	n/a		40
Zone 3 - Inner Terraces	High density	45	1.85	84
Zone 4 - Spine Road	Medium density	40	2.59	104
Zone 5 - Green Edge	Lower density	30	1.98	60
<b>Total Units</b>		<b>n/a</b>	<b>9.06</b>	<b>441</b>
<b>Convenience Retail</b>			<b>400sqm</b>	
Dragon Parc*		n/a	7.90	275
Gethin Tip*		n/a	3.80	45
Triangle Land*		n/a	0.45	16

\*Where existing flood risk can be made acceptable

Pentrebach Open Space		
Development Areas	Area (ha) proposed	Area (ha) required
Formal Sport	/	1.23
Teen Provision	/	0.31
Equipped Areas of Play	0.26	0.26
<b>Total Functional Open Space</b>	<b>4.01</b>	<b>2.56</b>
<b>Park &amp; Ride</b>	<b>82 spaces</b>	

Employment Areas	
Development Area	Area (ha)
Area A	2.33
Area B	1.66
Area C	0.29
Area D	1.26
Area E	1.45
<b>Total Units</b>	<b>6.99</b>

Land budget schedules for residential development, open space and employment

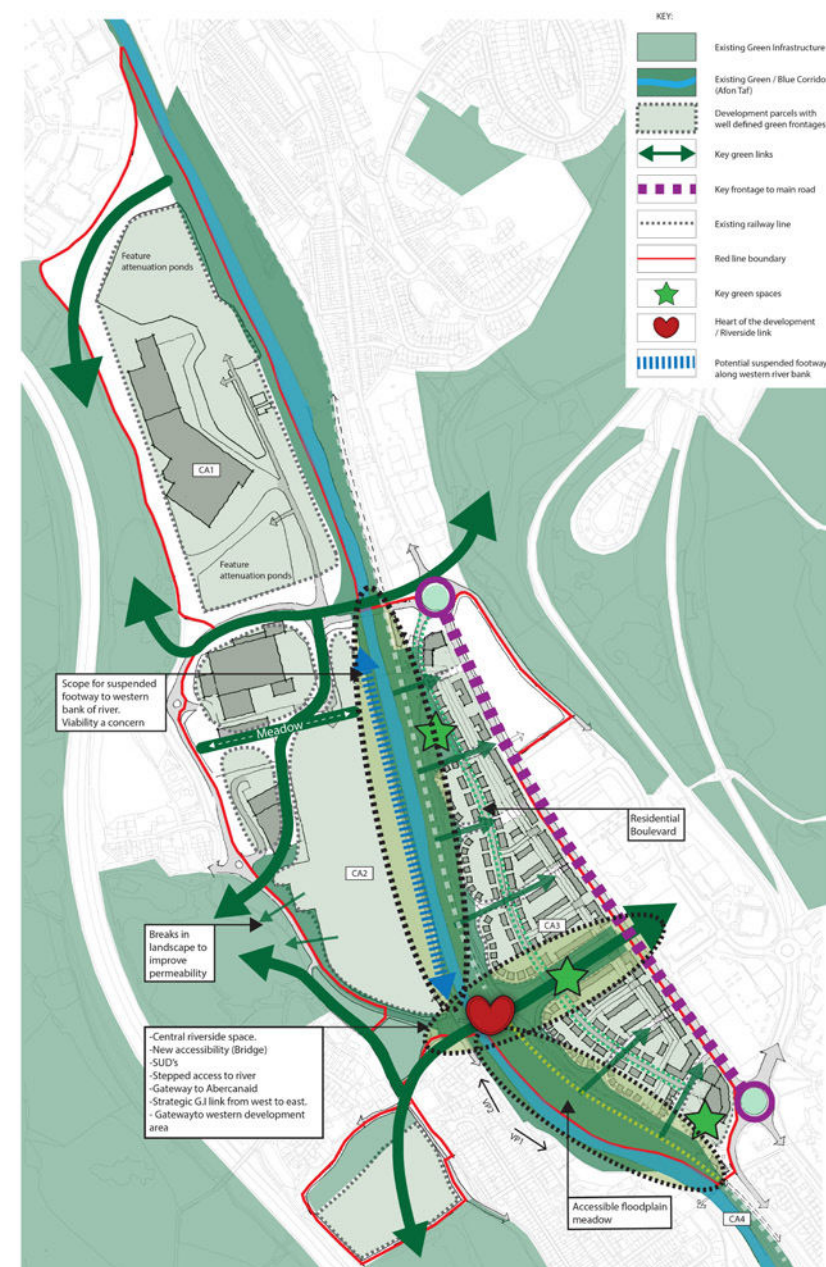


Land Budget Plan



## 4.3 Landscape Strategy

- 4.3.1. A high level landscape and green infrastructure strategy has been prepared to accompany and complement the development framework plan. The plan distinguishes key landscape character areas as described in the following pages.



Green Infrastructure and Landscape Strategy Plan

## 4.3.2. Business and light Industry

- Build on existing green infrastructure and landscape features;
- Integrate large scale infrastructure and buildings into landscape with broad areas of native woodland & wildflower meadows;
- Use attenuation features on key approaches to add interest & reinforce the riverside setting.



▲ Business and light industry: Native woodland and wildflower meadow should be used to integrate large-scale employment infrastructure.

## 4.3.3. Future redevelopment opportunity sites to the west of the river

- Strong riverside frontage as key opportunity that should be explored.



▲ Future redevelopment sites: The establishment of a strong riverside frontage is a key opportunity to be exploited.



## 4.0 FRAMEWORK MASTERPLAN

### 4.3.4. Residential development on the former Hoover factory site

- Provide strong connections to riverside with East-West aligned open spaces / urban fabric;
- Reinforce riverside character with swales & SUDs compliant green attenuation features in hard urban areas;
- Tree lined boulevard with generous verges to provide a spine through the development;
- Key green spaces to provide informal recreation & play.



▲ Residential development: Swales and SUDs can be used to reinforce the site's riverside character.



▲ Residential development: Informal recreation and play spaces should be encouraged and a tree lined boulevard should be established.



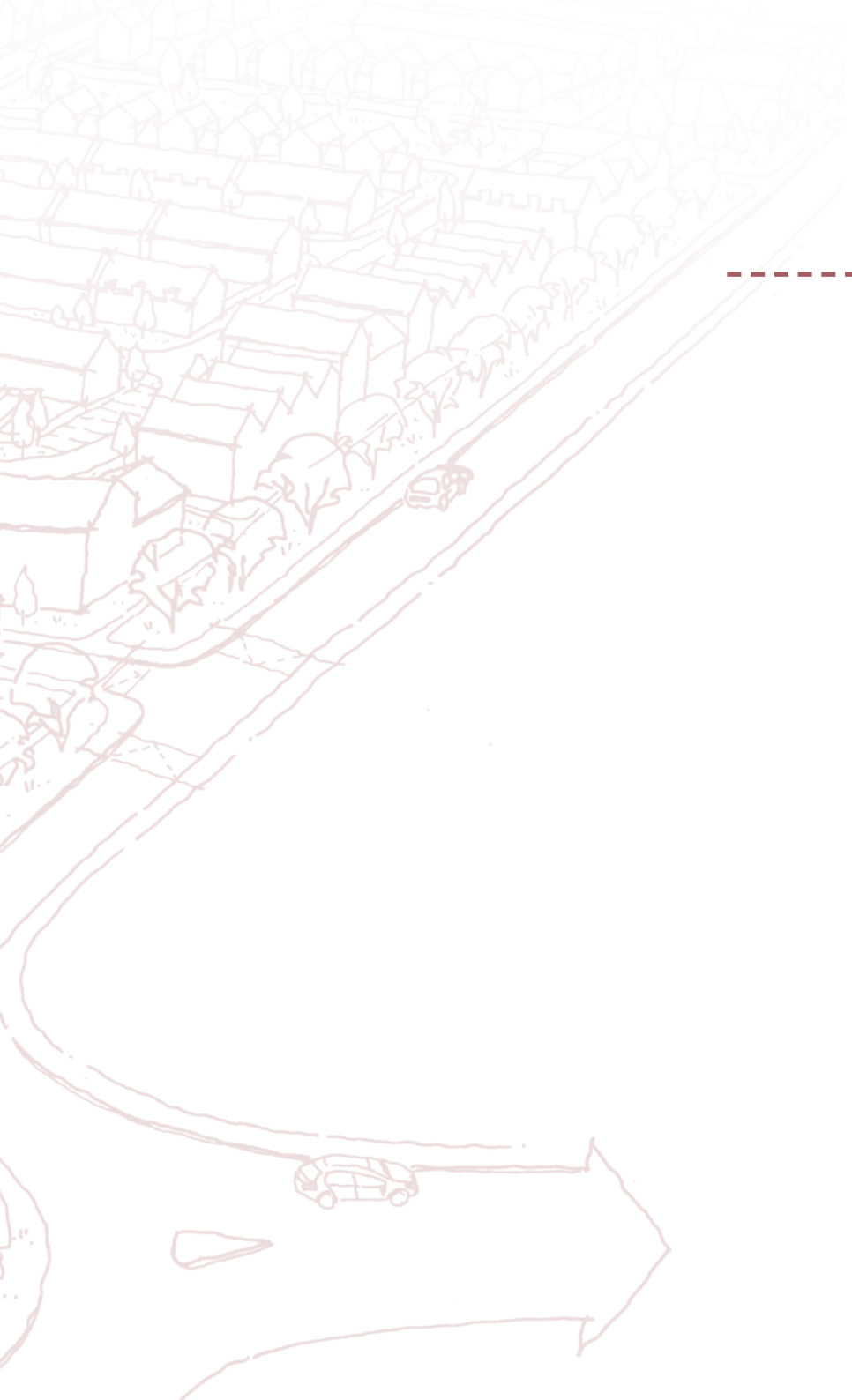
#### 4.3.5. River corridor

- Retain & manage existing vegetation and habitat;
- Reinforce with new planting where appropriate;
- Enhance access for residential / visitors in key areas;
- Active Travel route integrated in the green corridor along the river with buffer planting to railway line.



▲ River corridor: Green infrastructure should be used to reinforce the existing river landscape and define Active Travel routes.





# PLANNING ASSESSMENT 5.0

UG1725 | Hoover Strategic Regeneration Area | Framework Masterplan

5.0 PLANNING ASSESSMENT	42
5.1 Local Planning Policy	44
5.2 National Planning Policy	45

Chapter 5 provides an analysis of the framework masterplan against the national and local planning policy identified in Section 3.



## 5.1 Local Planning Policy

### Merthyr Tydfil Local Development Plan, 2006-2021

- 5.1.1 The adopted LDP sets out a vision and ambition for the County Borough (refer to Section 3). The masterplan is considered to align with the vision and aspirations on the grounds that the development it delivers would facilitate sustained growth, promote social inclusion, safeguard the environment and provide an excellent quality of life for all.
- 5.1.2 The LDP identifies three spatial zones. The SRA is located in the primary growth area which is identified as the preferred development area. The masterplan therefore accords with the spatial strategy of the LDP.
- 5.1.3 It is not considered appropriate for the masterplan to be subject to an assessment against the LDP's key development control policies, since a detailed development design has not yet been produced. However, the masterplan has been prepared to accord with the planning policy context to ensure that future development proposals would comply with policy. For example, the proposed approach of incorporating the development into a green setting that embraces the environmental and heritage features present on the site provides the basis for future

development to satisfy policies BW5 (natural heritage) and policy BW6 (townscape and built heritage). Also, the proposed masterplan would provides the basis for the creation of a high quality development that satisfies policy BW7 (sustainable design). Specifically, it provides the framework for the progression of a development that is appropriate to the local context (in terms of appearance, scale, layout form, mix and density) and would incorporate appropriate provision of open space and landscape design.

- 5.1.4 In respect of the existing site allocations in the LDP, there are not considered to be any designations that would result in an unacceptable development, subject to a site bespoke design being prepared.

### First Replacement Local Development Plan, 2016-2031

- 5.1.5 The Preferred Strategy sets out an updated vision for the County Borough. The masterplan is considered to also accord with this vision on the grounds that the delivery of the development proposed would help to strengthen Merthyr's position as the regional centre for the Heads of the Valleys and would encourage a sustainable level of population growth (by providing new jobs and homes).

- 5.1.6 The Preferred Strategy identifies three growth options. The preferred option is the development of the SRA to create up to 1,000 homes, accommodate employment opportunities and capitalise on the South Wales Metro. The masterplan has been prepared to progress the detail of this option, and includes the provision of a large number of new homes (over 440), the allocation of sites that could provide employment uses and further new homes and rail infrastructure. It is therefore considered that the masterplan is in accord with the preferred growth option and will help to deliver it.

- 5.1.7 In respect of key development policies, policy SW5 (Hoover strategic area) identifies the Hoover factory site as a key redevelopment area. The masterplan focuses on this important site and sets out a framework for transforming the site in a high quality neighbourhood.

### Merthyr Tydfil County Borough Council, Joint Housing Land Availability Study, 2017

- 5.1.8 The study identifies that the County Borough does not currently have a five year land supply. The development that would be delivered through the masterplan would help to rectify this.

## 5.2 National Planning Policy

### Planning Policy Wales (Edition 9, November 2016)

- 5.2.1 PPW provides for a presumption in favour of sustainable development. It is considered that the framework masterplan provides the basis for delivering sustainable development, on the grounds that it would help to deliver development uses that would satisfy both current and future needs, and would not create environmental impacts that would compromise the ability of future generations to meet their own needs.
- 5.2.2. PPW recognises the importance of delivering new homes as it is a key factor in satisfying well-being. The framework includes for the provision of 440 modern homes that would address housing requirements in the area and help contribute to well-being.
- 5.2.2. The retention of a large area of employment land in the SRA would also support economic and employment growth in the area and provide the basis for the creation of a sustainable mixed use community as required in PPW.

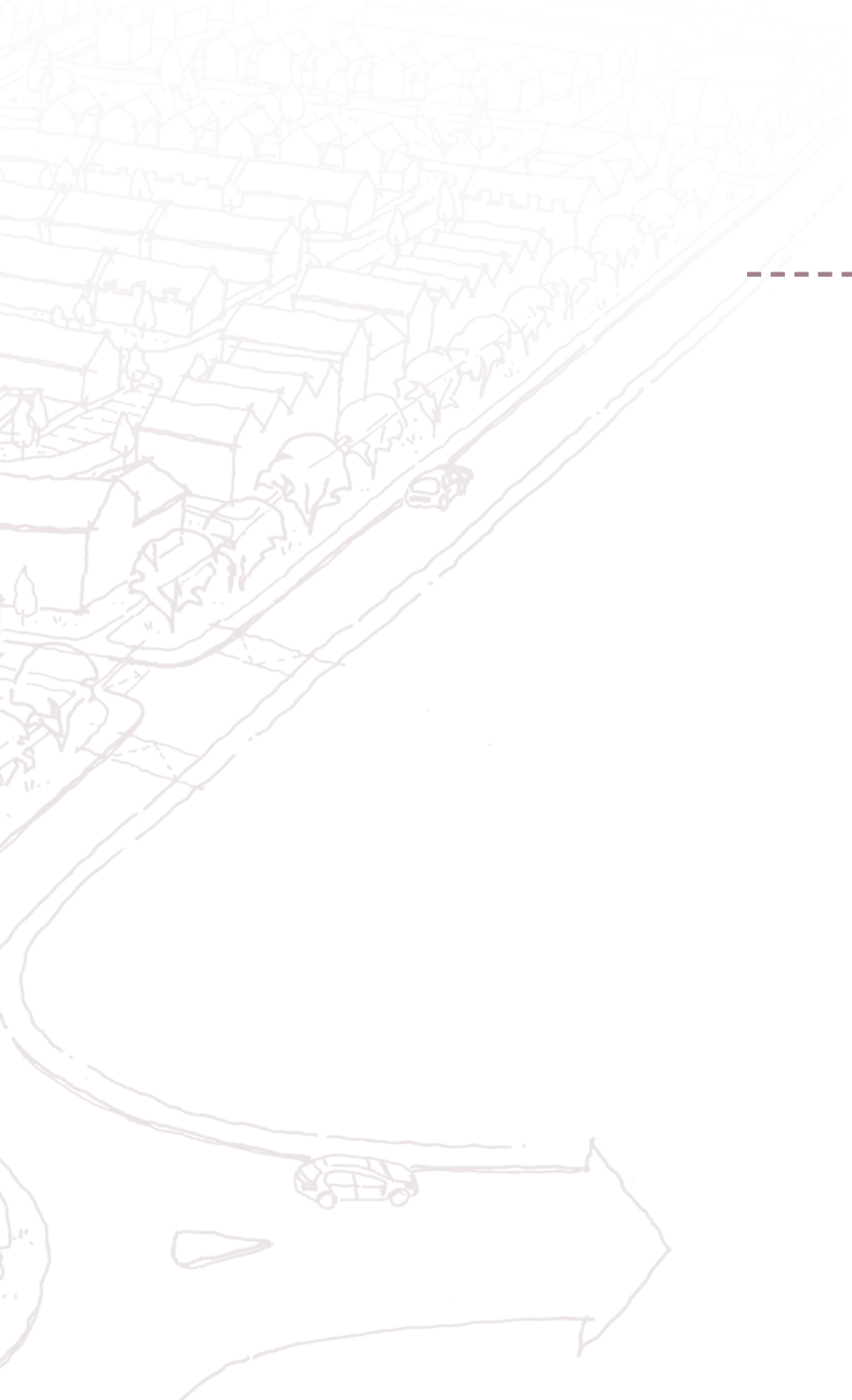
### Well-being of Future Generations (Wales) Act 2015

- 5.2.3. The Act includes 7 wellbeing goals. The SRA is in accord with these as follows:
- 5.2.4. 'A prosperous Wales' - The masterplan provides the basis for the provision of new homes and jobs within a green setting. This would ensure that future development would harness environmental features to reduce impacts, while providing a high quality place to live and work.
- 5.2.5. 'A resilient Wales' - The masterplan would provide the basis for delivering development that would help to improve the economic, social and environmental resilience of the area, and better equip it to respond to future need.
- 5.2.6. 'A healthier Wales' - The masterplan would provide new homes and jobs that are critical to health and well-being. The approach placed on green infrastructure and Active Travel would provide opportunities for recreation that would help the physical and mental well-being of residents and workers.

- 5.2.7. 'A more equal Wales' - The masterplan provides the basis for the provision of new jobs and homes for local people. Meanwhile, the presence of the railway line and Pentrebach railway station would ensure that the development would be well-connected to the wider Capital City Region.
- 5.2.8. 'A Wales of cohesive communities' - The masterplan provides the basis for the creation of an attractive and safe mixed use neighbourhood that would provide equal opportunities to people from all backgrounds.
- 5.2.9. 'A Wales of vibrant culture and Welsh language' - The development proposed in the masterplan would not threaten either of these factors.
- 5.2.10. 'A globally responsible Wales' - It is considered that the provision of new homes and jobs in a green setting would improve the well-being of Wales without any undue impact on global well-being.







# CONCLUSION 6.0

UG1725 | Hoover Strategic Regeneration Area | Framework Masterplan

6.0 CONCLUSION

48

Chapter 6 provides a conclusion to the framework masterplan document. The conclusion reflects on the site, the design approach of the proposed masterplan , and summarises the planning policy position.

## 6.1 Conclusion

- 6.1.1 The Hoover SRA is a key development site in Merthyr Tydfil County Borough and is a key regeneration opportunity. If redeveloped appropriately, the SRA would accommodate a high quality development that provides modern new homes and jobs in a green environment, and which is well connected to the wider local area and City Region.

### Site Analysis

- 6.1.2 The site analysis demonstrates that there is a number of issues and opportunities relating to the SRA that the future design will be required to respond to. Opportunities include: excellent connectivity to highway, rail, pedestrian and cycling infrastructure; the presence of the River Taff and established green infrastructure; and the proximity of a number of heritage assets. Constraints include: a local highway environment that is designed for car use and HGVs; unknown ground conditions; and, flood risk in parts of the SRA that would require physical infrastructure to mitigate the risk. All of these site features will need to be harnessed into the developing design, or mitigated through good design solutions in order to deliver a high quality development.

### Design Approach

- 6.1.3 The proposed framework masterplan provides the basis for delivering a minimum of 440 new homes on the Hoover factory site and allocates land for future development which could deliver employment uses and generate new jobs or new homes (subject to appropriate flood risk mitigation being delivered). Green infrastructure is key to ensure the delivery of a distinctive development, and the framework is underpinned by a green infrastructure strategy that would provide future development with: strong landscape boundaries; a defined central space; distinctive public open space; sustainable drainage solutions and attractive west-east connections.

### Planning Policy Analysis

- 6.1.4 The planning policy context and assessment demonstrates that the redevelopment of the SRA and the proposed framework masterplan are in accord with the vision and aspirations of both the current Local Development Plan and the Preferred Strategy for the First Replacement Local Development Plan. Indeed, the analysis identifies that the framework masterplan would help to deliver the Preferred Strategy's preferred growth option. The planning analysis also identifies that the framework complies with the approach of Planning Policy Wales, and the 7 well-being goals of the Well-being of Future Generations (Wales) Act.

### Conclusion

- 6.1.5 In light of the appropriateness of the framework masterplan design, and the fact that it complies with national and local planning policy, it is considered that the masterplan provides a suitable basis for to allocate the Hoover SRA in the First Replacement Local Development Plan.



▲ Axonometric Sketch

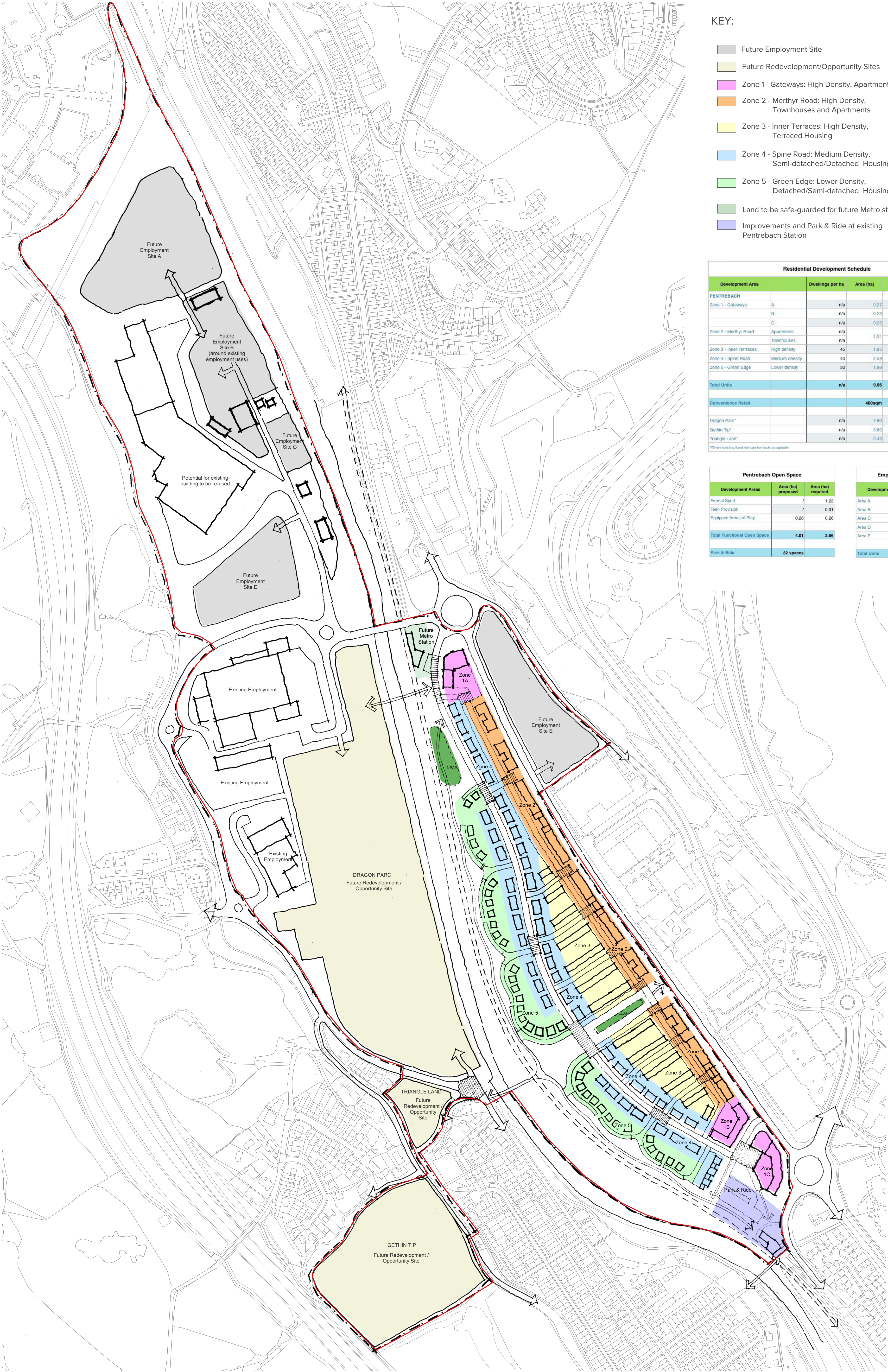




The Urbanists, The Creative Quarter, 8A Morgan Arcade, Cardiff, CF10 1AF, United Kingdom







KEY:

- Future Employment Site
- Future Redevelopment/Opportunity Sites
- Zone 1 - Gateways: High Density, Apartments
- Zone 2 - Merthyr Road: High Density, Townhouses and Apartments
- Zone 3 - Inner Terraces: High Density, Terraced Housing
- Zone 4 - Spine Road: Medium Density, Semi-detached/Detached Housing
- Zone 5 - Green Edge: Lower Density, Detached/Semi-detached Housing
- Land to be safe-guarded for future Metro station
- Improvements and Park & Ride at existing Pentrebach Station

Residential Development Schedule				
Development Area		Dwellings per ha	Area (ha)	No. of Units
PENTREBACH				
Zone 1 - Gateways	A	n/a	0.27	21
	B	n/a	0.23	29
	C	n/a	0.23	16
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	Townhouses	n/a		40
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Zone 4 - Spine Road	Medium density	40	2.58	104
Zone 5 - Green Edge	Lower density	30	1.38	60
Total Units		n/a	9.06	441
Convenience Retail			400sqm	
Dragon Parc*		n/a	7.90	275
Gethin Tip*		n/a	3.80	45
Triangle Land*		n/a	0.45	16

\*Where existing flood risk can be made acceptable

Pentrebach Open Space		
Development Areas	Area (ha) proposed	Area (ha) required
Formal Sport	7	1.23
Teen Provision	7	0.31
Equipped Areas of Play	0.26	0.28
Total Functional Open Space	4.01	2.56
Park & Ride	62 spaces	

Employment Areas	
Development Area	Area (ha)
Area A	2.33
Area B	1.66
Area C	0.29
Area D	1.26
Area E	1.45
Total Units	6.99

Drawing Title: Land Budget Plan  
Drawing Number: UG1725 - URB - UD - SK - 010  
Project: Pentrebach

Revision: C  
Scale: 1:2500 @ A1  
Date: 28.06.18