



Dinas a Sir Abertawe

Hysbysiad o Gyfarfod

Fe'ch gwahoddir i gyfarfod

Pwyllgor Cynllunio

Lleoliad: Siambr y Cyngor, Neuadd y Ddinas, Abertawe

Dyddiad: Dydd Mawrth, 7 Tachwedd 2017

Amser: 2.00 pm

Cadeirydd: Cynghorydd Paul Lloyd

Aelodaeth:

Cynghorwyr: C Anderson, P M Black, L S Gibbard, M H Jones, M B Lewis,
R D Lewis, P B Smith, A H Stevens, D W W Thomas, L J Tyler-Lloyd a/ac T M White

Mae croeso i chi ddefnyddio'r Gymraeg. Os dymunwch ddefnyddio'r Gymraeg, rhowch wybod i ni erbyn canol dydd ar y diwrnod gwaith cyn y cyfarfod.

Agenda

Rhif y Dudalen.

- 1 Ymddiheuriadau am absenoldeb.**
- 2 Datgeliadau o fuddiannau personol a rhagfarnol.**
www.abertawe.gov.uk/DatgeliadauBuddiannau
- 3 Cofnodion.** **1 - 6**
Cymeradwyo a llofnodi, fel cofnod cywir, gofnodion y cyfarfod(ydd) blaenorol.
- 4 Eitemau i'w gohirio/tynnu'n ôl.**
- 5 Penderfynu ar Geisiadau Cynllunio o dan Ddeddf Cynllunio Gwlad a Thref 1990.** **7 - 68**
- 6 Mabwysiadu Adolygiad Ardal Gadwraeth Treforys fel Canllawiau Cynllunio Atodol, a Chynnig i Gyflwyno Cyfarwyddyd Erthygl 4(2).** **69 - 148**

Cyfarfod Nesaf: Dydd Mawrth, 5 Rhagfyr 2017 ar 2.00 pm

Huw Evans

Huw Evans
Pennaeth Gwasanaethau Democrataidd
Dydd Mawrth, 31 Hydref 2017

Cyswllt: Gwasanaethau Democrataidd - 636923

Agenda Item 3



City and County of Swansea

Minutes of the **Planning Committee**

Council Chamber, Guildhall, Swansea

Tuesday, 3 October 2017 at 2.00 pm

Present: Councillor P Lloyd (Chair) Presided

Councillor(s)

P M Black
M B Lewis
A H Stevens

Councillor(s)

L S Gibbard
R D Lewis
D W W Thomas

Councillor(s)

M H Jones
P B Smith
T M White

Also Present:

Councillors E J King, W G Lewis & C L Philpott

Apologies for Absence

Councillor(s): C Anderson and L J Tyler-Lloyd

35 Disclosures of Personal and Prejudicial Interests.

In accordance with the Code of Conduct adopted by the City & County of Swansea, no interests were declared.

36 Minutes.

Resolved that the Minutes of the Planning Committee held on 5 September 2017 be approved as a correct record, subject to Councillors M H Jones' name being added to the list of apologies.

37 Items for Deferral/Withdrawal.

None.

38 TPO629 - Land at 7 Hadland Terrace, West Cross, Swansea.

The Head of Planning and Regeneration presented a report which sought consideration of the confirmation as a full order, the provisional order TPO 629 at land at 7 Hadland Terrace, West Cross, Swansea.

The representations received regarding the proposal were outlined and detailed in the report.

Resolved that the Tree Preservation Order TPO 629 at land at 7 Hadland Terrace, West Cross, Swansea be confirmed.

39 Determination of Planning Applications under the Town & Country Planning Act 1990.

A series of planning applications were presented on behalf of The Head of Planning & City Regeneration.

Amendments/updates to this schedule were reported and are indicated below by (#)

Resolved

1) that the undermentioned planning applications **Be Approved** subject to the conditions in the report/and or indicated below(#):

#(Item 1) Planning Application 2017/0925/RES - Land Off Lon Masarn, Cefn Coed Hospital, Waunarlwydd Road, Cockett, Swansea

A visual presentation was provided.

Ian Murray & Nick Dodd (objectors) and Rhian Powell (agent) addressed the Committee.

Councillor C L Philpott (Local Member) addressed the Committee and spoke on the application and outlined residents' concerns regarding the development. She welcomed the proposals for additional grit bins and for Local Members and residents to be involved in the Management Committee.

Report updated as follows:

An amended plan showing the connection of the proposed pavement to the existing pavement on the northern side of Lon Masarn (adjacent to 34 Lon Mefus) has been received. This will form part of the S278 agreement with the Highways Authority.

Additional comments have been received from the Designing Out Crime Officer:

The pedestrian path/ cycleway that runs adjacent to properties at plots 29, 69 and 70 should be lit and side windows be installed to the side elevations of plots 29, 69 and 70 which should serve a habitable room (e.g. living room) and should be protected by defensible planting. The path should not run directly against the side of any property.

I would request that access from this path, if it stays as part of the development, onto this proposed new development be prevented by railings that are at least 2ms high and of a design that is difficult to scale. Also that the gate shown on the path adjacent to plot 29 should be

moved forward adjacent to plot 69 to get rid of the dead space in this area as this could be a congregating point where anti-social behaviour may occur.

Four further letters of objection (2 from the same person have been received. Concerns raised are:

The design and features in the Home Zone in the SE corner lack the levels of design as the rest of the site. The Social housing do not enjoy the same parking standards as the private houses.

Lack of visitor parking – under provision of 26 spaces. The home zone parking area is cramped and doesn't have any pavements.

The congestion caused by informal parking in the Home Zone would create potential access problems for both refuse and emergency services.

A minimum requirement that refuse and emergency vehicles would definitely be able to enter and leave the site in an appropriate manner.

The site is located at the top of a steep hill and contrary to the statement included by Highways it is not well located in terms of local amenities and proximity to regular public transport routes.

The affordable homes are not integrated well into the scheme.

The home zone in the SE corner contains 50% of the affordable housing – this is not a small cluster. They should be pepper-potted through the site to ensure a sense of community.

Potential for crime in the Home Zone in SE corner due to pedestrian & cycle path which has limited observation opportunities. This should be redesigned.

The tactile paving in the S278 agreement will create a desire line across the grass verge – will be dangerous and damage the verge. Steps should be provided

This is not a call for rejection but an appeal for negotiation – comments made are in order to engage in the process in the hope that they might improve the proposed development to the benefit of the current and future local residents.

Lon Masarn is heavily used in rush hour. The roads might not be able to handle extra traffic.

Sketty School is over-subscribed – the developer should be forced to pay for an expansion of the school. The proposed houses are small boxes with an unimaginative design. This application should be declined and the developer forced to come up with a better plan for this plot of land.

Swansea Council should ensure that Bellway only sell properties in the development as freehold ensuring that people aren't stuck with ever increasing ground rent. Traffic exiting the site will travel directly opposite pavement. Higher parts of Lon Masarn suffer from icy roads in colder months, but do not benefit from gritting lorries – this will be a significant risk to parents and children due to the slope and narrowness of road. Residents are concerned regarding the potential flood risk to existing residents in Lon Masarn and Lon Mefus if the soakaway system fails. It is therefore essential that the owners of these properties are all provided with the emergency number and that their interests are officially recorded in the maintenance contract. It must also be officially recorded that there is not, and never will be, any financial liability on any of these properties, as the installation of the soakaway is wholly the responsibility of the Bellway development, and was a term of the site being approved.

One further letter from a local resident via Councillor Peter Jones has been received which raises concerns regarding the Highway Officer's comments:

No direct reference to the safety aspect concerning the blind bend.

The incredibly low predicted traffic flow out during the peak morning period, where normal project management principles would dictate that a worst case scenario was used for key aspects, such as road safety as well as primary school children

The "Layout" observations state the width of Lon Masarn at various points, but fail to point out that it is often no more than a single track road as it is used by residents for parking. It states " ..it is technically wide enough for two vehicles to pass," yet having talked extensively about the width of the road, fails to identify the types of

vehicles that could pass there. No mention was made relating to the micro-climate of the higher parts of Lon Masarn with respect to ice on roads and pavements. It states "... it is likely that emergency and refuse vehicles will be able to enter and leave the site in an appropriate manner." What does this mean? Will someone parking on the road impact on this statement? It states "...The site is well located in terms of local amenities and proximity to regular public transport routes." - Where are the local amenities that are readily accessible without using a car? What are the bus services that the existing residents are unaware of? We are aware of the 29 and 39 services, but the 39 service only runs for nine months a year, and does not run in the evenings, week-ends, nor bank holidays. The 29 service does not run on Sundays, Bank Holidays nor in the evenings.

(Item 2) Planning Application 2017/0373/FUL - Former Greyhound Stadium , Ystrad Road, Fforestfach, Swansea

Stacey Norman (applicant) addressed the Committee.

Councillor W G Lewis (Local Member) addressed the Committee and spoke against the application.

#(Item 3) Planning Application 2017/1384/S73 - Lidl Uk Gmbh , Sway Road, Morriston, Swansea

Report updated as follows:

On page 46, under the section 'Background', reference to application '2013/0824' in line 1 should read '2016/1312'

A superseded plan has been identified in conditions 2 & 4. Reference in condition 2 to plan '2016/.29 Rev E amended landscape proposals plan received 22nd August 2017' should be changed to '2016/.29 Rev G amended landscape proposals plan, received 19th September 2017'.

In condition 4, reference to plan no. '2016/.29 Rev E' should be changed to '2016/.29 Rev G'

(Item 4) Planning Application 2017/1699/FUL - 1306 Carmarthen Road, Fforestfach, Swansea

(Item 5) Planning Application 2017/1849/FUL - 95 Pontardulais Road, Gorseinon, Swansea.

/(Item 6) Planning Application 2017/1231/FUL - Fforest Mill Garden Centre, Pontardulais Road, Cadle, Swansea.

A visual presentation was provided.

Meryl Lewis (agent) addressed the Committee

Councillor E J King (Local Member) addressed the Committee and spoke against the application.

Report updated as follows:

Late letter of objection from a firm of Engineers representing Marston's (Mary Dillwyn pub) reported.

Application approved subject to the applicant entering into a S106 Planning Obligation

40 Planning Annual Performance Report.

The Head of Planning & City Regeneration presented the Annual Performance Report. The report is seen by Welsh government as important mechanism for monitoring Local Planning Authorities performance against a key set of national performance indicators

The report is also a important tool for benchmarking the performance of Local Authorities across Wales. The draft report for 2016-17 was detailed at Annex A to the report.

The actual performance figures, the substantial improvements achieved over the last few years and the issues to be addressed were all detailed in the report, along with a series of appeal decisions from applications that decisions had been made on, contrary to officer recommendations.

Members congratulated Staff within the Planning Department for their commitment and performance over the year.

The meeting ended at 3.58 pm

Chair

Agenda Item 5

CITY AND COUNTY OF SWANSEA
DINAS A SIR ABERTAWE

Report of the Head of Planning & City Regeneration
to Chair and Members of Planning Committee

DATE: 7TH NOVEMBER 2017

| Bay Area Team Leader Liam Jones - 635735 | Area 1 Team Leader: Ian Davies - 635714 | Area 2 Team Leader: Chris Healey - 637424 |
|---|--|--|
| Castle Mayals Oystermouth St Thomas Sketty Uplands West Cross | Bonymaen Clydach Cwmbwrla Gorseinon Landore Llangyfelach Llansamlet Mawr Morrison Mynyddbach Penderry Penllergaer Penyrheol Pontarddulais Townhill | Bishopston Cockett Dunvant Fairwood Gower Gowerton Killay North Killay South Kingsbridge Lower Loughor Newton Penclawdd Pennard Upper Loughor |

Members are asked to contact the relevant team leader for the ward in which the application site is located, should they wish to have submitted plans and other images of any of the applications on this agenda displayed at the Committee meeting.

Phil Holmes
BS(Hons), MSc, Dip Econ
Head of Planning & City Regeneration



TWO STAGE VOTING

Where Members vote against officer recommendation, a two stage vote will apply. This is to ensure clarity and probity in decision making and to make decisions less vulnerable to legal challenge or awards of costs against the Council.

The first vote is taken on the officer recommendation.

Where the officer recommendation is for “approval” and Members resolve not to accept this recommendation, reasons for refusal should then be formulated and confirmed by means of a second vote.

The application will not be deemed to be refused unless and until reasons for refusal have been recorded and approved by Members. The reason(s) have to be lawful in planning terms. Officers will advise specifically on the lawfulness or otherwise of reasons and also the implications for the Council for possible costs against the Council in the event of an appeal and will recommend deferral in the event that there is a danger that the Council would be acting unreasonably in refusing the application.

Where the officer recommendation is for “refusal” and Members resolve not to accept this recommendation, appropriate conditions should then be debated and confirmed by means of a second vote. For reasons of probity, Member should also confirm reasons for approval which should also be lawful in planning terms. Officers will advise accordingly but will recommend deferral if more time is required to consider what conditions/obligations are required or if he/she considers a site visit should be held. If the application departs from the adopted development plan it (other than a number of policies listed on pages 77 and 78 of the Constitution) will need to be reported to Council and this report will include any appropriate conditions/obligations.

The application will not be deemed to be approved unless and until suitable conditions have been recorded and confirmed by means of a second vote.

Where Members are unable to reach agreement on reasons for refusal or appropriate conditions as detailed above, Members should resolve to defer the application for further consultation and receipt of appropriate planning and legal advice.

CONTENTS

| ITEM | APP. NO. | SITE LOCATION | OFFICER REC. |
|------|---------------|--|--------------|
| 1 | 2017/1342/FUL | Land To The South Of 28, Christopher Rise, Pontlliw, Swansea, Construction of 11 detached dwellings | APPROVE |
| 2 | 2017/1440/S73 | 30 Uplands Crescent, Uplands, Swansea, SA2 0PB Variation of conditions 2 and 4 of planning permission 2016/0726 granted 24/06/2016 (Change of use from office (Class B1) to restaurant (Class A3) and partial demolition and re-design of the existing garage to facilitate the provision of 2 off street parking spaces) to allow an amended parking layout, boundary treatment details, an external fire escape and a terraced area to the front | APPROVE |
| 3 | 2017/1801/RES | Hendrefoilan Student Village, Sketty, Swansea, SA2 7PG Demolition of existing student accommodation/buildings and construction of 113 no. two & three storey dwellings and associated access road infrastructure, pedestrian links, engineering/drainage works, public open space, woodland planting and landscaping (Details of access, appearance, landscaping, layout and scale pursuant to conditions 2, 5, 6, 8 & 16 of the outline planning permission 2014/1192 approved 6th January 2016) - Phases 2 & 3 | APPROVE |
| 4 | 2017/1819/FUL | The Cricketers , 83 King Edwards Road, Brynmill, Swansea, SA1 4LX Change of use of public house and extensions to King Edwards Road and Gorse Lane elevations to provide 15 student residential units comprising 8no. Studio flats, 2no. 1 bed flats, 1no. 3 bed shared flat, 1no. 4 bed shared flat, 1no. 8 bed shared flat and 2no. 10 bed shared flat (Total of 45no. bedrooms) with associated car parking facilities | APPROVE |

PLANNING COMMITTEE – 7TH NOVEMBER 2017

ITEM 1 (CONT'D)

APPLICATION NO:

2017/1342/FUL

UDP - EV30 - Trees, Woodland and Hedgerow Protection

Protection and improved management of woodlands, trees and hedgerows which are important for their visual amenity, historic environment, natural heritage, and/or recreation value will be encouraged. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV33 - Sewage Disposal

Planning permission will normally only be granted where development can be served by the public mains sewer or, where this system is inadequate, satisfactory improvements can be provided prior to the development becoming operational. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV34 - Protection of Controlled Waters

Development proposals that may impact upon the water environment will only be permitted where it can be demonstrated that they would not pose a significant risk to the quality and or quantity of controlled waters. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV35 - Surface Water Run-Off

Development that would have an adverse impact on the water environment due to:

- i) Additional surface water run off leading to a significant risk of flooding on site or an increase in flood risk elsewhere; and/or,
- ii) A reduction in the quality of surface water run-off.

Will only be permitted where it can be demonstrated that appropriate alleviating measures can be implemented. (City & County of Swansea Unitary Development Plan 2008)

UDP - HC3 - Affordable Housing

Provision of affordable housing in areas where a demonstrable lack of affordable housing exists. (City & County of Swansea Unitary Development Plan 2008)

UDP - AS2 - Design and Layout

Accessibility - Criteria for assessing design and layout of new development. (City & County of Swansea Unitary Development Plan 2008)

UDP - AS6 - Parking/Accessibility

Provision of car parking in accordance with adopted standards. (City & County of Swansea Unitary Development Plan 2008)

SITE HISTORY

| App Number | Proposal | Status | Decision Date |
|---------------|---|--------|---------------|
| 2017/1342/FUL | Construction of 11 detached dwellings | PDE | |
| 2017/1344/DOC | Discharge of conditions 4 (boundaries), 6 (materials), 7 (drainage), 9 (travel plan), 13 (trees) and 14 (trees) of planning permission 2009/1435 granted 30th December 2014 | APP | 25.08.2017 |

PLANNING COMMITTEE – 7TH NOVEMBER 2017

| ITEM 1 (CONT'D) | APPLICATION NO: | 2017/1342/FUL |
|-----------------|---|-----------------|
| 2017/1342/FUL | Construction of 11 PDE detached dwellings | |
| 2009/1435 | 11 detached dwellings (outline) | S106 30.12.2014 |

RESPONSE TO CONSULTATIONS

36 LETTERS OF OBJECTION have been received, which are summarised as follows:

1. Unable to find the pumping station.
2. Houses have problems in their garden due to excess water.
3. Traffic noise for the houses as site is approached.
4. Can plans be displayed in the village hall?
5. Increase in vehicle use in particular on Oaklands Road with its difficult layout.
6. Other than single storey would have an unacceptable impact through overlooking and overbearing physical impact.
7. Other than a bungalow would be uncharacteristic of the neighbouring estate.
8. Access and egress of Swansea Road via Oaklands Road would exacerbate the traffic difficulties for residents.
9. Extra traffic would lead to congestion.
10. Oaklands Road is unsuitable for large lorries.
11. The village infrastructure is already under great pressure and has reached the point of being unsustainable.
12. If yellow lines are introduced along Oaklands Road and Woodfield Avenue then I will not be able to park outside my home and I require my car to be close at hand for work purposes.
13. Yellow lines would be unfair as there are no garages or driveways for residents to park on Oaklands Road.
14. A second access from Swansea Road would be a safer option.
15. Residents on the left hand side of Oaklands Road should be granted parking permits.
16. The application boundary encroaches onto the Christopher Rise footpath.
17. The numbered conditions the applicant refers to do not correspond with the minutes of the meeting.
18. The site is indicated as 1.4 acres but the Garrison Barclay website say the site is 6.56 acres which acknowledges the future development of the whole of the site.
19. I am concerned about the elevations.
20. The access should be re-considered.
21. The introduction of a mini-roundabout has not been considered.
22. It should be refused on the basis of access.
23. The site promoter says that there is a potential to re-plan the poplars and Christopher rise sites together and accesses via Swansea Road which is sound common sense.
24. Any suggestion of solving the pinch point area at Oaklands Road and Woodfield Avenue by putting down yellow lines will simply exacerbate and transfer the parking problems and cause hardship for elderly residents.
25. One of the reasons I bought my property was the quiet and peaceful location and I will be heavily affected by the development.
26. When the bungalows were built in Woodfield Avenue there was supposed to have been a one way system out in place but this never materialised.
27. The yellow lines will affect the value of our properties.
28. Cars parked on Swansea Road would create further hazards for children.

PLANNING COMMITTEE – 7TH NOVEMBER 2017

ITEM 1 (CONT'D)

APPLICATION NO:

2017/1342/FUL

29. Introducing yellow lines will provide a solution as it will only move the problem from one place to another.
30. Yellow lines will led to neighbour discontent.
31. Poor visibility on bend at Oaklands Road/Woodfield Avenue.
32. The temporary Eisteddfod car park a few years ago has shown that it is possible to create a new access onto Swansea Road.
33. Concerns over safety as an ambulance or fire engine would have difficulty negotiating the roads in the evening.
34. The development will have a devastating effect on the quality of our lives not to mention the value of our homes.
35. I raise issues with the Highways response as the increase in traffic as whilst I appreciate that 11 new properties only adds an extra 10% to the traffic, it actually equates to an increase of nearly 30% over and above what the road was originally built to accommodate.

Tonia Antoniazzi MP – Comments as follows:

“Mr and Mrs Hewitt live on a very dangerous corner of the road where parking outside their property is an issue.

I would like to urge the Planning Department to not put double yellow lines outside their property. Whilst Mr and Mrs Hewitt support the LDP and the further 15 houses to be built under the LDP, access to these properties will need careful consideration.

Any use of double yellow lines on this road will push vehicles to park everywhere with serious knock-on consequences.”

Pontlliw and Tircoed Community Council – Object as follows:

The Community Council has three points to make:

1. Access to the site is not as per the outline planning permission.
2. The type of dwellings proposed in the detailed planning application are significantly different and larger than those envisaged when the outline planning application was considered.
3. The intensification of use of the site is inappropriate.

These views are elaborated upon below.

The access to the site is via Christopher Rise, which is a street of single storey dwellings. The outline planning permission provides that all properties in the proposed development would be accessed via a new estate road to be constructed along with this new development. The detailed planning application envisages two of the new dwellings accessing directly off Christopher Rise with a new access road for the remaining nine dwellings.

The detailed planning permission application is for a variety of five different styles (although details of only two designs appear in the application) but including 4 bedroom and 3 bedroom dwellings with two parking spaces and an integral garage. Although the application suggests these are “single storey dwellings with accommodation in the roof space” the reality is that these are effectively 3 and 4 bedroom houses.

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ITEM 1 (CONT'D)

APPLICATION NO:

2017/1342/FUL

In the view of the Community Council this is contrary to what was originally proposed and will result in an intensification of the use of the site beyond what was originally intended and envisaged when the outline planning permission was granted. The types of dwelling proposed are out of keeping with the existing development in the area.

The effect of this intensification of the use of the site will be to increase the volume of traffic that will be accessing the site via Oaklands Road. This is the only access point onto Swansea Road. This junction is already problematic with limited visibility. Increased traffic using this site will increase the pressure on that junction and the risk of accidents.

Dwr Cymru Welsh Water – No objection subject to standard conditions and informatives

Highways Observations - The application is a full application although an outline application has already been granted and hence the principle of 11 houses has already been established under planning permission 2009/1435 which was granted in December 2014.

A number of objections have been raised with regard to traffic, access and the potential of using a direct access off Swansea Road and I would comment as follows:

1. The impact of the traffic has already been considered under the outline consent.
2. The traffic regulation orders will be considered under a condition attached to this consent (having previously been attached to the outline consent which has not yet been discharged).
3. There is no option for any other access over and above what has been agreed. I consider that an Access onto Swansea Road (even if it was up for comment) would not be supported due to concerns regarding highway safety and inadequate visibility.

Oaklands Road and Woodfield Avenue currently serve as the sole access for Christopher Rise, Vernon Close (in addition to the residents that live on Oaklands Road and Woodfield Avenue). The access road serves in excess of 110 properties so the proposed development (11 dwellings) will only increase the existing traffic by less than 10%.

Given that the principle of the development has already been approved then there is no reason to not support this application on highway grounds.

Adequate parking is indicated for each plot and the geometric layout of the site is acceptable in term of site access, visibility and turning. It is not known whether the site is intending to be offered up for adoption but a condition to be added regarding a section 38 agreement with the Highway Authority, or a private management company to take over the maintenance. Adoption of the access road is not compulsory.

I recommend that no highway objections are raised to the proposal subject to:

1. The permitted development rights being removed with respect to the garages and the parking areas as indicated being maintained for parking purposes only in perpetuity.
2. The front boundaries to the dwellings being kept below 1m in the interests of visibility.
3. The works to facilitate vehicular access to the site being undertaken under a section 278 Agreement with the Highway Authority.

PLANNING COMMITTEE – 7TH NOVEMBER 2017

ITEM 1 (CONT'D)

APPLICATION NO:

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4. No development shall be commenced until details of the proposed arrangements for future management and maintenance of the proposed streets within the development have been submitted to and approved by the local planning authority. The streets shall thereafter be maintained in accordance with the approved management and maintenance details until such time as an agreement has been entered into under section 38 of the Highways Act 1980 or a private management and maintenance company has been established.

5. No development shall commence, including any works of demolition, until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for:

- i) the parking of vehicles of site operatives and visitors;
- ii) loading and unloading of plant and materials;
- iii) storage of plant and materials used in constructing the development;
- iv) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- v) wheel washing facilities;
- vi) measures to control the emission of dust and dirt during demolition and construction; and
- vii) a scheme for recycling/disposing of waste resulting from demolition and construction works.

Reason: To reduce the likelihood of obstruction of the highway, danger to road users, to conserve public health and local amenity, to ensure satisfactory standard of sustainable development and in order to ensure a proper standard of development and appearance in the interests of conserving the amenities and architectural character of the area.

6. The development hereby approved shall not be occupied until a scheme to provide Traffic Regulation Orders along Oaklands Road/ Woodfield Avenue/ Swansea Road has been submitted to and agreed in writing by the LPA. The works shall be completed in accordance with the approved details prior to any works commencing on site.

Reason: To reduce the likelihood of obstruction of the highway, danger to road users, to conserve public health and local amenity, to ensure satisfactory standard of sustainable development and in order to ensure a proper standard of development and appearance in the interests of conserving the amenities and architectural character of the area.

7. Prior to the occupation of any of the dwellings hereby approved a travel plan shall be submitted to and approved in writing by the Local Planning Authority in order to promote more sustainable modes of transportation

Note 1: All off-site highway works are subject to an agreement under Section 278 of the Highways Act 1980. The design and detail required as part of a Section 278 Agreement will be prepared by the City and County of Swansea. In certain circumstances there may be an option for the developer to prepare the scheme design and detail, for approval by the City and County of Swansea. However, this will be the exception rather than the rule. All design and implementation will be at the expense of the developer.

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ITEM 1 (CONT'D)

APPLICATION NO:

2017/1342/FUL

The Developer must contact the Highway Management Group , The City and County of Swansea , Guildhall Offices, c/o The Civic Centre , Swansea SA1 3SN before carrying out any work . Please contact the Team Leader , e-mails to mark.jones@swansea.gov.uk , tel. no. 01792 636091

APPRAISAL

This application is reported to Committee for decision as the objection threshold has been met and a call in request has been received from Cllr Gareth Sullivan.

The full planning application is for the construction of 11 dwellings. Access and layout were approved as part of the outline planning permission granted in December 2014 – 2009/1435 refers. As the current application indicates changes to the previously approved layout under 2009/1435, the application cannot be considered as a reserved matters application and as such it has been changed to a full application. It should be noted that the access details remain as previously approved and that the outline permission is still extant meaning a reserved matters application for the approval of the landscaping, scale and design could be submitted with the access and layout as previously approved.

The Site and its Surroundings

The site comprises an irregular shaped parcel of land that forms part of the 'The Poplars', a large house sited within substantial grounds that extend from Christopher Rise to Swansea Road. The site is currently overgrown with ground vegetation and mature trees around the site perimeter. It should be noted that the trees on the southern boundary of the site are protected by a Tree Preservation Order (TPO).

To the north east the site has a frontage onto Christopher Rise. To the south, south east and south west of the site is land designated within the Llan Valley Green Wedge, the site therefore extends to the village boundary.

The site is approached through streets with traditional semi-detached properties on Oaklands Road and Woodfield Avenue. The character then changes to a large development of 1960's bungalows and dormer bungalows on Christopher Rise and Vernon Close. The context surrounding the application site is therefore a mix of countryside and low rise low density suburban housing.

For information, the rest of the Poplars land has been put forward as a candidate housing site within the emerging Local Development Plan(LDP), although no details e.g. of housing unit numbers or access has been decided as yet.

Main Issues

The main issues for consideration with regard to this application relate to the acceptability of the proposal in terms of its impacts on the character and appearance of the area, the residential amenity impacts on neighbouring occupiers, the impact of the development on access, parking, highways safety and environmental interests. There are in this instance no additional overriding issues for consideration under the provisions of the Human Rights Act.

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ITEM 1 (CONT'D)

APPLICATION NO:

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Under the provisions of Section 54A of the Town and Country Planning Act determinations of applications for planning permission shall be made in accordance with the development plan unless material considerations indicate otherwise. The Development Plan is the City and County of Swansea Unitary Development Plan (UDP) which was adopted on 10th November 2008.

The UDP policies relevant to this application are: Policies EV1 (Design), EV2 (Siting and Location), EV3 (Accessibility), EV17 (Large Villages), EV25 (Sites of International Importance), EV30 (Trees, Woodland and Hedgerow Protection), EV33 (Sewage Disposal), EV34 (Protection of Controlled Waters), EV35 (Surface Water Run-Off), HC3 (Affordable Housing), AS2 (Design and Layout), AS6 (Parking).

Policies EV1 and EV2 seek to ensure that new development is appropriate, inter alia, to its local context in terms of scale, height, massing, elevational treatment, materials and detailing, etc. and integrates into the existing settlement with no detrimental impact on local amenity.

With regard to the ecology of the site, full regard has been given to Policy EV25 and the impact on the European protected sites in the Carmarthen Bay and Estuaries Special Area of Conservation; Carmarthen Bay Special Protection Area; and Carmarthen Bay RAMSAR (CBEEMs), and the requirements of related Policies EV33, EV34, EV35 regarding sewage disposal, surface water run-off, and development and flood risk.

There are mature trees located around the perimeter of the site, which have an intrinsic interest in terms of visual amenity and natural heritage. Policy EV30 requires such assets to be protected and during the consideration of the original outline application, the trees along the southern boundary of the site were protected by a Tree Preservation Order (TPO).

Character and Appearance of the Area

The application site is located to the east of the existing dwelling 'The Poplars' and would extend the built form to the south of the existing dwellings on the southern side of Christopher Rise. Whereas the existing dwellings on Christopher Rise directly face the road the proposal is for the construction of a new cul-de-sac with turning head accessed near the roundabout at the head of Christopher Rise as approved as part of the outline planning permission 2009/1435, with only the dwellings either side of the access point facing Christopher Rise. Access to these dwellings will be directly from Christopher Rise.

Details of access and layout were considered as part of the original planning application and in principle the layout is very similar to the approved plan, with a change in footprint, orientation and plot sizes. The layout also includes 2 no. affordable housing units on plots 7 and 8, the provision of which was agreed via a Section 106 agreement as part of 2009/1435.

The layout of the development is dictated by the provision of the central access road within the site. The plots have off street parking to the sides of the dwellings and front and rear gardens of a good size, which provides opportunities for compensatory planting for any existing vegetation that may be lost as a result of the development.

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Around the perimeter of the site on the northern, southern and part of the eastern boundary there are numerous mature trees which form part of the street scene and contribute to the character of the area. The layout plan that has been submitted identifies the good quality trees on or bordering the application site. The Council's Tree Officer has been in discussion with the applicant's agent with regards to the layout and the impact upon these trees and has clarified that the tree protection plans to be put in place prior to the commencement of works and during construction are acceptable. It is considered therefore that the layout of the development has had regard to existing trees on the site and the majority of good quality and moderate quality trees will be retained and will provide a wooded backdrop to the development. Furthermore, the landscaping scheme for the site indicated that acceptable compensatory/mitigation planting will be provided.

The dwellings take the form of both bungalows and dormer bungalows, in line with the requirements of the original outline permission. The dwellings will have off white rendered walls, with grey upvc windows and doors and slate effect roofing tiles. These materials are considered acceptable for the area and whilst the surrounding properties in Christopher Rise have brown concrete tile roofs and a partial buff brick and white rendered front elevation, the external materials of the new dwellings would ensure that the dwellings would not appear as incongruous features in the street scene but complement the character of the existing dwellings.

Having regard to the above it is considered the layout of the development and the footprint of the dwellings would be in accordance with the layout and built form of the dwellings in the surrounding area. In this respect the character of the development would complement the low rise, low density housing surrounding the site to the north and east. In terms of the visual appearance of the development, the footprints of the buildings together with the dormer style bungalows proposed will ensure that the development would not result in any significant adverse impacts in terms of visual appearance, and therefore would be satisfactory in terms of its impact on the character and appearance of the area having regard to UDP Policies EV1, EV2, EV17 and EV30.

Residential Amenity

The closest existing dwellings to the development are the single storey bungalows at Nos. 24, 26 and 28 Christopher Rise which back onto the northern boundary of the site. Nos. 24 to 26 have rear gardens in excess of 22 metres whereas, at its closest, the corner of the dwelling at No. 28 is some 5 metres from the boundary of the application site. The proposed dwellings on plots 1 to 6 have rear gardens of between 12-13 metres in depth; this is considered to be a satisfactory distance to ensure there would be no direct overlooking of neighbours gardens and no overbearing or overshadowing impacts from the proposed dwellings. A separation distance of some 20 metres would be achieved between the rear elevation of No. 28 Christopher Rise and the rear elevation of the proposed dwelling on plot 3. This is considered to be satisfactory given that No. 28 is splayed away from the rear elevation of the dwelling on plot 3 as such it is not considered there would be any significant detrimental impacts upon the occupiers of No. 28 Christopher Rise.

The proposed development is considered to be a satisfactory distance from the existing dwelling at The Poplars to ensure there would be no significant residential amenity impacts upon the occupiers of this dwelling.

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Concerns have been raised in letters of objection that the proposed development would result in a noise pollution to existing occupiers. It is considered the proposed development would complement the existing residential uses surrounding the site and would not generate excessive noise pollution.

In view of the above the proposed development is considered to be satisfactory in terms of residential amenity having regard to UDP policies EV1 and EV2.

Access and Highway Safety

The site is accessed from Christopher Rise via Oaklands Road and Woodfield Avenue. Oaklands Road is narrow due to on street parking and there is a sharp bend which leads onto Woodfield Avenue. Concerns have been raised in letters of objection regarding congestion and highway safety issues on these roads and the surrounding road network. In addition concerns were raised regarding the amount of traffic that may result from the construction of the development. As has been previously indicated, the access reflects that which was approved as part of the extant outline planning permission for the site.

With regard to traffic concerns on Oaklands Road and Woodfield Avenue, to ensure that traffic is free flowing along this narrow stretch and to avoid conflict at the bend it will be a requirement of any planning permission to put in suitable Traffic Regulation Orders to protect the passage of vehicles. This would address any traffic and highway safety concerns regarding the additional traffic movements arising from the development. This was also a condition on the outline planning permission.

The layout shows a road layout to adopted standards with sufficient space to provide parking for each plot. The turning head is acceptable and the development is therefore considered to be satisfactory having regard to UDP Policies AS1, AS2 and AS6.

Having regard to the above the Head of Transportation and Engineering has raised no objection to the proposal subject to: the internal road layout being agreed with the highway authority under a section 38 agreement; adequate parking provision within the plots; the provision of Traffic Regulation Orders (TRO) on Oaklands Road and the submission of a travel plan.

The above conditions are those that that were requested and imposed as part of the original outline application. The details in respect of the Travel Plan have been agreed via planning permission 2017/1344/DOC and a condition is recommended to ensure that these agreed details are complied with as part of this current application.

Objectors have suggested that the site be accessed from Swansea road to prevent additional traffic along Oaklands Road and Woodfield Avenue. However, this has not been put forward as part of this application. In addition, and notwithstanding this, the access to the site is identical to that which was granted under the previous planning permission.

Water Quality Issues

Burry Inlet Habitat Regulations Assessment

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Introduction

The City and County of Swansea, as the competent authority, is required under Regulation 61(1) of the Conservation of Habitats and Species Regulations 2010 (known as the 'Habitat Regulations') to undertake a Habitat Regulations Assessment of any project likely to have an effect on a European Site, or candidate/proposed European Site, either alone or in combination with other plans or projects, that is not necessary to the management of the site for management of the site for nature conservation.

In this instance, the European sites potentially affected are the Carmarthen Bay and Estuaries European Marine Site (CBEEMS), the Carmarthen Bay Special Protection Area (SPA) and the Burry Inlet SPA and RAMSAR site. Before deciding to give permission we must therefore first consider whether this development is likely to have a significant effect on the CBEEMS either alone or in combination with other plans or projects in the same catchment area.

Following an investigation of likely significant effects on the CBEEMS features water quality was identified as the only factor that might have an effect this is discussed below.

Water Quality

With regard to the water quality issues in the Burry inlet and Loughor Estuary, the City and County of Swansea has followed the advice of their statutory advisor, and has commissioned a preliminary assessment under the above Regulations which is limited to the assessment of potential wastewater effects only.

This assessment notes that as part of their review of consents (RoC) under regulation 63 the Environment Agency (EA) undertook a detailed Habitats Regulations assessment in relation to the effects of their consented activities. Consent modifications were identified to enable the Environment Agency to conclude no adverse effect on the integrity of the CBEEMS in respect of their consents operating at their maximum consented limits.

As the consents in question have already been subject to a full assessment (alone and in-combination) under the provisions of the Habitat Regulations, there is no need for the City and County of Swansea to undertake a further assessment where development can be accommodated within the post RoC discharge consent limits, as it is considered that the relevant parts of the earlier parts of the assessment remain robust and have not become outdated by further developments.

It is the opinion of the authority that this development can be accommodated within the post RoC discharge consent limits, and will not be likely to have a significant effect either alone or in-combination on the Carmarthen Bay and Estuaries SAC, the Carmarthen Bay SPA, or the Burry Inlet SPA and RAMSAR. Such effects can be excluded on the basis of the objective information available through the Environment Agency review.

Other Possible Effects on CBEEMS features

In addition, it is considered that there are no other potential adverse effects from this development proposal, either alone or in combination with other plans or projects on the above protected European sites.

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CONCLUSION

On this basis there is no requirement to make an appropriate assessment of the implications of the proposed development in accordance with regulation 61(1).

Ecology

The applicant had provided an extended phase 1 habitat report on the original planning permission which confirmed that no protected species were identified as having been recorded on or adjacent to the site, however, there are two trees (1 x Ash and 1 x Oak) on the southern boundary of the site which were considered to have features suitable for roosting bats and if works were to be carried out on these trees then a further survey would need to be undertaken. The submitted plans do not indicate that any works are being carried out to these trees. In addition, the tree protection details submitted and agreed will prevent any physical damage to these trees.

Bats are particularly sensitive to disturbance caused by increased levels of lighting therefore it is recommended a condition is placed on the permission restricting any additional lighting falling on the trees surrounding the site in particular those identified as having bat potential. This is considered to be both reasonable and necessary in order to ensure there would be no detriment to the conservation status of any bat species in and around the site. It is noted there is Japanese Knotweed on site and a treatment and management schedule to deal with this has been submitted and agreed by the Council's Knotweed Officer.

Trees

The proposed development would result in the loss of a number of trees on the site, however, the layout will allow for all trees in Category A and a high percentage of the moderate quality trees to be retained.

A Tree Preservation Order (P17/7/4/563) has been placed on the trees on the southern boundary to ensure a measure of control over the better quality trees on the site. As indicated above, the Council's Tree Officer has agreed a root protection area to ensure these trees are unaffected by the development. The development is therefore considered to be satisfactory having regard to UDP Policies EV2 and EV30.

Affordable Housing

The current scheme indicates the provision of 2 affordable housing units on Plots 7 and 8 as required by the Section 106 agreement signed as part of the outline planning approval.

Education

The Director of Education had requested a financial contribution for both Pontlliw Primary School and Pontarddulais Comprehensive School as part of the original planning permission and the applicant agreed to provide a contribution of £38,352 which may be used to fund improvements and/or extensions to this school. This figure was in accordance with the guidance contained within the Planning Obligations SPG and as such it is recommended that the Section 106 contributions are duplicated as part of the consideration of the current scheme via a Deed of Variation.

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Outdoor Play Space

The nearest open space provision fronts Woodfield Avenue and the nearest outdoor play provision is at Pontlliw Park which is approximately 1km walk from the application site. In view of the size of the development it is not considered reasonable or necessary to require on site open space or play provision. Whilst it may be desirable for the developer to provide a contribution to fund improvements to Pontlliw Park, in this instance in view of the established need for affordable housing in the area and the capacity issues in local schools, S106 contributions for this development have been prioritised for Education and affordable housing. As such, a contribution for outdoor play space has not been sought and was not considered necessary in order to make the proposal acceptable in planning terms.

Other Material Considerations

The concerns raised by third parties are summarised above and have been addressed within the above appraisal. This includes reference to UDP policy considerations, the current status of this greenfield site and its acceptability for development. The highway access and public safety concerns relating to traffic are considered in the Highways Officer's response. The design and layout considerations have been carefully assessed with regard to the impact of the development on the character and appearance of the area and residential amenities of neighbouring occupiers. The impact on local wildlife and ecology has been properly assessed and is considered to be satisfactory in this respect.

The comments received concerning access are noted but the access route was considered and approved by Committee as part of the outline planning permission. No evidence has been produced to demonstrate that the situation now is worse than when the outline planning permission was approved and it is not considered there are grounds to refuse this application on highway safety grounds.

The details in respect of drainage, boundary treatment and tree protection measures have also been agreed via planning permission 2017/1344/DOC and conditions are recommended to ensure that these agreed details are complied with as part of this current application.

Conclusion

In conclusion and having regard to all material considerations, it is considered that the proposal would not harm the character or the appearance of the area. The layout of the development has had regard to the mature trees on the site, many of which are of high or moderate quality and have both amenity and wildlife value. In addition it is not considered the proposal would have any significant residential amenity impacts on neighbouring occupiers and would not have any significant impacts on highway safety. Having regard to all of the above the proposal is considered to be satisfactory and in accordance with UDP Policies and approval is therefore recommended.

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RECOMMENDATION

APPROVE, subject to the applicant entering into a Deed of Variation of the Section 106 Planning Obligation to provide an education contribution of £38,352 and agreeing that the two affordable housing units on plots 7 and 8 are retained as such in perpetuity and to the following conditions:

- 1 The development hereby permitted shall begin not later than five years from the date of this decision.
Reason: To comply with the provisions of Section 91 of the Town and Country Planning Act, 1990.
- 2 The development shall be carried out in accordance with the following approved plans and documents: AS17.05.L.00.00 P1 site location plan, DT90 005 REV A detailed landscape proposals plan, AS17.05.L.02.10.P3 floor plans and elevations type A & B, AS17.05.L.01.00 P1 proposed rendered site plan, AS17.05.L.01.00 P4 proposed site plan, AS17.05.L.04.00 P1 proposed street elevations version B, AS17.05.L.93.00 P2 proposed external works plan received 16th June 2017, AS17.05 L.02.11.P2 house types C & D floor plans, AS17.05 L.02.12.P1 House types B & C (handed), AS17.05 L.02.13.P1 House types C2 & D (handed) received 22nd June 2017, highways cross section sheet 1, highways cross section sheet 2, highways longitudinal sections sheet 1 received 17th July 2017.
Reason: For the avoidance of doubt and to ensure compliance with the approved plans.
- 3 The garages and parking areas hereby approved shall be retained as such in perpetuity for the occupiers of the dwellings and their visitors.
Reason: To ensure sufficient off-street parking is provided, in the interest of highway safety.
- 4 The boundary treatment shall be completed in accordance with the details as approved on plan AS17.05L 93.00 P2, approved under application 2017/1344/DOC, before the dwelling hereby approved is occupied and shall thereafter be retained as such.
Reason: In the interest of maintaining a satisfactory scheme of landscaping and to protect the visual amenity of the area.
- 5 A detailed scheme for the eradication of Japanese Knotweed shall be submitted to and approved in writing by the Local Planning Authority, and shall be implemented prior to the commencement of work on site.
Reason: In the interests of the ecology and amenity of the area.
- 6 Before the any dwelling hereby approved is brought into beneficial use, the finishes for the external surfaces shall be completed in accordance with the details shown on Plan Nos. AS17.05.L.02.10 P3, AS17.05.L.02.11 P2, approved under planning application 2017/1344/DOC on 23rd August 2017 .
Reason: In the interests of visual amenity.

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- 7 The development shall not be brought into beneficial use until the drainage works have been completed in accordance with the drainage details shown on plans 03.01 P2; 08.01P1; 09.01 P1 and 02.01.P3 approved on 24th October 2017 under application 2017/1344/DOC.
Reason: To ensure that a satisfactory comprehensive means of drainage is achieved and that no adverse impact occurs to the environment or the existing public sewerage system and to minimise surface water run-off.
- 8 Foul water and surface water discharges must be drained separately from the site and no surface water or land drainage shall be allowed to connect (either directly or indirectly) to the public foul sewerage system.
Reason: To prevent hydraulic overloading of the public sewerage system and pollution of the environment.
- 9 The Travel Plan shall be implemented and operated in accordance with the scheme and timetable as approved under application 2017/1344/DOC.
Reason: In order to promote more sustainable modes of transportation.
- 10 The development hereby approved shall not be occupied until a scheme to provide Traffic Regulation Orders along Oaklands Road/ Woodfield Avenue/ Swansea Road has been submitted to and agreed in writing by the Local Planning Authority. The works shall be completed in accordance with the approved details prior to any works commencing on site.
Reason: To reduce the likelihood of obstruction of the highway, danger to road users, in the interests of highway safety
- 11 Before the development hereby approved is occupied, any external lighting proposed within the development shall be in accordance with details to be first submitted to and approved in writing with the Local Planning Authority. The development shall be completed in accordance with the approved details.
Reason: In the interests of nature conservation.
- 12 No dwelling shall be occupied until details of the proposed arrangements for future management and maintenance of the proposed streets within the development have been submitted to and approved in writing by the local planning authority. The streets shall thereafter be maintained in accordance with the approved management and maintenance details until such time as an agreement has been entered into under section 38 of the Highways Act 1980 or a private management and maintenance company has been established.
Reason: In the interest of highway safety
- 13 No development including demolition work shall commence until all tree protection measures as detailed in the Tree Protection Scheme shown on plan no. AS17.05.L.01.00 P4, Arboricultural report and the amended tree protection plan approved on 23rd August 2017 under application 2017/1344/DOC have been implemented in accordance with the approved details, inspected and approved in writing by the Local Planning Authority. The Tree Protection Measures shall remain in place for the duration of the construction works hereby approved and shall only be removed or altered in that time with the prior written approval of the Local Planning Authority
Reason: To ensure the protection of retained trees on site during construction works.

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ITEM 1 (CONT'D)

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INFORMATIVES

1 The development plan covering the City and County of Swansea is the City and County of Swansea Unitary Development Plan. The following policies were relevant to the consideration of the application: EV1, EV2, EV17, EV30, EV33, EV34, EV35, HC3, AS2 and AS6.

2 This consent is issued without prejudice to any other consents or easements that may be required in connection with the proposed development.

3 Bats may be present. All British bat species are protected under Schedule 5 of the Wildlife & Countryside Act 1981 (as amended) and are listed in Schedule 2 of the Conservation of Habitats and Species Regulations 2010. This legislation implements the EC Habitats & Species Directive in the UK making it an offence to capture, kill or disturb a European Protected Species or to damage or destroy the breeding site or resting place of such an animal. It is also an offence to recklessly / intentionally to disturb such an animal.

If evidence of bats is encountered during site clearance e.g. live or dead animals or droppings, work should cease immediately and the advice of the Natural Resources Wales sought before continuing with any work (01792 634960).

4 Birds may be present in this building and grounds please note it is an offence under the Wildlife & Countryside Act 1981 (as amended) to intentionally (intentionally or recklessly for Schedule 1 birds) to:

- Kill, injure or take any wild bird
- Take, damage or destroy the nest of any wild bird while that nest in use or being built
- Take or destroy an egg of any wild bird

Care should be taken when working on buildings particularly during the bird nesting season March-August.

5 It is an offence under the Town and Country Planning Act 1990 to:

Cut down, uproot, top, lop, wilfully destroy or wilfully damage a tree protected by a Tree Preservation Order.

Wilful damage to a protected tree includes damage to its surrounding rooting area by: excavation work, storage of materials or machinery, parking of vehicles, deposit of soil or rubble, disposal of liquids, or the mixing of cement.

6 The internal road layout should be agreed with the Highway Authority under a section 38 agreement.

7 The developer and future occupiers are advised that any external lighting should be designed and sited so as to have regard to the potential presence of roosting bats in the trees on the southern boundary of the site.

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- 8 As part of a sustainable drainage system the developer is advised to consider the use of sustainable drainage (SUDS) measures, such as permeable paving for the driveway access and car parking area, and rainwater or greywater harvesting from the new buildings, etc.
- 9 The Council is responsible for the naming and numbering of streets within the administrative area. All new property addresses or changes to existing addresses arising from development for which planning consent is sought must be cleared through the Council's Street Naming and Numbering Officer as soon as building work commences. Street naming and numbering proposals must be agreed with the Council prior to addresses being created or revised. Please note that there is a charge for the provision of some street naming and numbering services.
- 10 To reduce the likelihood of obstruction of the highway, danger to road users, to conserve public health and local amenity, to ensure satisfactory standard of sustainable development and in order to ensure a proper standard of development and appearance in the interests of conserving the amenities and architectural character of the area, no development should commence, including any works of demolition, until a Construction Method Statement has been agreed with the Highway Authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for:
- i) the parking of vehicles of site operatives and visitors;
 - ii) loading and unloading of plant and materials;
 - iii) storage of plant and materials used in constructing the development;
 - iv) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
 - v) wheel washing facilities;
 - vi) measures to control the emission of dust and dirt during demolition and construction; and
 - vii) a scheme for recycling/disposing of waste resulting from demolition and construction works.
- 11 All off-site highway works are subject to an agreement under Section 278 of the Highways Act 1980. The design and detail required as part of a Section 278 Agreement will be prepared by the City and County of Swansea. In certain circumstances there may be an option for the developer to prepare the scheme design and detail, for approval by the City and County of Swansea. However, this will be the exception rather than the rule. All design and implementation will be at the expense of the developer.

The Developer must contact the Highway Management Group , The City and County of Swansea , Guildhall Offices, c/o The Civic Centre , Swansea SA1 3SN before carrying out any work . Please contact the Team Leader, e-mails to mark.jones@swansea.gov.uk, tel. no. 01792 636091

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ITEM 1 (CONT'D)

APPLICATION NO:

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- 12 The applicant may need to apply to Dwr Cymru Welsh Water for any connection to the public sewer under S106 of the Water industry Act 1991. If the connection to the public sewer network is either via a lateral drain i.e. a drain which extends beyond the connecting property boundary or via a new sewer i.e. serves more than one property, it is now a mandatory requirement to first enter into a Section 104 Adoption Agreement (Water Industry Act 1991). The design of the sewers and lateral drains must also conform to the Welsh Ministers Standards for Gravity Foul Sewers and Lateral Drains, and conform with the publication Sewers for Adoption 7th Edition. Further information can be obtained via the Developer Services pages of www.dwrcymru.com

The applicant is also advised that some public sewers and lateral drains may not be recorded on our maps of public sewers because they were originally privately owned and were transferred into public ownership by nature of the Water Industry Schemes for Adoption of Private Sewers Regulations 2011. The presence of such assets may affect the proposal. In order to assist us in dealing with the proposal the applicant may contact Dwr Cymru Welsh Water. Under the Water Industry Act 1991 Dwr Cymru Welsh Water has rights of access to its apparatus at all times.

- 13 The proposed development is crossed by a distribution watermain. Dwr Cymru Welsh Water as Statutory Undertaker has statutory powers to access our apparatus at all times. It may be possible for this watermain to be diverted under Section 185 of the Water Industry Act 1991, the cost of which will be re charged to the developer. The developer must consult Dwr Cymru Welsh Water before any development commences on site.
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ITEM 2 (CONT'D)

APPLICATION NO:

2017/1440/S73

UDP - EV9 - Development in Conservation Areas

Development within or adjacent to a Conservation Area will only be permitted if it would preserve or enhance the character and appearance of the Conservation Area or its setting. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV40 - Air, Noise and Light Pollution

Development proposals will not be permitted that would cause or result in significant harm to health, local amenity, natural heritage, the historic environment or landscape character because of significant levels of air, noise or light pollution. (City & County of Swansea Unitary Development Plan 2008)

UDP - EC5 - District Shopping Centres

Development within designated district centres will be encouraged where it is of a type and scale that maintains or improves the range and quality of shopping facilities and meets other specified criteria. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV1 - Design

New development shall accord with a defined set of criteria of good design. (City & County of Swansea Unitary Development Plan 2008).

UDP - EV9 - Development in Conservation Areas

Development within or adjacent to a Conservation Area will only be permitted if it would preserve or enhance the character and appearance of the Conservation Area or its setting. (City & County of Swansea Unitary Development Plan 2008)

UDP - AS6 - Parking/Accessibility

Provision of car parking in accordance with adopted standards. (City & County of Swansea Unitary Development Plan 2008)

SITE HISTORY

| App Number | Proposal | Status | Decision Date |
|---------------|---|--------|---------------|
| 2017/1440/S73 | Variation of conditions 2 and 4 of planning permission granted 24/06/2016 (Change of use from office (Class B1) to restaurant (Class A3) and partial demolition and re-design of the existing garage to facilitate the provision of 2 off street parking spaces) to allow an amended parking layout, boundary treatment details, an external fire escape and a terraced area to the front | PDE | |

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| ITEM 2 (CONT'D) | | APPLICATION NO: | 2017/1440/S73 |
|-----------------|---|-----------------|---------------|
| 2017/2195/ADV | 1 internally illuminated free standing sign and 2 non illuminated fence mounted signs | PCO | |
| 2016/0726 | Change of use from office (Class B1) to restaurant (Class A3) and partial demolition and re-design of the existing garage to facilitate the provision of 2 off street parking spaces. | APP | 24.06.2016 |
| 2015/0873 | Change of use from Offices (Class B1) to Class A3 with associated fenestration alterations to front elevation and replacement of single garage with double garage and associated works. | REF | 20.08.2015 |
| 2015/0452 | Change of use from offices (Class B1) to Restaurant/Bar (Class A3) | PRENE G | 22.04.2015 |
| 2005/0657 | Change of use from residential use (Class C3) to office use (Class B1) | APP | 28.06.2005 |

RESPONSE TO CONSULTATION

Two neighbouring properties were consulted and the proposal was advertised on site and in the press as being development within a Conservation Area. 35 LETTERS OF OBJECTION have been received which are summarised as follows:

- 1) The tree must be kept (visual benefit).
- 2) Shortsighted for a council that considers itself a progressive one. How on earth can plastic trees and plastic shrubbery be a substitute for the real thing.
- 3) Too many bars in the area.
- 4) Noise and public order implications that it will bring to the Uplands.
- 5) The building/garage shouldn't be changed as it contributes to visual amenity.
- 6) Deliveries will cause noise disturbance.

A PETITION OF OBJECTION containing 50 signatures has been received which raises the following concern:

- 1) Detrimental impact on the conservation area

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ITEM 2 (CONT'D)

APPLICATION NO:

2017/1440/S73

Highway Authority - No objection: The existing garage and the front driveway space, which is currently in use as such, comply with requirements and 2 parking spaces, the level that an Inspector at appeal deemed to be the minimum requirement to mitigate for the increase in parking demand can be made available. There are no highway objections to the proposals

Tree Officer - The patio could be constructed without an adverse impact on the trees if a suitable method is used. A tree protection plan and arboricultural method statement (in accordance with BS5837:2012) is required to show how the construction will be carried out (a no dig option is required). The drainage is still a concern and this should also be addressed. An alternative material should also be used that will not affect the ground pH. This can be conditioned.

APPRAISAL

This application is reported to committee for decision at the request of Councillors Irene Mann and Peter May. A petition of objection containing 50 signatures has also been received in addition to 35 letters of objection.

Description

Permission is sought for the variation of conditions 2 and 4 of planning permission 2016/0726 granted 24/06/2016 to allow an amended parking layout, boundary treatment details, an external fire escape and a terraced area to the front of 30 Uplands Crescent, Uplands.

Following initial receipt of the application and in response to both officer and public concerns about the scheme amended plans have been received which seek to overcome concerns relating to visual impact through the omission of the timber fence along the boundary with No. 28 and alongside the proposed parking area and omission of all initially proposed artificial box hedging. The existing brick pillars are proposed to be retained and details relating to the external door for deliveries has been provided.

Site History

Planning permission was originally granted under Ref: 2005/0657 for the change of use of the property from residential use (Class C3) to office use (Class B1). A more recent application was submitted under Ref: 2015/0873 for the change of use from offices (Class B1) to Class A3 with associated fenestration alterations to front elevation and replacement of single garage with double garage and associated works. That particular application was refused for the following reasons:

1. *The proposal would represent an unacceptable and unjustified encroachment outside of the Uplands District Centre, which would introduce a Class A3 use into a predominantly residential area of Uplands and would undermine the vitality and viability of the established District Centre, contrary to Planning Policy Wales (Edition 7), UDP Policy EC5 and adopted 'District Centres, Local Centres and Community Centres' Supplementary Planning Guidance.*

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2. *The proposal would introduce a Class A3 use into a predominantly residential part of Uplands and in doing so would result in unacceptable impacts on residential amenity arising from noise, general disturbance and indiscriminate car parking, contrary to UDP Policies EV1 and EV40.*
3. *The physical aspects of the development would adversely affect the character and appearance of the host building and in doing so would fail to preserve or enhance the Fynnone Conservation Area, contrary to UDP Policies EV1 and EV9.*
4. *The proposed change of use from Class A1 to Class A3 is likely to attract more parking demand, particularly at peak times and in the evening, in an area where there is no dedicated off street car park and the availability of on-street parking is limited. This would put significant pressure on an already congested area to the detriment of highway safety and parking provision for existing residents, contrary to UDP Policy AS6.*

The refusal was subsequently appealed by the applicant to the Planning Inspectorate. The appointed Inspector concluded that given the site's location opposite and adjacent to other commercial uses that it had the characteristics and sense of being located within the retail and commercial frontage of the District Centre. Furthermore the Inspector felt that the Local Planning Authority had failed to demonstrate how the approval of this application would affect the vitality and viability of the centre and concluded that competition between similar businesses within the market place is not a planning justification for resisting the proposal.

The Inspector felt that the introduction of a high end food and drink outlet which is currently not available within the District Centre would benefit the area. Furthermore the concept of a restaurant and wine bar would allow the premises to remain open for business during both the working day and evening which would prevent the creation of a dead frontage. This was considered to promote the vitality and viability of the District Centre rather than cause harm.

In addition to this it was felt the new business could attract new footfall to the District centre which would help local shops through linked trips. On this basis therefore the Inspector concluded that in land use terms the proposal was acceptable in terms of the principle of the use applied for.

In terms of the highway considerations resulting from the proposed use the inspector considered that existing parking in the streets is well regulated with limited waiting areas for general use and shoppers but also noted that the appeal is in close proximity the City centre and benefits from excellent bus services that provide customers with the opportunity to use public transport rather than relying on private car. He suggested that this was pertinent given the fact that customers are likely to consume alcohol at the restaurant and are therefore more likely to use public transport or taxis. He also noted it would be likely that there would be linked visits to other premises and the development would not significantly increase the level of car parking demand in the area in the evenings. The Inspector also considered the fall-back position of an office which could create significantly more demand for parking during the day. On this basis the Inspector considered the principle of the use was acceptable in terms of highway movements, however, dismissed the appeal on the basis of concerns raised by the Highway Authority that the amended garage and scheme would not provide at least 2 off-street parking spaces which was considered by the Inspector to be an essential component of the scheme.

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Following the appeal decision a revised application was submitted in May 2016 proposing to address the inspectors concerns relating to parking provision by providing 2 off street parking bays in addition to the existing garage which was proposed to be reduced in scale. Given the acceptance of the principle of the use by the Planning Inspector full planning permission was granted in June 2016 (2016/0726) for the change of use of No 30 Uplands Crescent from office (Class B1) to restaurant (Class A3) and partial demolition and re-design of the existing garage to facilitate the provision of 2 off street parking spaces.

This Section 73 application therefore follows on from the June 2016 approval in which the applicant is proposing revisions to conditions attached to that permission.

Main Issues

As an application made under Section 73 of the Town and Country Planning Act (1990) the only matter which can be considered is the conditions to which the application relates and the original planning permission itself, including the principle of development, is not a matter for consideration. The application proposes physical works and accordingly the key considerations are the impact of the development upon visual amenity and the Ffynone and Uplands Conservation Area, impact upon residential amenity and highway safety matters.

Visual Amenity and impact upon Ffynone & Uplands Conservation Area

The site lies within the Ffynone & Uplands Conservation Area. As set out in the Planning (Listed Buildings and Conservation Areas) Act 1990 a Conservation Area is defined as an area of 'special architectural and historic interest, the character or appearance of which it is desirable to preserve or enhance'. Section 72 of the Act specifies that in making a decision on an application for development in a conservation area, special attention must be paid to the desirability of preserving or enhancing the character or appearance of that area.

The proposed changes include:

- Staircase and first floor fire exit door (eastern elevation), ground floor fire exit door
- External extraction system to first floor to the eastern elevation window
- Access ramp from Uplands Terrace (western elevation) with new access point and gate
- Steps from Uplands Terrace and new gate to western elevation
- Metal railings and existing brick pillars to southern and part western boundary treatments
- Revisions to rear parking area to allow the retention of existing garage
- External door to facilitate deliveries to lower ground floor with ramp from rear parking area.

In terms of the context of the building the site lies within the Ffynone and Uplands Conservation Area and within the Uplands District Shopping Centre. The application site comprises an unlisted building of character with attractive external features such as the large four pane windows on the front elevation. This building was apparently designed by Glendinning Moxham who was responsible for many of Swansea's finest buildings. The application building is viewed as one of the most important buildings within this part of the Conservation Area and is located on a prominent corner at the junction of Uplands Terrace and Uplands Crescent.

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The proposal to construct a new steel fire escape staircase to the eastern elevation of the building is acceptable in principle. The staircase will have a small first floor platform area and will provide direct access from a new fire escape door at first floor to ground floor level. The staircase will be located to the eastern elevation in close proximity to the shared boundary with no.28 Uplands Crescent. Given the set back from the building frontage and the presence of an established tree within the application site curtilage, there will be limited views of this structure from the public realm and subsequently this element is deemed acceptable subject to appropriate quality finish (i.e. not galvanised).

Access to the fire escape staircase will be provided from a new secure fire exit door in place of an existing first floor window. This replacement is considered acceptable given the limited visibility from public vantage points.

The addition of an extract ventilation fan with non-return shutters to an existing first floor window will not be visible from the street scene and raises no concerns in terms of visual amenity.

The proposed access ramp to provide disabled access to the site from Uplands Terrace (western elevation) will be facilitated through the creation of a new gated access point in the existing stone boundary wall. A new pillar is to be constructed in reclaimed brick to match the existing pillar at the step in the boundary wall with stone capping to match. Whilst the creation of a new access point will result in a break in the uniformity of the existing brick wall, this addition is considered acceptable on the basis of matching materials. The proposed gate and railings are shown to be wrought iron with a painted finish stated to be in a style to match the era of original building with circular detail on gates to be painted bronze which raises no concern.

The proposal seeks to reconfigure the existing stepped access to the site from Uplands Terrace by pulling forward the steps towards the boundary to allow the creation of a paved gradual ramp to be facilitated within the site. The Council's Conservation Officer raised concern over the increased height of the existing pillars originally proposed. However, these are now to remain as existing with no height increase proposed. This element of the proposal is not considered to harm the overall character and appearance of the property and surrounding Conservation Area.

It is proposed to install metal railings to the southern boundary and part of the western boundary. The original application proposed artificial box hedging which following concerns raised to the applicant about its unacceptable appearance within the Conservation Area was removed from the scheme.

The surrounding street scene, especially along Uplands Crescent is characterised by the in most part, uniform brick boundary treatment as seen at the application site, with consistent brick pillar heights and a lack of infill boundary treatments between pillars. The rear portion of the western boundary originally proposed timber close boarded fencing surrounding the bin storage area, however, following concerns this has now been omitted from the scheme with a natural hedgerow at this part of the site to remain.

The omission of the box hedging and the use of metal railings with the retention of the pillars at their existing height is considered to have an acceptable impact upon the character and appearance of the host dwelling and would preserve the character and appearance of the conservation area.

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In essence the proposed boundary treatments are now considered visually acceptable and would not detract from the appearance of the host building and would preserve and enhance the character and appearance of the conservation area, having regard to the criteria set out in Policies EV1 and EV9 of the City and County of Swansea Unitary Development Plan 2008.

In terms of the proposed terraced area to the front, this area contains trees which are annotated to be retained on the submitted plan. The trees make a significant contribution to the vista of the area and their retention is welcomed. The Council's Tree Officer has raised no objection to the proposal and, subject to a condition requiring a tree protection plan and arboricultural method statement to be submitted that includes a no dig zone, drainage (in terms of protecting tree root systems) and suitable paving, there are no objections to the proposal.

Residential Amenity

With respect to the impact on the living conditions of neighbouring residents, it was considered by the Planning Inspector in the former appeal that the Local Planning Authority had provided no evidence to suggest that the addition of one more A3 use in this location would lead to any material increase in general activity, antisocial behaviour, noise or disturbance with this mixed use area. The Inspector felt that a condition restricting opening hours would ensure that local residents would not be harmfully disturbed by the proposal. A planning condition was appended to the original planning permission (ref:2016/0726) to control the opening hours of the property to customers for only being outside of the hours of 00:30 and 07:30 and on this basis the revised application is considered to be acceptable.

Highway Safety

The Head of Transportation and Engineering has raised no objection to the parking layout amendment on the basis that it provides for 2 parking spaces, a level which was determined to be required by the Planning Inspector.

Response to consultation

With regard to the issue surrounding the retention of the tree, the submitted plans indicate its retention and the Council's Tree Officer, subject to condition, is supportive of the proposal. The issues relating to the number of bars in the area and alterations to the building were assessed under the previous application and appeal at this site and therefore are not under consideration at this stage. In terms of deliveries, the area proposed for parking is associated with staff and would be too small to accommodate large delivery vehicles. However, such an issue would not warrant a refusal in this instance as the use of the premises has already been established under a previous application.

Conclusion

Having regard to all material planning considerations including the Human Rights Act, the proposal is considered to represent an acceptable form of development having regard to the criteria set out in Policies EV1, EV9 and EV40 of the City and County of Swansea Unitary Development Plan 2008.

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Regard has been given to the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under Part 2, Section 3 of the Well-Being of Future Generations (Wales) Act 2015 ("the WBFG Act"). In reaching this recommendation, the Local Planning Authority has taken account of the ways of working set out at Part 2, Section 5 of the WBFG Act and consider that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the public bodies' well-being objectives set out as required by Part 2, Section 9 of the WBFG Act.

RECOMMENDATION:

APPROVE, subject to the following conditions:

- 1 The development hereby permitted shall begin not later than five years from the date of this decision.
Reason: To comply with the provisions of Section 91 of the Town and Country Planning Act, 1990.
- 2 The development shall be carried out in accordance with the following amended approved plans and documents: Elevations (103 PE Rev E) proposed floor and exterior plans (102 PP Rev G) received on 2nd October 2017.
Reason: For the avoidance of doubt and to ensure compliance with the approved plans.
- 3 The materials used in the development hereby approved shall match those of the existing building.
Reason: In the interests of visual amenity and the character and appearance of the conservation area.
- 4 The restaurant/bar hereby approved shall not be brought into beneficial use until the parking spaces indicated on the approved plans (BC UB 102 Rev G) have been provided in accordance with the approved details. The spaces shall be kept available for parking in connection with the restaurant/bar at all times.
Reason: In the interest of highway safety.
- 5 The premises shall not be used by customers between 00.30 and 07:30 hours on any day.
Reason: In the interest of residential amenity.
- 6 The premises shall be used as a cafe bar/bar/restaurant Class A3 and for no other purpose (including any other purpose in Class A3) of the Schedule to the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification). The premises shall not operate as a hot food takeaway.
Reason: In the interest of residential amenity.

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- 7 The use hereby permitted shall not commence until a scheme, which specifies the provisions for any condensing units relating to refrigeration and freezing of products has been submitted to and approved in writing by the Local Planning Authority. Such works that form part of the approved scheme shall be completed before the premises are brought into beneficial use
Reason: In the interest of public health and residential amenity.
- 8 The use hereby permitted shall not commence until a scheme of ventilation and fume extraction, including full details of the equipment to be installed for that purpose, has first been submitted to and agreed in writing by the Local Planning Authority. The approved scheme shall be fully installed prior to the unit being brought into beneficial use and shall be retained thereafter to serve the development.
Reason: In the interest of public health and residential amenity.
- 9 Prior to works commencing a Tree Protection Plan and Arboricultural Method Statement shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details which shall include a 'no-dig zone'; outline how any drainage system shall be installed without adversely affecting the trees on site; and paving which will not affect ground pH levels.
Reason: In order to prevent harm to trees within the application site in the interests of visual amenity and the character and appearance of the conservation area.
- 10 Notwithstanding the submitted details and prior to its erection on the building full details of the approved 'Fire Escape Staircase' in terms of form and finish shall be submitted to and approved in writing by the Local Planning Authority. Development shall thereafter be carried out in accordance with the approved details.
Reason: To ensure a proper standard of development and appearance in the interests of conserving the amenities and character of the Ffynone & Uplands Conservation area.

INFORMATIVES

- 1 This consent is issued without prejudice to any other consents or easements that may be required in connection with the proposed development.
- 2 The development plan covering the City and County of Swansea is the City and County of Swansea Unitary Development Plan. The following policies were relevant to the consideration of the application: Policies EV1, EV9 and AS6 of the City and County of Swansea Unitary Development Plan 2008.
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ITEM 3 (CONT'D)

APPLICATION NO:

2017/1801/RES

UDP - EV3 - Accessibility

Proposals for new development and alterations to and change of use of existing buildings will be required to meet defined standards of access. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV11 - Historic Parks, Gardens and Landscapes

Development will not be permitted that would harm the character or setting of a registered Historic Park or Garden or the character of an Historic Landscape. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV24 - Greenspace System

Within the greenspace system, consisting of wildlife reservoirs, green corridors, pocket sites and riparian corridors, the natural heritage and historic environment will be conserved and enhanced. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV30 - Trees, Woodland and Hedgerow Protection

Protection and improved management of woodlands, trees and hedgerows which are important for their visual amenity, historic environment, natural heritage, and/or recreation value will be encouraged. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV33 - Sewage Disposal

Planning permission will normally only be granted where development can be served by the public mains sewer or, where this system is inadequate, satisfactory improvements can be provided prior to the development becoming operational. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV35 - Surface Water Run-Off

Development that would have an adverse impact on the water environment due to:

- i) Additional surface water run off leading to a significant risk of flooding on site or an increase in flood risk elsewhere; and/or,
- ii) A reduction in the quality of surface water run-off.

Will only be permitted where it can be demonstrated that appropriate alleviating measures can be implemented. (City & County of Swansea Unitary Development Plan 2008)

UDP - EV36 - Development and Flood Risk

New development, where considered appropriate, within flood risk areas will only be permitted where developers can demonstrate to the satisfaction of the Council that its location is justified and the consequences associated with flooding are acceptable. (City & County of Swansea Unitary Development Plan 2008)

UDP - HC2 - Urban Infill Housing

Housing development within the urban area will be supported where the site has been previously developed, its development does not conflict with other policies, does not result in ribbon development, and the coalescence of settlements, overintensive development, significant loss of residential amenity, significant adverse effect on the character and appearance of the area, loss of urban green space, significant harm to highway safety, significant adverse effects to landscape, natural heritage, security and personal safety, infrastructure capacity, and the overloading of community facilities and services. (City & County of Swansea Unitary Development Plan 2008)

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ITEM 3 (CONT'D)

APPLICATION NO:

2017/1801/RES

UDP - HC11 - Higher Education Campus Development

Higher education campus development will be permitted subject to compliance with the defined set of criteria. (City & County of Swansea Unitary Development Plan 2008)

UDP - HC17 - Planning Obligations

The Council will negotiate with developers to secure improvements to infrastructure, services, and community facilities; and to mitigate against deleterious effects of the development and to secure other social economic or environmental investment to meet identified needs, via Section 106 of the Act. (City & County of Swansea Unitary Development Plan 2008)

UDP - HC3 - Affordable Housing

Provision of affordable housing in areas where a demonstrable lack of affordable housing exists. (City & County of Swansea Unitary Development Plan 2008)

UDP - HC24 - Play Areas/Public Open Space

Provision of public open space within new residential developments. (City & County of Swansea Unitary Development Plan 2008)

UDP - AS1 - New Development Proposals

Accessibility - Criteria for assessing location of new development. (City & County of Swansea Unitary Development Plan 2008).

UDP - AS4 - Public Access Routes

Accessibility - Creation and improvement of public rights of way. (City & County of Swansea Unitary Development Plan 2008)

UDP - AS6 - Parking/Accessibility

Provision of car parking in accordance with adopted standards. (City & County of Swansea Unitary Development Plan 2008)

SITE HISTORY

| App Number | Proposal | Status | Decision Date |
|---------------|--|--------|---------------|
| 2016/3273/DOC | Residential Development 43 units - Discharge of conditions 2 (Notification) and 3 (Site Notice) of Planning permission 2016/0177 granted 04/02/2016 | APP | 23.11.2016 |
| 2017/0040/NMA | Non Material Amendment to planning permission 2016/0177 granted 4th February 2016 to allow for the amendment of the surface finish along the estate roads from dressed tarmac to concrete setts | APP | 27.01.2017 |

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| ITEM 3 (CONT'D) | APPLICATION NO: | 2017/1801/RES |
|-----------------|---|--------------------|
| 2017/0223/DOC | Residential Development (Phase 1) - Discharge of condition 5 (External Finishes) of Planning Permission 2016/0177 granted 4th February 2016 | APP 15.03.2017 |
| 2017/0761/PRE | (Pre-application) Application for the approval of reserved matters - Phases 2 _ 3 | MIXPR E 26.06.2017 |
| 2017/1148/DOC | Residential redevelopment - Discharge of condition 15 (surface water drainage strategy) of planning permission 2014/1192 granted 6 January, 2016 - (Re-submission) | APP 30.06.2017 |
| 2017/1801/RES | Demolition of existing student accommodation/buildings and construction of 113 no. two & three storey dwellings and associated access road infrastructure, pedestrian links, engineering/drainage works, public open space, woodland planting and landscaping (Details of access, appearance, landscaping, layout and scale pursuant to conditions 2, 5, 6, 8 & 16 of the outline planning permission 2014/1192 approved 6th January 2016) - Phases 2 & 3 | PDE |
| 2017/1830/DOC | Residential Development (Phase 1) - Discharge of condition 5 (External Finishes) - (revised brick type) of Planning Permission 2016/0177 granted 4th February 2016 | APP 07.09.2017 |

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| ITEM 3 (CONT'D) | APPLICATION NO: | 2017/1801/RES |
|-----------------|--|--------------------|
| 2016/1486 | Non material amendment to condition 17 of planning permission 2014/1192 granted 6th January 2016 to allow implementation of flood risk mitigation scheme within Phase 4 of residential development | APP 05.08.2016 |
| 2016/0568 | Residential redevelopment - Discharge of condition 15 (surface water drainage strategy) of planning permission 2014/1192 granted 6 January, 2016 | NOBJ 19.07.2016 |
| 2016/0526 | Residential redevelopment - Discharge of conditions 4 (phasing), 10 (Construction Traffic Management), 12 (Construction Environment Management), 13 (Construction Waste Management), and 19 (Aboricultural Method Statement) of planning permission 2014/1192 granted 6 January, 2016 | NOBJ 01.07.2016 |
| 2016/0177 | Construction of 43 no. two / three storey dwellings and associated access, infrastructure, engineering works, public open space and landscaping (Details of access, appearance, landscaping, layout and scale pursuant to conditions 2, 5, 6, 8 & 16 of the outline planning permission 2014/1192 approved 6th January 2016) | APP 15.06.2016 |
| 2015/2560 | Pre-application - phase 1 residential development - 40-45 dwellings | PREP OS 17.03.2016 |

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| ITEM 3 (CONT'D) | | APPLICATION NO: | 2017/1801/RES |
|-----------------|--|-----------------|---------------|
| 2014/1192 | Demolition of the existing student accommodation and other University buildings and comprehensive residential re-development of the site, with access road infrastructure, public open space, woodland planting and associated works (outline with all matters reserved) | S106 | 06.01.2016 |
| 2007/1680 | Single storey front extension, new front entrance, front access ramps and rear extension | APP | 26.09.2007 |

RESPONSE TO CONSULTATIONS

The application was advertised in accordance with the Town and Country Planning (Development Management Procedure) Order 2012 (as amended) by press notice and display of site notices. TWO LETTERS OF OBJECTION have been received making the following points:

1. The cul de sac road already in development does not meet the standards with reference to widths for the Access Roads.
2. With regard to Plots 142 to 145, the proposal to build three-storey houses at what is one of the highest and most prominent parts of the development. It would appear that the ground level on which these proposed houses are to be built will be raised by up to 0.6m above the ground level of the existing two-storey building currently in this location.
3. The proposed three-storey houses are also positioned so that their rear elevations directly overlook a number of existing properties in Cowper Close, unlike the two-storey building currently on the site. This would result in an unacceptable loss of privacy for the properties in Cowper Close and obliteration of the views currently enjoyed.
4. The Design Statement refers to new "woodland planting" at the rear of properties in Cowper Close. However, it is contended that such a narrow strip of sapling deciduous trees will do little or nothing to offset the negative effect of such gratuitously tall and overbearing buildings in the proposed location.
5. The units on Plots 142 to 145 are the only three-storey buildings of their kind within this phase of the development and as such are out-of-keeping with the context and character of both the existing and proposed developments surrounding them. This is clearly demonstrated by the developer's own Street Elevation drawing (Elevation C-C), which shows these proposed three storey houses as being out of proportion with the neighbouring two storey houses.

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ITEM 3 (CONT'D)

APPLICATION NO:

2017/1801/RES

6. The construction of three-storey houses in such a prominent and elevated position would be far too obtrusive, to the detriment of both privacy and other residential amenities of neighbouring properties in Cowper Close and the visual amenity of the surrounding area.

Dwr Cymru Welsh Water - No objection - have confirmed only foul flows will be allowed to discharge to the public sewerage system.

Council's Drainage Engineer - No objection to approval of Condition 16 in respect of Phases 2 and 3.

Highway Authority - No objection as set out below.

1 Background

- 1.1 Outline consent was granted for up to 300 dwellings on this site. This is the detailed second phase of development for 113 dwellings.

2 Layout

- 2.1 The site benefits from an existing access road and the proposed main access is to utilise that which exists. New roads are proposed to serve the dwellings from a new 'spine road' and this phase indicates three cul-de-sacs (two of which are quite lengthy). There is frontage development along the new spine road.

- 2.2 The layout conforms to modern standards and is indicated to accord with advice in Manual for Streets, with 13 of the dwellings being served off a private drive. The remainder of the dwellings will front the spine road and its hammerheads. It is not possible to link the long cul de sacs for vehicles to provide a continuous road network due to level differences across the site.

- 2.3 All dwellings are provided with on-site parking in accordance with adopted standards through a combination of garage, driveway and frontage parking.

- 2.4 There is no indication to offer the roads up for adoption and as there are no dedicated pedestrian facilities included then we would not wish to pursue this adoption. The indicated widths are adequate for shared usage to take place but are not segregated and as such are a 'shared use' with no formal footway and upstand kerbs. As requested however there is a dedicated pedestrian path which runs through the site and links from the main spine road to the pedestrian link onto Duvant Road using a combination of ramps and steps. The level differences across the site are such that disabled provision is not achievable using this short cut route. The short cut is well overlooked and provides natural surveillance for all users.

- 2.5 Tracking has been provided to show that servicing and emergency vehicles can enter turn and leave in a forward gear in all of the cul-de-sac locations.

- 2.4 Visitor parking has also been included dotted throughout the site mainly in lay-by locations.

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ITEM 3 (CONT'D)

APPLICATION NO:

2017/1801/RES

2.5 The pedestrian link to Duvant Road has been indicated in principle but no details supplied. An appropriate scheme will need to be submitted for approval to the LPA detailing the form, finishes, lighting and pedestrian containment to prevent pedestrians/cyclists accidentally entering onto Duvant Road.

3 Recommendation

3.1 I recommend no highway objection subject to the following:

- i. Permitted development rights being removed with respect to the garages.
- ii. The front boundary walls being kept below 1m in the interests of visibility.
- iii. All roadworks being constructed to adopted standards in accordance with approved details.
- iv. The pedestrian link to Duvant Road being completed in accordance with details to be submitted for approval to the LPA, to include form, finish, lighting and pedestrian/cyclist containment and that approved scheme to be completed prior to beneficial occupation of any units of this phase of development

APPRAISAL

Background

Outline planning permission for the demolition of the existing student accommodation and other University buildings and the comprehensive residential re-development of the site, with access road infrastructure, public open space, woodland planting and associated works was granted 6 Jan. 2016 following the completion of a Section 106 Planning Obligation (Ref:2014/1192). The outline permission was approved with all matters reserved but the development envisaged a development of approximately 300 homes and the accompanying Indicative Development Framework Plan illustrated the design principles for the site, the access road infrastructure, retained woodland areas with an integrated network of pedestrian linkages and areas of public open space. The outline permission has therefore established the principles of the development. The Section 106 Planning Obligation requires:

- o Education - a single payment of £650,000 is to be made to fund a 2 class extension to Hendrefoilan Primary School. The payment will be made before the occupation of the 51st home on the site
- o Affordable housing - 10% of the homes on site will be affordable (according to prevailing definitions). These will comprise a mix of 2 and 3 bed homes and will be offered to the nominated RSL/Council at 70% of Open Market Value or ACG (whichever is lower). Phasing to be agreed but the working proposition is that 70% of the affordable homes will be delivered by the time 50% of the market housing is complete, and all of the affordable will be provided before 70% of the market housing is complete.
- o Transport - A sum of £20,000 is to be paid before the occupation of the 51st dwelling towards improvements to the traffic lights at the Gower Road/Wimmerfield Road junction.

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ITEM 3 (CONT'D)

APPLICATION NO:

2017/1801/RES

Reserved matters approval for the first phase (Phase 1A) of the development involving the construction of 43 no. two / three storey dwellings and associated access, infrastructure and engineering works was granted 15 June, 2016 and construction is well underway (Ref:2016/0177). The Phase 1A proposal included the provision of 4 no. affordable housing units (Plots 1 - 4) as a 10% provision in accordance with the Section 106 Planning Obligation, however, it is indicated that due to a delay in obtaining vacant possession for the next phase of the housing (currently being used as student housing) and the demand experienced on site for market housing, it is now proposed to offer plots 1 - 4 for open market housing and to include an additional 4 affordable housing units within Phase 2.

This current reserved matters application for Phase 2 is for the further demolition of the student accommodation / buildings and the construction of 113 two and three storey dwellings and associated access road infrastructure and engineering works. The 113 houses include a range of terraced, semi-detached and detached houses in a mix of 2, 3, 4 and 5 bedroomed houses including 15 no. affordable units constituting a 10% provision in accordance with the Section 106 Planning Obligation. In accordance with Condition 5 (external finishes), Condition 6 (levels), Condition 8 (internal roads) and Condition 16 (surface water drainage strategy) appropriate details are included with this current submission.

Main Issues

The principle of the residential development of the site is established under the outline planning permission which also sets out the principles of the development layout for the future development within the approved Indicative Development Framework Plan. The main issues for consideration in relation to this detailed proposal for Phase 2 relate to:

- o Urban design ;
- o Highway layout
- o Other technical issues

The development also needs to be considered against the National Planning Policy guidance through Planning Policy Wales (Edition 9 Nov. 2016) which supports in principle the redevelopment of 'brownfield' sites for new development, in preference to greenfield sites and that many previously developed sites in built-up areas may be considered suitable for development because their re-use will promote sustainability objectives. Additionally, the proposed development should be assessed against the guidance within Technical Advice Note 12: Design and the Council's Supplementary Planning Guidance.

- o Places to Live - Residential Design Guide (Adopted January 2014)
- o Parking Standards (Adopted March 2012)
- o Planning Obligations (Adopted March 2010)
- o Planning for Community Safety (Adopted December 2012)

There are considered to be no additional issues arising from the provisions of the Human Rights Act.

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Urban Design

In terms of considering the design and layout of the proposed development, Policy EV1 of the UDP requires new development to accord with 11 specified objectives of good design, in particular, new development should be appropriate to its local context in terms of scale, height, massing, elevational treatment, materials, and detailing, layout, form, mix and density. Additionally, criteria xi of EV1 states that new development should have regard to the desirability of preserving the setting of any listed building. Whilst Policy EV2 states that the siting of new development should give preference to the use of previously developed land over greenfield sites and should have regard to the physical character and topography of the site and surroundings by meeting specified criteria relating to siting and location.

Approximately half of the 18 hectare site was used as student village accommodation with the remainder covered by woodland, a large section of which is protected by Tree Preservation Orders. The vehicular access from Gower Road provides a hierarchical route through the site with local access roads permeating through it. The site topography has determined the layout of the student development, and is steeply sloping in certain areas, which poses several challenges to its redevelopment. The mature woodland areas provide a significant characteristic of the site. Additionally, there are several watercourses which run through the site and woodland areas. The existing road layout, site topography and the mature woodland areas have dictated the Indicative Development Framework Layout. The existing vehicular access from Gower Road is retained as the primary access and the existing spine road through the site and the mature woodland areas would be largely retained.

Condition 1 of the outline planning permission (ref: 2014/1192) requires the proposed development to be implemented in accordance with the approved Design and Access Statement (DAS) and the Indicative Development Framework Plan which set out the vision, objectives, urban design principles and development strategy for the site.

The layout for Phase 2 is generally consistent with the Design and Access Statement (DAS) / Indicative Framework, however, the main deviation from the Indicative Framework Plan is the omission of the second pedestrian stepped street to the west of the 'Quadrant' woodland area. This has left one primary solely pedestrian connection in a north-south direction in combination with the proposed vehicular access (which also forms part of the pedestrian network). It is indicated that this been due in order to target the amount of housing without impacting on the economic viability of the scheme. Moreover, it is considered that the creation of one strategic connection through the heart of the development will provide a legible pedestrian route whilst connecting to the surrounding residential area and local schools / facilities.

The proposed hierarchy vehicular routes remains as approved in the outline application (utilising the central spine road through the development) with secondary routes providing access into the development areas. The connection to the secondary route has been adjusted due to the topography of the site.

The loss of the second north-south pedestrian route means that it is especially important to ensure that the remaining stepped street provides a strong link through the development. Since the application was first submitted, additional information has been submitted indicating how the stepped street will be opened up visually in order to provide more direct and clear sightlines for the legibility of this route.

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As outlined the steepness of the site dictates that the route would be provided in a series of sections and for pedestrian / community safety reasons, the link must be well overlooked from habitable-room windows of the adjacent dwellings, and additionally the neighbouring dwelling / garden boundaries have been provided with robust enclosures together with a suitable planting scheme along this route to avoid dark recesses/hiding spots for pedestrian safety as well as to protect garden/dwelling security. The DAS indicates that the topography of the site does not allow all properties to front directly onto the pedestrian stepped street (although Plots 130 - 134 would at the top of the street) and natural surveillance will be provided as the rear facades of the split level units would look over the stepped area. Additionally, windows would be incorporated into side elevations where possible set back to the rear of landscaping, and overall would provide an acceptable level of natural surveillance.

Condition 22 - Footpath link to Dunvant Road

There is the requirement to provide a visual connection from the central 'spine' road and also to integrate the southernmost exit/entrance to the stepped street through the development and also across the middle access road. It is proposed to delineate this route through suitable surfacing materials linking the route to the proposed footpath link through the woodland onto Dunvant Road. Condition 22 of the outline permission requires the development layout to incorporate pedestrian connections along Dunvant Road and to be implemented in accordance with the approved phasing programme and this connection will be laid as part of this current phase of development. The engineering layout indicates the alignment of the footpath through the woodland which will be constructed by re-profiling the existing ground levels in order to create an accessible path for users in relation to the level of Dunvant Road. The link will be surfaced with a self-binding gravel and a condition shall be imposed requiring adequate lighting to be installed together with a means of pedestrian containment (such as a guard rail) where it emerges onto Dunvant Road in the interests of public / community safety to prevent pedestrians/cyclists accidentally entering onto Dunvant Road.

The Indicative Development Framework Plan also highlights the provision of a pedestrian link along the north-western boundary linking the existing Hendrefoilan Woods residential development to the west and the provision of this pedestrian connection which is also required under Condition 22 of the outline permission. There is already an informal footpath link through this area with the local community creating a desire line and is widely used by local schoolchildren attending Olchfa Comprehensive School. The implementation of this connection has been discussed with the developer, and whilst details are not included with this current proposal, the link will be provided at a later stage in the development due to health and safety concerns in respect of access through the construction site.

Design Layout

The removal of the 'quadrant' woodland is a key component of this section of the development and due to the challenging site topography; the DAS envisaged the creation of tired development zones working with the site contours with dwellings fronting onto the woodland areas as far as possible. In this respect the proposed layout is broadly consistent with the Framework Plan. The Framework Plan also highlighted new woodland planting in the south-western corner of the site and this needs to be given due consideration.

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The DAS acknowledged the site topography and incorporates a typical section through the upper tiers dealing with the levels / garden treatment with back to back residential gardens / separation distances of 21 metres. In terms of privacy and amenity, the Councils SPG Places to Live Residential Design Guide highlights the requirement to provide a minimum 21metre back-to-back separation distance between habitable room windows.

In circumstances where homes would be set at different slab levels (as is the case here), the higher dwellings can potentially cause issues of additional overlooking and overbearing impact on the lower home/garden space. The Design Guide acknowledges that the potential need for earthworks or retaining structures can limit the useable garden areas of the lower home and is a consideration when assessing the relationship to new and existing homes. It is recommended that the basic separation distances should be increased by 2m for every 1m difference in level but where the increased distances cannot be met then planting or a design solution may be required. It is highlighted that the layout will seek to avoid providing large (2m) retaining walls whilst providing 21 - 23m separation distances. It is indicated that in addition to incorporating the split level units at this location, the proposed layout achieves a 1:10 fall across the rear gardens but with a 3 metre 'level' patio area adjacent to each property. This minimises the difference in levels that needs to be accommodated by retaining features. It is considered that over the minimum 21 m back to back distance between the properties, the significant height difference can be bridged whilst minimising issues of overlooking and physical overbearing.

Relationship to Properties in Cowper Close

In respect of the objection relating to the three storey dwellings on Plots 142 - 145, the developer has provided an additional site section to illustrate that the existing dwellings in Cowper Close and additionally, the engineering layout indicates the finished floor levels of the proposed units and the spot heights of the existing ground levels. These illustrate that the properties in Cowper Close are situated are a higher level (approximately a storey higher than the existing ground level of the student accommodation), and therefore whilst the house types will present a three storey elevation along the street frontage due to the site topography will present a two storey rear elevation when viewed from the rear of the properties in Cowper Close. Moreover, the proposed dwellings would be sited between 25 - 30 metres away from the residential properties in Cowper Close and also orientated at an acute angle, and together it is considered would be an adequate distance in order to avoid any adverse overlooking / loss of privacy or physical overbearing impact. Additionally, this part of the site to the rear of Plots 139 - 148 is proposed to be subject to a woodland planting scheme which was identified within the Outline Approval in order to link the existing woodland areas. Whilst the trees will take a number of years to mature, they will provide additional mitigation in order to safeguard the residential amenities of the neighbouring residents.

House Design

The design of the house types would be similar to those as approved within Phase 1 using a similar palette of materials. It is stated that the proposed palette of materials are intended to add character and a sense of place within a contemporary residential development whilst respecting the context of the site's surroundings. The material palette consists of a mix of natural stone, off-white render, red brick and slate grey roof tiles with white window profiles and black rainwater goods.

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The mix and disposition of the external finishes are generally considered to be acceptable and similarly the contemporary house type designs are generally welcomed at this location. The boundary treatment would consist of a mixture of brick / stone walling where fronting onto areas of public open space with timber fencing along more private boundaries. The front gardens would be enclosed with dwarf walls / railings to provide public / private definition of space.

The primary road access would be tarmacked with the shared surfaces and raised tables finished with concrete setts with block paving to the private household drives. The strategic footpath links (including the link to Dunvant Road) would be surfaced with a self-binding buff coloured gavel.

Highways and traffic issues

The proposed access to serve this further phase of the development will be obtained from the existing central spine access road as envisaged in the outline permission and this phase indicates the provision of three new cul-de-sacs and some frontage development along the spine road. The layout conforms to modern standards and is indicated to accord with advice in Manual for Streets, with the cul-de-sacs consisting of shared surface roads. As previously indicated the internal roads will not be offered for adoption. The Head of Transportation raises no highway objection to this further phase of development.

With regard to the point of objection regarding the road layout within the Phase 1 development, the layout of the secondary road is a cul-de-sac which conforms to modern standards to accord with Manual for Streets and the reduced 4.50 metre road width has been designed to reduce traffic speeds. The cul-de-sac will be designed as a shared surface road laid out with concrete setts giving priority to pedestrians, and as indicated above the estate roads are not proposed to be offered for adoption and retained for maintenance by the developer.

Section 106 Issues

Affordable Housing

The Section 106 Planning Obligation requires 10% of the dwellings to be provided as affordable housing. The approved Phase 1 scheme under ref: 2016/0177 indicated that 4 of the 43 units (10%) would be provided as affordable housing units. However, it has been subsequently agreed that those 4 units within Phase 1 (plots 1 - 4) will now be used as open market housing. In order to compensate for the loss of these units, it is now proposed to provide 15 of the units as affordable homes equating to 10% of the 152 (39 + 113) units to be constructed under Phases 1 & 2 in accordance with the Section 106 Agreement.

It was originally propose to provide 11 two / three bedroom and four 1 bed maisonettes, however, it was agreed as part of the outline planning permission that two and three bedroom properties to Development Quality Requirements (DQR) standard and not 1 bedroom flats would be provided. This was due to the reduction to 10% equating to less properties and the highest need being 2 & 3 bedroom units. The layout has since been amended to provide the affordable housing in the form of 10 two bedroom & 5 three bedroom two storey dwellings (omitting the 1 bedroom flats). The units will be provided within two clusters within the layout and as further phases of the development are built out there will be the requirement to provide additional affordable housing units.

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Education Contribution

The education contribution within the Section 106 Planning Obligation requires a single payment of £650,000 to be made to fund a 2 class extension to Hendrefoilan Primary School. The Section 106 requires the payment to be made before the occupation of the 51st home on the site which would be delivered as this current Phase 2 reserved matters submission is implemented.

Transport Contribution

The Section 106 Planning Obligation requires a transport contribution of £20,000 to be paid, again before the occupation of the 51st dwelling towards improvements to the traffic lights at the Gower Road/Wimmerfield Road junction which again would be delivered as part of this current phase 2 reserved matters submission.

Local Equipped Area of Play (LEAP)

Condition 18 of the outline permission requires the development to incorporate a LEAP in accordance with details to be submitted for approval and to be provided in accordance with the agreed phasing of development. As part of the pre-application submission there was a discussion about providing the play area towards the woodland area, providing a more natural approach to the play provision of the LEAP.

The siting of the LEAP is highlighted on the Landscape Strategy within the DAS, which indicates it being set back off the central 'spine' road within the area of informal open space but 'encroaching' into the woodland. The siting of the LEAP is indicated within the red line application boundary of this current submission, however, whilst it has been agreed that it will be provided as part of this current phase of the development, it's final detail will be agreed as part of a separate submission to discharge Condition 18 of the outline approval. However, the principal of providing the LEAP at this location is agreed as it would be adequately overlooked by the proposed residential units and would be of an acceptable size and set within a central area of the development and within a wider area of public open space. The final detail and design of the LEAP will require consultation with the Council's Play Team officers as to this approach and other matters regarding the type of equipment etc.

Condition 16 - Surface Water Strategy

The existing surface water drainage system comprises a number of individual small catchments, each served by an existing piped drainage network outfalling directly into the ordinary watercourses on site. The application is accompanied by a Phase 2 drainage layout and drainage strategy. It is proposed to utilise the existing surface water outfall catchments and the strategy ensures there will be no increase in surface water offsite following the development which will be achieved through the integration of SuDs into the drainage network. The Council's Drainage Engineer has reviewed the additional information in accordance with the site's Drainage Strategy and recommends that the site be developed and built in accordance with the drainage network for phase 2.

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Conclusion

This further phase of this development will generally relate well to the Indicative Development Framework Plan whilst acknowledging that the changes in the layout having responded to the detailed site opportunities and constraints retain the key design principles of the central spine link and retention of the woodland areas. Approval is therefore recommended.

Regard has been given to the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under Part 2, Section 3 of the Well-Being of Future Generations (Wales) Act 2015 ("the WBFG Act"). In reaching this recommendation, the Local Planning Authority has taken account of the ways of working set out at Part 2, Section 5 of the WBFG Act and consider that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the public bodies' well-being objectives set out as required by Part 2, Section 9 of the WBFG Act.

RECOMMENDATION

APPROVE, subject to the following condition(s):

- 1 The development shall be carried out in accordance with the following approved plans and documents: [8438-PL01 Site Location Plan; 8438-PL02 Existing Site Plan; 1792-A3 - Woodland Link; 1792-A3-07 Landscape Specification & Planting; 1792 -A3- -8 Proposed Woodland Belt to rear of Plots 139 -146; PL15 Site Sections; PL20 House Type H3B791; PL21 House Type H3B839; PL22 House Type H3B938 T1; PL23 House Type H3B938 T2; PL24 House Type H3B965; PL29 House Type H4B1244; PL30 House Type H4B1282 T1; PL31 House Type H4B1282 T2; PL34 House Type H4B1348; PL42 House Type H5B1665; PL43 House Type H5B1858; PL44 House Type A1B1538; PL45 House Type H2B830; PL46 House Type H3B970; PL47 Garages - plans received 10 August, 2017.

8438 PL03 Rev B - Proposed Site Layout Plan; 8438 PL14 Rev A - Street Elevations; 8438 PL16 Additional Site Sections; PL25 Rev A House Type H3B987; PL26 Rev A House Type H3B1271 T1; PL27 Rev A House Type H3B1271 T2; PL28 Rev A House Type H4B1209; PL32 Rev C House Type H4B1305; PL33 Rev A House Type H4B1335; PL35 Rev A House Type H4B1381; PL36 Rev A House Type H4B1475; PL37 Rev C House Type H4B1556; PL38 Rev A House Type H4B1576; PL39 Rev A House Type H4B1668 T1; PL40 Rev A House Type H4B1668 T2; PL41 Rev A House Type H5B1516; PL50 Additional Site Views Plan; 161034 SKC 100 rev G - Phase 2 Engineering Appraisal; 161034 SKC 101 Rev I Phase 2 Visibility and Tracking; 161034 SKC 102 rev H Phase 2 Drainage Layout; 101034 SKC 103 rev G Phase 2 Drainage Catchment Plan; 101034 SKC 105 rev A Phase 2 Longitudinal Section Sheet 1; 101034 SKC 106 rev A Phase 2 Longitudinal Section Sheet 2; 101034 SKC 107 rev C Phase 2 Longitudinal Section Sheet 3; 101034 SKC 108 rev A Phase 2 Longitudinal Section Sheet 4; 101034 SKC 109 rev B Phase 2 Longitudinal Section Sheet 5; C161034 N002 Addendum to Hydraulic Modelling Report; 1792 A3 01 rev C Planting Strategy; 1792 A3 02 rev B Detailed Planting Plan 1 of 5; 1792 A3 02 rev C Detailed Planting Plan 2 of 5; 1792 A3 04 rev C Detailed Planting Plan 3 of 5; 1792 A3 05 rev B Detailed Planting Plan 4 of 5; 1792 A3 06 rev C Detailed Planting Plan 5 of 5 - Amended plans received 18 October, 2017;

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PL04 Rev B Materials Plan; PL05 Rev B Boundaries Plan; PL06 Rev 6 Affordable Plan; PL07 Rev B Building Heights Plan; PL45 Rev A - House Type H2B830

Reason: To define the extent of the permission granted.

- 2 Notwithstanding the details indicated in the application, the pedestrian connection to Duvant Road shall incorporate footpath lighting and a safety guard rail where emerges onto the existing carriageway in accordance with details to be submitted to and approved in writing by the Local Planning Authority. The development shall be completed in accordance with the approved details.

Reason: In order to maximise the permeability of the site to allow future residents adequate accessibility to local facilities and in the interests of pedestrian safety.

- 3 The integral garages shall be constructed with a clear internal dimension of 6 metres by 3 metres and shall be retained for the parking of vehicles and purposes incidental to that use and shall not be used as or converted to domestic living accommodation.

Reason: To ensure adequate on site car parking provision in the interests of highway safety, and residential and visual amenity.

INFORMATIVES

- 1 The development plan covering the City and County of Swansea is the City and County of Swansea Unitary Development Plan. The following policies were relevant to the consideration of the application: [UDP Policies EV1, EV2, EV3, EV11, EV24, EV30, EV33, EV34, EV35, EV36, EV38, EV40, HC2, HC3, HC11, HC17, HC24, AS1, AS2, AS4 & AS6]

- 2 No development shall take place until the developer has notified the Local Planning Authority of the initiation of the development. Such notification shall be in accordance with the form set out in Schedule 5A of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012 or any order revoking or re-enacting that Order.

No development shall take place until the developer has displayed a site notice in accordance with the form set out in Schedule 5B of the Town and Country Planning (Development Management Procedure) (Wales) Order 2012 or any order revoking or re-enacting that order. The site notice shall be displayed at all times when development is carried out.

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UDP - AS6 - Parking/Accessibility

Provision of car parking in accordance with adopted standards. (City & County of Swansea Unitary Development Plan 2008)

UDP - HC6 - Flat Conversions

Proposals for the conversion of larger dwellings and vacant or under-utilised commercial and industrial buildings to flats or similar will be permitted subject to a set of defined criteria including the effect upon residential amenity; overintensive use of the dwelling or building, effect upon the external appearance of the property and the locality; effect on local car parking and highway safety; and adequate refuse storage arrangements. (City & County of Swansea Unitary Development Plan 2008)

SITE HISTORY

| App Number | Proposal | Status | Decision Date |
|-------------------|---|---------------|----------------------|
| 2017/0218/PRE | PRE-APP Change of use and extension to existing building to facilitate purpose built student accommodation comprising 46 no. bedrooms, social area, garden, bike and bin store and parking for 7 cars | NEGP RE | 03.03.2017 |
| 2017/1819/FUL | Change of use of public house and extensions to King Edwards Road and Gorse Lane elevations to provide 15 student residential units comprising 8no. Studio flats, 2no. 1 bed flats, 1no. 3 bed shared flat, 1no. 4 bed shared flat, 1no. 8 bed shared flat and 2no. 10 bed shared flat (Total of 45no. bedrooms) with associated car parking facilities | PDE | |
| 2001/1989 | Retention of one externally illuminated individual letter sign, two non-illuminated fascia signs, one externally illuminated double sided projecting sign and five non-illuminated wall mounted amenity boards | APP | 18.01.2002 |

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RESPONSE TO CONSULTATION

10 Neighbouring properties were consulted and the proposal was advertised on site. THIRTEEN LETTERS OF OBJECTION have been received which are summarised as follows:

- 1) Too many student properties in the area
- 2) Highway safety concerns
- 3) Litter
- 4) Noise and disturbance
- 5) Overbearing impact
- 6) Loss of the pub would impact area

THREE petitions of objection have been received, totalling 70 signatures, raising concerns regarding parking issues, noise, overintensification, refuse and community cohesion.

Welsh Water - No objection

Pollution Control - No objection subject to condition relating to noise control.

Drainage - No objection subject to condition.

Highway Authority - No objection subject to entering into a Section 106 Agreement and Conditions.

1. Introduction

1.1 This application is for a planning permission for works as outlined above on a site currently used as a public house.

1.2 The applicants undertook a PAC and Highways was consulted as a statutory consultee. Pre-application advice had been given regarding this proposal and the current document provides the elements that had been requested. In addition the principle of a Highways section 106 contribution was requested to improve the infrastructure for walking/cycling in the area. In this instance the sum was £14,400 to be used to improve pedestrian flows using the existing signalised pedestrian crossing on Mumbles Road by the St Helens rugby ground.

1.3 The site is located on the junction of King Edwards Lane with Gorse Lane. The proposed plans show that car parking is available to the rear of the site accessed off an adopted rear lane and cycle parking is also indicated. Pedestrian access is available from the front and from the rear.

1.5 The student accommodation will consist of 15 residential units housing 45 students. .

2. Vehicular Access and Traffic

2.1 There is a car park proposed at ground floor level holding 7 cars. There is also cycle rack providing adequate cycle storage.

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- 2.2 All the main roads within the vicinity of the application site have pedestrian footways on both sides of the carriageway together with public lighting.

The student accommodation is likely to generate negligible vehicular traffic due to the limited parking facilities provided which in the main are intended to serve visitors/servicing/and wardens. A Section 106 Agreement to include the tenancy agreement will be required to ensure that students taking up residence do not own cars and bring them to the site or the surrounding area as there is no parking provided for this purpose.

- 2.3 The thrust of land use and transport policy is to promote and encourage the choice of walking/cycling above all else where travel needs to occur. It is reasonable to assume that walking is a viable and growing means of travel and this development should be designed to promote it. The section 106 Contributions which are being requested will support this thrust. The site is ideally placed for bus routes too as well as being a short walk to the Quadrant bus station with national links.

- 2.4 As has been mentioned the main thrust of the modal splits is towards non car modes of transport. For the 78 one bedroom units the sum that will be requested is £14,400 towards a Highways section 106 agreement to promote/enhance cycle/walking/public transport routes. This is in line with the SPG on Highway Contributions and monies have been received (or promised to receive) from other similar student sites across Swansea. At this site the money will be used to upgrade the existing signalised pedestrian crossing on Mumbles Road a short walk from the site providing access to the promenade.

3. Car Parking

- 3.1 The site is located outside the City Centre core and as such there is a requirement to provide parking. 7 spaces are being provided and this is in line with the CCS parking standards for managed student accommodation.

- 3.2 The student accommodation is planned to be essentially car-free. 7 car parking spaces are provided for visitor and disabled use. To ensure that this car free arrangement works satisfactorily and does not cause overspill parking problems onto the adjacent residential streets there is a need to ensure that students do not have cars, and that alternatives are in place. The tenancy Agreement will have to form part of the Section 106 agreement which will tie the student residents into not bringing cars to the site.

- 3.3 Due to the lack of parking for the student element there is a requirement for a management scheme to ensure that all the limited parking spaces are managed effectively (including for the ancillary uses) and to ensure that maintenance/servicing can be satisfactorily accommodated. This parking management scheme should also include the start of term drop offs and end of term pick ups as there will be a significant increase in cars that cannot be accommodated within the site.

4. Pedestrian and Cycle Access

- 4.1 Pedestrian/cycle facilities are to be enhanced by the development. A sum of £14,400 will be requested. This will be put towards providing enhanced pedestrian/cycle facilities for the existing pedestrian crossing on Mumbles Road.

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- 4.2 Adequate cycle parking is shown to be available so cycling will be a viable sustainable mode of transport particularly in view of the proximity of the site to the NCN Routes.
5. Public Transport
- 5.1 The site is currently served by frequent bus services along King Edwards Road and Mumbles Road. The site is located within walking distance to the Quadrant Bus station where trips can be made further afield. It is not considered that there are any improvements needed to improve the frequency given the existing levels of service provision.
- 5.2 The Train Station is further afield but can be reached by a number of frequent bus services that run past the site.
6. Highways Infrastructure
- 6.1 The applicant will be required to make a contribution of £14,400 which will be used to improve the pedestrian flow on the existing pedestrian crossing on Mumbles Road.
- 6.2 The change of use proposed is unlikely to have any impact on existing highway infrastructure.
- 6.3 Existing access points are to be utilized so there are no highway safety issues arising from continued use of the points.
- 6.4 Accident data showed that there were no obvious issues in and around the site.
7. Conclusions
- 7.1. The development can be accommodated within the existing infrastructure and parking will be controlled by the use of the tenancy agreement to prohibit cars being brought to the site.
- 7.2 Pedestrian and cycle facilities will be catered for within the development in conjunction with the contents of the Section 106 and the proposed building layout and the provision of cycle storage and pedestrian access points.
- 7.3 The use of the incorporation of the tenancy agreement into the Section 106 agreement should ensure that car use is minimized.
8. Recommendations
- 8.1 I recommend that no highway objections are raised to the proposed development subject to the following;
- i. The Section 106 to include details of a parking management scheme for the parking area. The document should make specific reference to general day to day management as well as the pick ups and drop offs which will bring more vehicles than can be accommodated at once.

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- ii. The Section 106 to include the tenancy agreement to ensure that there is a mechanism for dealing with failure to comply with the parking management regime, in the interests of highway safety as the parking for 'managed student accommodation' is significantly lower than unrestricted residential uses.
- iii. The Section 106 to include the financial contributions as outlined above (£14,400) for the works to upgrade the existing infrastructure pedestrian crossing on Mumbles Road.
- iv. I recommend that the applicant be required to submit a Travel Plan for approval within 12 months of consent and that the Travel Plan be implemented prior to the beneficial use of the building commencing.
- v. No development shall commence, including any works of demolition, until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for:
 - i) the parking of vehicles of site operatives and visitors;
 - ii) loading and unloading of plant and materials;
 - iii) storage of plant and materials used in constructing the development;
 - iv) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
 - v) wheel washing facilities;
 - vi) measures to control the emission of dust and dirt during demolition and construction; and
 - vii) a scheme for recycling/disposing of waste resulting from demolition and construction works.

Reason: To reduce the likelihood of obstruction of the highway, danger to road users, to conserve public health and local amenity, to ensure satisfactory standard of sustainable development and in order to ensure a proper standard of development and appearance in the interests of conserving the amenities and architectural character of the area.

- vi. The development to be occupied by students only at all times in the interests of highway safety.

APPRAISAL

This application is reported to committee for decision at the request of Councillor Nick Davies. Petitions containing over 30 signatures have also been received and therefore the criteria set out in the Council's Constitution has been reached.

Description

Permission is sought for the change of use of public house and extensions to King Edwards Road and Gorse Lane elevations to provide 15 student residential units comprising 8 no. studio flats, 2 no. 1 bed flats, 1 no. 3 bed shared flat, 1 no. 4 bed shared flat, 1 no. 8 bed shared flat and 2 no. 10 bed shared flat (Total of 45 no. bedrooms) with associated car parking facilities to include 7 car parking spaces and 36 cycle parking spaces at The Cricketers, 83 King Edwards Road.

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Background

Pre-application advice has previously been provided (ref: 2017/0218/PRE) for a broadly similar scheme comprising the change of use and extension to existing building to facilitate purpose built student accommodation comprising 46 no. bedrooms, social area, garden, bike and bin store and parking for 7 cars.

At pre-application stage, the proposal put forward was not considered acceptable on design grounds and it was advised that the starting point for any acceptable design proposal would be to assess the context of the locality and provide a design solution based on this assessment. This included amending the extension to 3 storeys with a pitched roof to better complement the scale of buildings and the character of roofs within the street scene. It was advised that an additional floor may be possible within a vaulted roof space and to serve this with feature gable windows given that gables are a feature of both street scenes onto which the proposals front. It was also suggested that the public façade of the extension should be of matching traditional or contemporary character which complements the host building as well as the wider locality.

ISSUES

The main issues for consideration relate to the principle of use at the location, the visual implications of the extensions and physical works, the impact upon residential amenity, highway safety, drainage and ecology implications, having particular regard to Policies EV1, EV2, EV3, HC6 and AS6 of the City and County of Swansea Unitary Development Plan 2008.

Principle of Development

The applicant has provided information within the submitted Design and Access Statement setting out that the pub ceased trading in 2015 and despite marketing attempts no interest has materialised which would have allowed for it to re-open. On this basis the current A3 use was held to be unviable and during the period of vacancy the building has fallen into an increasing state of repair.

There are no specific policies within the UDP which would prevent the loss of a public house at this location and whilst being an unfortunate loss its conversion to a residential form of accommodation would much better complement the character of the surrounding area. It can be noted that the area is characterised by residential developments in various forms which include privately owned dwellings, private/rented flats and Houses in Multiple Occupation.

In terms of the principle of student accommodation Policy HC11 refers to 'Higher education campus development' and sets out that the use of appropriate City Centre sites for student accommodation will be favoured whilst Policy HC5 relates to the conversion of dwellings or non-residential properties to HMOs. The development proposed does not relate to campus type development and is not a HMO and whilst these policies provide useful criteria to form a basis of assessment they do not restrict conversion of the building to student accommodation. Relevant assessment is therefore required under more general policies EV1, EV2, EV3 and conversion policy HC6.

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Policy EV1 sets out general objectives of good design in relation to new development whilst Policy EV2 sets out that the siting of new development should give preference to the use of previously developed land over greenfield sites.

Policy EV3 specifically supports change of uses of existing buildings to new uses where these (i) provide access and facilities to all, (ii) provide satisfactory parking in accordance with Council adopted design standards, (iii) Contribute to high quality public realm and (iv) Be accessible to pedestrians, cyclists and users of public transport.

Policy HC6 supports proposals for conversion of larger dwellings and vacant or underutilised commercial and industrial buildings to flats or other self-contained units of accommodation subject to detailed planning considerations.

Alongside this general support for a change of use, and a relevant material consideration, is the lawful use of the building as a public house which comes with a level of noise and disturbance particularly likely to be more prevalent at evenings and weekends. Given this potential disturbance the proposed development comprising of student accommodation is unlikely to result in an adverse level of general noise and disturbance over and above that that could be experienced from a fully operating A3 public house use. It could be argued that the continuation of an A3 use in proximity to residential uses is more harmful then student accommodation which is residential in nature.

On the basis of the above it is therefore considered that student accommodation would, in principle and subject to the criteria set out in the above policies, be acceptable at this location.

Visual Amenity

The proposal has been amended since the initial pre-application stage to reduce the height of the extensions from 4 storeys to 3 storeys in order to respect the height of the existing building and the adjacent 2 storey dwelling which comprises of the end of a long row of terraced dwellings of matching 2 storey ridge heights located along King Edwards Road. In addition, this reduction in height fronting onto Gorse Road is considered to form a far improved relationship to the existing building rather than the unacceptable 'jarring step' up which was previously shown. The slight set down from ridge height is supported as it provides a demarcation between old and new rather than any extension competing with the existing building. This approach allows the existing corner building to remain the key feature of the view along several streetscenes with an extension which compliments rather than competes in terms of scale and appearance. The proposed extension is set back behind the existing building line to Kings Road which helps to maintain the strong building line of the terraces with the existing pub to be retained and set forward as a corner feature. This also assists in giving the required subservient nature of the extension to the host property.

The proposed pitched roofs run parallel to the street and feature a gable facing onto King Edwards Road. The proposed roof form is considered to complement both the existing building and wider streetscene.

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In terms of the elevational treatments, amendments have been made in an effort to ensure the extensions visually correspond with the floor levels of the existing elevations of the pub. The elevations facing onto King Edwards Road now demonstrate a good level of symmetry in terms of fenestration detailing. The existing second floor windows at the pub have been used for reference and replicated to ground, first and second floors of the extension. This uniform arrangement, whilst not providing any hierarchy in windows as you move through the floors of the building, is considered acceptable. With regard to the elevation facing onto Gorse Lane, it is proposed to utilise original openings at ground floor which is supported. Due to the arrangement of existing ground floor openings it is not possible to align all windows above. However, the arrangement to first and second floors makes reference to both the ground floor fenestration detailing and the existing second floor windows at the existing building. It is recommended that the detailing of all windows be conditioned in order for the proposed to match existing in terms of profile, colour and materials.

With regard to the recessed balconies to first and second floors fronting the Gorse Lane elevation of the extension are appropriate to reflect existing balcony on pub as well as to make most of views into St Helens. It is noted that efforts have been made to complement the façade detailing to both Gorse Lane and King Edwards Road elevations. A condition is recommended, however, to ensure new windows and surrounds, and plasterwork columns match existing. It would also be reasonable to condition details of railings/balustrades to ensure they are acceptable.

The supporting drawings indicate a small courtyard area with planting to the front and it is considered reasonable to require a condition of landscaping to ensure the planted area to the front is retained to soften the frontage to King Edwards Road.

The proposal, subject to conditions as mentioned above, is considered visually acceptable having particular regard to the criteria set out in Policies EV1 and EV2 of the City and County of Swansea Unitary Development Plan 2008.

Residential Amenity

In terms of residential amenity the proposal incorporates two extensions, one to the south east of the main building replacing an existing structure, and one to the north east. Both elements are to be three storeys in height. With regard to the south east element, this will project towards the side elevation of the property to the south east which provides a blank end elevation facing the application site. Due to the relationship of the proposal and this property, it is not considered that the proposal will have an adverse physical impact in terms of overbearing or overshadowing in this instance. Furthermore, whilst there are high levels of fenestration proposed, the separation distances, relationship to neighbouring properties to the south east and elevational treatment of neighbouring properties would dictate that there would be no unacceptable loss of privacy that would warrant a refusal in this instance.

With regard to the impact on the properties to the north east, this element of the proposal will increase in height and proximity to these properties. The end gable of the property closest to the application site contains no fenestration. The rear wing is offset from the side gable end, being set back from the application site by approx. 2.5m and a further 1.8m to the side elevation of the proposed elevation. This relationship is considered appropriate and would not represent a significant difference above that which currently exists.

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There are windows proposed on the north eastern elevation, however, giving their siting along the building these will face the blank elevation of the neighbouring property as opposed to overlook any windows or private amenity space. These do not serve habitable rooms but internal access corridors. The proposed rear stair case on the building is a sufficient distance from the existing boundaries of the site and accordingly will not overlook neighbouring occupiers. As a result it can be concluded that the development will not result in adverse overlooking issues in this instance.

With regard to the wider surrounding area, directly opposite lies the St Helen's Rugby and Cricket ground and northwards the application site is separated from the residential properties by King Edwards Road and Bryn Road. Again, there are no physical overbearing issues to address in this instance.

Concerns have been raised in connection with potential noise pollution from the proposed student accommodation, social disquiet from the remainder of permanent residents of Brynmill given late night noise and anti-social behaviour in addition to pressure being created in terms of litter dumping and conversion mess.

Consultation has been undertaken with the Council's Pollution Control Section who have raised no objection although suggest a condition in connection with traffic noise and that a scheme be submitted to provide for all habitable rooms to have sound insulation measures. There is no evidence here to suggest that the student accommodation would bring noise and disturbance of a level that would be harmful to warrant a refusal of planning permission. Late night noise, anti social behaviour and litter are issues that are resolved under separate legislation and are not determining issues in the current planning application.

On the basis of the above it can be regarded that the application is acceptable in respect to impacts upon residential amenity and complies with the requirements of policies EV1, EV2, EV3 and HC6 of the Unitary Development Plan.

Highway Safety and Parking

The supporting information to the application sets out that the redevelopment will provide 15 student residential units and that it is envisaged that the development will be essentially car free on a day to day basis. It is suggested that the development will result in a significant reduction in terms of car travel to and from it when compared to the fall back use of a public house.

Notwithstanding the above the application includes 7 car parking spaces to the rear which is in accordance with the Council's Adopted Car Parking Standards SPG for 'Purpose Built Student Accommodation' which states that 1 space per 25 bedrooms should be provided in purpose built accommodation albeit that this is not a wholly purpose built scheme but a conversion and extension. It is envisaged that these spaces will be for visitors to and from the site and for drops offs. In addition the scheme puts forward 36 cycle parking spaces.

It can be noted that in comparison parking standards for a public house extend to 1 space per 5m² of public area in addition to a requirement for 1 commercial space and 1 space per 3 non-resident staff. Taking into account solely the ground floor spaces within the building, and there being 3 non resident staff then there would be a likely requirement for up to approximately 38 car parking spaces and there are no existing spaces on site.

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Consultation has been undertaken with the Highway Authority in which no objections have been raised subject to conditions and subject to the applicant entering into a section 106 agreement in relation to providing for a mechanism to deal with parking management, tenancy agreements to prevent students bringing cars to the site and a financial contribution in connection with works required to upgrade the existing signalised pedestrian crossing on Mumbles Road a short walk from the site providing access to the promenade.

Whilst it is reasonable to provide for some control over parking management on site in the form of suitable planning conditions in addition to a financial contribution to provide appropriate pedestrian links in the area to serve this development, in this particular instance it would be considered unreasonable to enforce that all those living at the site do not bring a car to or near the development site. As set out above the former public house would have attracted a parking demand in excess of that required by student accommodation. Given that the scheme complies with the figures presented in the Parking Standards SPG for 'Purpose Built Student Accommodation' and notwithstanding that this scheme would be a 'conversion' opportunity it would be onerous to enforce a further obligation upon the developer.

Added to the above the applicant has pointed out that the site lies within a sustainable location and within a reasonable distance of services including a takeaway, convenience store, laundrette, restaurant, store and beach and watersports centre all within walkable distance of up to 230m. In addition a bus stop is located within 125 metres of the site with frequent bus services. Furthermore the road network adjoining the building along Gorse Lane is subject to Traffic Regulation Orders and King Edwards Road is subject to a residents only parking scheme.

Attention can be drawing to an appeal decision of 29th June 2017 in connection with a 500 bedspace student development proposal allowed at Plot A1, Kings Road (References 2016/1511 and APP/B6855/A/16/3164052). In that particular instance the Planning Inspector noted that the development did not achieve the extent of parking provision set out in the SPG, however, considered that the site was in a sustainable location for the proposed use. Whilst a legal agreement was put forward with a covenant that would restrict occupation of the development to students with a tenancy agreement that they shall not keep a motorized vehicle within 3 miles of the site the Inspector did not consider that this covenant would meet the statutory and policy tests given that he had already concluded that the effect of the proposed development upon highway safety was acceptable in its own right. A similar scenario can be drawn to the current proposals in which the development is acceptable on its highway safety impacts alone and it would be unnecessary to further control through a covenant over bringing a vehicle to the site.

On the basis of the above it is considered that the application is acceptable in respect of highway safety and parking. The compliance with the adopted parking standards, provision of suitable conditions and a Section 106 for improvements to pedestrian links render that there are no grounds to object to the application as submitted and the scheme complies with Policy AS6 of the Unitary Development Plan.

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Drainage

The application form identifies that foul and surface water discharges are to be through the mains sewer. The Council's Drainage Officer has been consulted and raised no objections and notes Welsh Water have raised no objection. A condition to require a scheme of comprehensive and integrated drainage is recommended and in view of the extensions to the buildings this is considered reasonable.

Ecology

The application submitted identified that there is no reasonable likelihood that the site supports protected species and given NRW's comments at pre-application stage about seeking assistance as to whether or not the building does contain bats, a European Protected Species, the applicant undertook a Bat Survey to support the application. The Bat Survey identified that the Cricketers did not support roosting bats at the time of the survey and there was only very limited potential for bats to access the building wall tops. An observation study showed no bat activity associated with the building and very limited activity generally in the area. On this basis the Local Planning Authority can be satisfied that there is no potential adverse harm from the development in relation to ecological issues.

Conclusions

Having regard to all material planning considerations, including the Human Rights Act, it is considered that the proposal represents an acceptable form of development having particular regard to the criteria set out in Policies EV1, EV2, EV3, AS6, and HC6 of the City and County of Swansea Unitary Development Plan 2008. Accordingly, approval is recommended.

Regard has been given to the duty to improve the economic, social, environmental and cultural well-being of Wales, in accordance with the sustainable development principle, under Part 2, Section 3 of the Well-Being of Future Generations (Wales) Act 2015 ("the WBFG Act"). In reaching this recommendation, the Local Planning Authority has taken account of the ways of working set out at Part 2, Section 5 of the WBFG Act and consider that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the public bodies' well-being objectives set out as required by Part 2, Section 9 of the WBFG Act.

RECOMMENDATION:

APPROVE, subject to the completion of a Section 106 Planning Obligation to include a financial contribution to highway infrastructure as set out below:

1. Highway Infrastructure

Financial contribution of £14,400 to be used to improve pedestrian flows using the existing signalised pedestrian crossing on Mumbles Road by the St Helens rugby ground. The contributions to be made prior to first beneficial occupation of the development.

and subject to the following planning conditions:

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- 1 The development hereby permitted shall begin not later than five years from the date of this decision.
Reason: To comply with the provisions of Section 91 of the Town and Country Planning Act, 1990.
- 2 The development shall be carried out in accordance with the following approved plans and documents: Site Location Plan and Block plan 00REV A received 14th August 2017; Proposed ground floor 10 REV C, proposed first floor 11 REV C, proposed second floor 12 REV C, proposed third floor 13 REV C, proposed roof plan 14 REV C, proposed front elevation 15 REV C, proposed rear elevation 16 REV C received on 1st September 2017.
Reason: For the avoidance of doubt and to ensure compliance with the approved plans.
- 3 No development shall commence until details of the materials to be used in the construction of the external surfaces of the development hereby approved , including large scale drawings of typical window profiles and metal railings to an appropriate scale, have been submitted to and approved in writing by the Local Planning Authority. Development shall thereafter be carried out in accordance with the approved details.
Reason: To ensure a proper standard of development and appearance in the interests of conserving the amenities and architectural character of the area.
- 4 Prior to the beneficial use of the development a scheme shall be submitted to and approved in writing by the Local Planning Authority to provide the following:

All habitable rooms exposed to external road traffic noise in excess of 63 dBA Leq 16 hour (free field) during the day (07.00 to 23.00hrs) or 57 dBA Leq 8 hour (free field) at night (23.00 to 07.00 hours) shall be subject to sound insulation measures. These measures should ensure that all such rooms achieve an internal noise level of 35dBA Leq 16hour during the day and 30dBA Leq 8hour at night.

The submitted scheme shall ensure that habitable rooms subject to sound insulation measures shall be provided with acoustically treated active ventilation units. No habitable room shall be occupied until the approved sound insulation and ventilation measures have been installed in that room.

Reason: In 2012 Welsh Government carried out strategic noise mapping to meet the requirements of the Environmental Noise Directive (Directive 2002/49/EC) and the Environmental Noise (Wales) Regulations 2006 (as amended). The maps show that the proposed development is exposed to noise levels between 55 - 65dB LAeq,16 and 50 - 60dB Lnight. According to TAN11: Noise (1997) the development falls into Category B for the daytime period and the night-time period. In Category B noise should be taken into account when determining planning applications and, where appropriate, conditions imposed to ensure an adequate level of protection.
- 5 No development shall commence until the developer has prepared a scheme for the comprehensive and integrated drainage of the site showing how surface water and land drainage will be dealt with and this has been approved in writing by the Local Planning Authority. This scheme shall include details of a sustainable drainage system (SuDS) for surface water drainage and/or details of any connections to a surface water drainage network.

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The development shall not be brought into beneficial use until the works have been completed in accordance with the approved drainage scheme, and this scheme shall be retained and maintained as approved unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that a satisfactory comprehensive means of drainage is achieved and that no adverse impact occurs to the environment and to minimise surface water run-off.

- 6 Prior to the beneficial use of the development, details of a Waste/ Refuse Management Plan (including recycling facilities) for the future operation of the development shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter take place and be managed in accordance with the approved plans.

Reason: To ensure the management and movement of refuse within the site in the interests of site safety.

- 7 The development shall be carried out in accordance with a Travel Plan to be submitted to and approved in writing by the Local Planning Authority prior to any beneficial use of the development commencing.

Reason: In the interests of sustainability and to prevent unacceptable highway congestion.

- 8 No development shall take place until details of the construction of the car park and bicycle store area shown on the Block Plan Drawing Reference 00 Revision A including levels, drainage and details of the finished surface and space demarcation have been submitted to and approved in writing by the Local Planning Authority. Development shall be completed in accordance with the approved details prior to the first beneficial occupation of any part of the development and the car parking spaces shall remain available for their designated use for the lifetime of the use.

Reason: To reduce the likelihood of obstruction of the highway or danger to road users, to maintain a minimum amount of interference to the free flow of through traffic, to ensure that no deleterious material is carried onto the road and in the interests of road safety.

- 9 No development shall take place until a Parking Management Scheme in connection with the approved parking area has been submitted to and approved in writing by the local planning authority. The scheme shall make specific reference to general day to day management as well as the pick ups and drop offs which will bring more vehicles than can be accommodated at once. Development shall take place in accordance with the approved Parking Management Scheme.

Reason: In the interests of parking and highway safety.

- 10 No development shall commence, including any works of demolition, until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for:

- i) the parking of vehicles of site operatives and visitors;
- ii) loading and unloading of plant and materials;
- iii) storage of plant and materials used in constructing the development;
- iv) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;

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- v) wheel washing facilities;
- vi) measures to control the emission of dust and dirt during demolition and construction; and
- vii) a scheme for recycling/disposing of waste resulting from demolition and construction works.

Reason: To reduce the likelihood of obstruction of the highway, danger to road users, to conserve public health and local amenity, to ensure satisfactory standard of sustainable development and in order to ensure a proper standard of development and appearance in the interests of conserving the amenities and architectural character of the area.

- 11 No development or site clearance shall take place until there has been submitted to and approved in writing by the Local Planning Authority a fully detailed scheme of landscaping including species, spacings and height when planted of all new planting. The scheme shall include indications of all existing trees (including spread and species) on the land, identify those to be retained and set out measures for their protection throughout the course of development. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the first beneficial occupation of the building(s) or the completion of the development, whichever is the sooner; and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

Reason: In the interests of maintaining a suitable scheme of landscaping to protect the visual amenity of the area, to maintain the special qualities of the landscape and habitats through the protection, creation and enhancement of links between sites and their protection for amenity, landscape and biodiversity value.

INFORMATIVES

- 1 This consent is issued without prejudice to any other consents or easements that may be required in connection with the proposed development.
- 2 The development plan covering the City and County of Swansea is the City and County of Swansea Unitary Development Plan. The following policies were relevant to the consideration of the application: Policies EV1, EV2, EV3, AS6 and HC6 of the City and County of Swansea Unitary Development Plan 2008.
- 3 Bats may be present. All British bat species are protected under Schedule 5 of the Wildlife & Countryside Act 1981 (as amended) and are listed in Schedule 2 of the Conservation of Habitats and Species Regulations 2010. This legislation implements the EC Habitats & Species Directive in the UK making it an offence to capture, kill or disturb a European Protected Species or to damage or destroy the breeding site or resting place of such an animal. It is also an offence to recklessly / intentionally to disturb such an animal.

If evidence of bats is encountered during site clearance e.g. live or dead animals or droppings, work should cease immediately and the advice of the Natural Resources Wales sought before continuing with any work (01792 634960).

Agenda Item 6



Report of the Head of Planning and City Regeneration

Planning Committee – 7 November 2017

Adoption of Morriston Conservation Area Review as Supplementary Planning Guidance & Proposal to Serve an Article 4(2) Direction

| | |
|-----------------------------|--|
| Purpose: | To report the representations received during the consultation on the Morriston Conservation Area Review; to agree the proposed amendments to the draft guide and adopt it as Supplementary Planning Guidance (SPG). |
| Policy Framework: | City and County of Swansea Unitary Development Plan (Adopted November 2008). |
| Reason for Decision: | To approve the final version of the Morriston Conservation Area Review documents and to adopt this as Supplementary Planning Guidance. |
| Consultation: | Legal, Finance, Access to Services. |
| Recommendation(s): | <ol style="list-style-type: none">1) Adopt the Morriston Conservation Area Character Appraisal and Management Plan as set out at Appendix A as Supplementary Planning Guidance to UDP policy EV9.2) Approval of enlarged Conservation Area Boundary as set out in Appendix C.3) Agree to serve draft Article 4 Direction to remove Permitted Development (PD) Rights for selected properties as shown in Appendix D. |
| Report Author: | Krystyna Williams |
| Finance Officer: | James Moore |
| Legal Officer: | Jonathan Wills |
| Access to Services: | Ann Williams |

1.0 Background

- 1.1 Conservation Areas are designated by the Local Planning Authority under section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The principal considerations are the architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.
- 1.2 Designation as a Conservation Area does not mean that no change can occur or that only traditional designs are allowed, rather that there is a greater level of design and development control linked to policy EV9 of the City and County of Swansea Unitary Development Plan and the main consideration is whether any change 'preserves or enhances' the character of the conservation area.
- 1.3 Whilst the legislation sets out a duty to review the Conservation Areas from 'time to time', the only published information available in Swansea are informal notes which comprise boundary plans and a very limited description of the area (often less than a single side of text). As a result there is a lack of up to date information on the character and appearance of the Conservation Areas to guide those preparing and assessing development proposals in these sensitive and historic areas.
- 1.4 The Morryston Conservation Area Review has been prepared to provide an up to date assessment of the character and issues affecting the designated Morryston Conservation Area. It will be used to help assess and determine planning applications in this area as well as to allow for the commencement of the process of introducing Article 4 Directions to provide greater control of various permitted development rights for selected properties.
- 1.5 In order to be effective a Conservation Area Review needs to comprise:
 1. A 'Character Appraisal' which is an up to date record of the character of buildings and spaces including positive and negative features.
 2. A 'Management Plan' which indicates how the character of the area will be preserved and enhanced by a variety of means including Development Control, management of the public realm and spaces, plus possible environmental enhancements.

2.0 Morryston Conservation Area Review Supplementary Planning Guidance (SPG)

- 2.1 Morryston Conservation Area was first designated in 1975. The area has never been reviewed or updated.
- 2.2 The final Morryston Conservation Area Review (attached as Appendix A) seeks to:
 - Define the special interest of the area and identify the issues which threaten its special qualities.
 - Provide guidelines to prevent harm and achieve the enhancement of the area.

- 2.3 The review briefly sets out the historical development of the area. It is important to appreciate that Morriston is the oldest planned town in Wales. It was laid out at the same time as the Royal Crescent in Bath and what we now see is the original layout with 'second generation' Victorian buildings. Only two original Morriston cottages remain and these are identified in the review document.
- 2.4 The review explains the townscape and built form of the conservation area including listed buildings, buildings of local character, key characteristics and detailing. The notable features include:
- The gridiron street plan defined by Edwards and Morris, "an early example of town planning within the Swansea area"
 - The fine views looking eastward, particularly from Slate Street and Morfydd Street, that result from the way the settlement slopes downhill towards valley bottom and the river Tawe
 - The pleasant urban scene, comprised of stone terraces pre-dating 1918, with churches and chapels providing focal points.
- 2.5 A key action is the review of the conservation area boundary and it is suggested that a number of areas are added to the current conservation area designation as set out in section 4 of this report.
- 2.6 The Conservation Area review identifies 7 distinct 'Character Areas' within the existing conservation area:
- Woodfield Street;
 - Upper Morriston;
 - Martin Street;
 - The original grid (Globe Street, Market Street and Morris Street);
 - Lower Morriston (Crown Street, Morfydd Street, Davies Street);
 - Glantawe Street between Morfydd Street and Slate Street; and
 - North east quadrant (northern Glantawe Street, Clase Road, Bedford Street, Slate Street, Green Street and Margam Avenue).
- 2.7 The proposed division into character areas, as shown on page 29 of appendix A, makes it easier to differentiate between distinct sub areas of the conservation area and will make it easier to manage change.
- 2.8 Morriston Conservation Area Character Appraisal briefly sets out the historical development of the area. The review explains the townscape and built form of the conservation area including listed buildings, buildings of local character, key characteristics and detailing.
- 2.9 The Management Plan which forms part of the Conservation Area Review document sets out key issues and opportunities to preserve or enhance the special character.

2.10 The key characteristics of the Morryston Conservation Area, which should be preserved or enhanced by actions, as recommended within the Management Plan document, are considered to be:

- **Interpretation and Celebration.** There is an opportunity to celebrate the wider industrial history of the Swansea Valley with Morryston as the hub. This could benefit not only heritage tourism but also local understanding and appreciation of the significance of the area.
- **Preservation of iconic buildings.** Whilst some key buildings such as the Tabernacle are in good condition and in use, others give rise to very significant concerns. Tabernacle, Danbert House and St John's Church are considered 'iconic' buildings which should be preserved.
- **Commercial premises.** A step change in the quality of alterations and commercial frontages is needed along Woodfield Street. The Council has adopted Shopfront Design Guide SPG to guide proposals.
- **Funding support.** The application of heritage controls alone will not regenerate Woodfield Street, therefore there is a need for an economic regeneration strategy which could include an application for physical regeneration funding from the Heritage Lottery Funding known as a Townscape Heritage Initiative (THI) which is targeted at enhancing conservation areas in need of regeneration. It could encompass certain areas of Woodfield Street, for example the area close to the Tabernacle. It could allow grant funding to be targeted towards such examples:
 - reuse of vacant units
 - reinstatement of traditional architectural details such as shop fronts
 - external repairs
 - gap funding to help bringing important historic buildings back into use for new uses (such as the former Crown pub)
 - public realm enhancements
 - training in traditional building skills
 - community events to raise awareness.
- **Residential alterations.** Further community engagement is needed to raise awareness of Morryston's history, the grid layout, the importance of street character and the contribution that individual residences make to the street. Furthermore, the importance of the 'everyday' homes that make up the majority of the conservation area needs greater appreciation and changes to the handful of houses with good detailing should be controlled through the imposition of an Article 4(2) direction to remove permitted development rights.

- **Public realm management and enhancement opportunities.** Whilst no enhancement funding is allocated, the Management Plan identifies the need for streetscape strategies to initiate public realm improvements such as shared surface improvements, de-cluttering of pedestrian space and improved conservation grade style of street furniture; and
- **Community engagement.** There is scope to further engage the community in caring for the local build environment through voluntary projects. Projects can be developed in partnership with the Council, but might for example include initiatives to create community gardens, clear overgrowth and improve specific areas. Such initiatives can be developed in partnership with existing local community groups.

3.0 Public consultation

- 3.1 On the 26th September 2013 the draft Morriston Conservation Area Review was presented to Development Management and Control Committee. Members resolved to endorse the draft document to be issued for public and stakeholder consultation.
- 3.2 The draft Morriston Conservation Area Review was subject to a 6 week consultation exercise which ran from the 25th August 2017 until the 8th October 2017.
- 3.3 The following consultation methods were used to engage the community with the review of Morriston Conservation Area:
- A Press Release was issued and featured within the South Wales Evening Post on the 25th August 2017, 13th September 2017 and the 5th October 2017.
 - Bilingual notification emails highlighting the consultation on the draft document were sent to local ward councillors as well as specific consultation bodies, planning agents and local action groups on the 25th August 2017.
 - Bilingual letters explaining the consultation process and how to view documents and make representations were sent to all households in the expanded conservation area (+200 properties). A map showing the existing and proposed conservation area boundary was also included.
 - Bilingual leaflets were prepared and distributed to all businesses located along Woodfield Street in a 'door to door' exercise undertaken on 11th September 2017.
 - A dedicated webpage was established to explain the consultation process and allow electronic documents to be downloaded in pdf format. The webpage included the facility to complete and submit an online comment form.

- Over 20 bilingual posters were erected on lampposts in the local area
- Paper copies of the bilingual draft documents were placed on deposit in Morriston Library and Swansea Central Library.
- Social media updates were made throughout the 6 week consultation process.
- Council officers held a consultation event at Morriston Market on Saturday the 2nd September 2017. In total we spoke to around 50 people and captured their views.
- A public event was held on the 14th September 2017 between 9am and 7pm in Tabernacle on Woodfield Street. The event was advertised in local press, social media, council website and Cadw website. Presentations were held throughout the day and were followed by group discussions regarding the proposals. At all other times there were more informal-drop-in sessions. In total we spoke to around 60 people and captured their views.
- Council officers met with local traders on the 16th October 2017 to discuss the conservation area review process and potential for funding support.

3.4 The consultation on the draft Morriston Conservation Area review engaged with a cross section of the Morriston Community:

- a number of the respondents were older people (many of whom offered to share their memories),
- the consultation event at Morriston street market engaged a typical transect of Morriston's community including families and younger people,
- The Tabernacle event included representatives of the welsh speaking community, and
- The leaflet drop along Woodfield Street engaged with traders, a number of whom are of mixed ethnicity.

3.5 In total, 12 individual respondents provided comments on the conservation area review via the comment form or by letter. In addition to this circa 60 individuals expressed their views at the public event held at Morriston street market and an additional 50 people made comments at the public event at the Tabernacle chapel. The local traders also provided representations. The representations have been grouped into over 50 separate comments which are set out in Appendix B along with the Authority's response.

3.6 The final amended version of the Morriston Conservation Area Review includes all the proposed changes to the guidance following the public and stakeholder consultation exercise. It has also been updated for technical reasons as follows:

- Sections 2.1.1 and 2.1.4 have been updated to reflect the fact that Circular 61/96 Planning and the Historic Environment has been withdrawn and has been replaced by TAN24: The Historic Environment. This does not change the focus of the document.

- Section 8.6.1 has been updated to include the completed development on the Morfydd House site within the character area.
- Section 9 has been reformatted to improve the presentation.

4.0 Boundary Amendment

4.1 A key action set out in the Management Plan is the proposal to review the conservation area boundary and forms part of the public and stakeholder consultation. Following analysis of the areas around the conservation area, it is considered that the following areas have a character and quality equal to the existing conservation area and are therefore proposed for addition:

- **To the North:** Squaring off at north-west corner of Strawberry Place taking in the church and associated hall and extending along Woodfield Street to the north to include the Cross, a short stretch of Pentrepoeth Road and Sway Road as far as the old cinema building and returning down the south side of Clase Road.
- **To the East:** Extend to include the entire area north and south of the Morfydd Bridge using the 'new' road edge to include as much of the former canal route and environs as is evident including Morryston School, boundaries of the canal and walling. To the south of the bridge to include the canal, walling, pathways, green space and Margam Avenue is included.
- **To the South:** Extend full extent of southern public space between Neath Road and Martin Street.
- **To the West:** From the northern squaring off at Strawberry Terrace, includes the old Mill House Inn and outbuilding, properties facing down Slate Street, properties on the west side of Uplands Terrace, properties at the top south side of Morfydd Street and properties at the junction with Martin Street, and the podium residences at the lower end of Martin Street to bring the whole street in.

4.2 In terms of the proposals to increase the size of the conservation area boundary (as shown in Appendix C) the majority of comments were supportive of this approach.

4.3 A number of respondents suggested that the boundary be extended further north to include all of Morryston Cross. These comments have been taken on board and it is considered appropriate to include Morryston Cross and Sway Road up to the old cinema building and the buildings on the northern side of Clase Road to the old Bank building. This provides a logical squaring off to the northern boundary and encompasses the entire Cross.

- 4.4 Further suggestions were made to extend the boundary to the western side of Uplands Terrace, include the entire Aenon Methodist Church site and to the east to include Wychtree Street. The extension to include both sides of Uplands Terrace and incorporating the entire Aenon Methodist Church site is viewed appropriate and the boundary is amended accordingly. In terms of further expansion to the east to include the old Neath Road, early routes over the canal and the rail line to the Wychtree Bridge, and the phase 1 of Morris Town, these have predominately been lost either prior to, or as a result of, the new road construction. Whilst the proposed boundary is not extended to cover the east side of the 'new' road, all merit recognition as setting of the conservation area.
- 4.5 The full extent of areas proposed to be added to the Conservation Area are shown in Appendix C of this report. Furthermore section 6 of the main document as set out in appendix A has been rewritten as a record of the areas added to the conservation area as part of the 2017 review.

5.0 Other Representations Received

- 5.1 The majority of comments were supportive of the content and recommendations set out in the conservation area review document. Appendix B to this report contains the full list of detailed comments and the recommended responses. The main comments and responses are summarised below.
- 5.2 There was general support for the Character Appraisal and identification of specific character areas. Woodfield Street in particular was referenced insofar as the importance of shopfront improvements adhering to certain design criteria in order to preserve and/or enhance the character and appearance of the conservation area. The review acknowledges its special qualities and allows greater control over future development works including alterations to shopfronts and advertisements.
- 5.3 There was support for the recommendations set out in the Management Plan. However, there was concern raised about the additional authority controls placed on householders. The Management Plan is not intended to impose new controls or stop change, but require greater scrutiny of new designs.
- 5.4 A number of comments stressed the importance of the preservation of heritage assets, in particular the iconic Tabernacle. Many respondents stated the role such buildings play in attracting footfall to and generating interest in the area as being significant. One of the key recommendations set out in the management plan is securing the future of the Tabernacle, a Grade I listed building which is an ongoing separate project. This includes a review of potential for the chapel to be used for non-religious income generating community uses and heritage tourism plus exploration of sensitive opportunities to adapt the main hall space to broaden the potential access and use as a venue/ a community building.
- 5.5 Respondents also raised concerns about the lack of maintenance of iconic / heritage buildings such as St John's Church and Danbert House which are both privately owned Grade II listed buildings. The Management Plan notes that it is imperative that St John's Church is maintained and brought

back into beneficial use. In terms of Danbert Hall, this is identified as the most vulnerable of the listed buildings in the conservation area. It is in extremely poor condition and it is a very challenging proposition to establish a viable end use. Sustainable propositions for redevelopment are urgently sought and there have been positive pre-application discussions for a conversion to residential accommodation.

- 5.6 A further issue which was raised by a number of respondents is the general condition of Woodfield Street, in terms of poorly maintained/unsympathetic shopfronts, high vacancy levels, lack of maintenance, lack of variety in shops and general appearance of the public realm. The Management Plan and the council's Shopfront Design Guide SPG (2017) will be used to secure more sympathetically designed shopfronts along Woodfield Street with the aim to improve the general appearance of the public realm and respect the heritage of the area. The Management Plan seeks to preserve the few remaining historic shopfronts and features.
- 5.7 A considerable amount of support was indicated for the potential economic regeneration strategy including an application for a Heritage Lottery Fund Townscape Heritage Initiative (THI) for Woodfield Street in the immediate vicinity of Tabernacle. Support was indicated for the use of any funding for improvements to Woodfield Street in terms of public realm, shopfront upgrades, reducing unit vacancy and there was also considerable support for the interpretation and celebration of the significance of Morrision as the earliest example of a planned industrial town in the British Isles. The Management Plan recognises the need for funding support for local businesses and for meaningful enhancements in the area.
- 5.8 In addition, a number of comments indicated support for community engagement in regeneration projects, with a specific aspiration for the re-use of the site of Nazareth Chapel as a community garden. The Conservation Area review document highlights this site as a green space and Management Plan recognises the need for an awareness raising programme for the community in regeneration projects and such steps would assist in providing the community with a sense of pride and ownership.
- 5.9 The full detailed list of comments made and the consideration of these comments and the recommended action can be found at Appendix B.

6.0 The Next Steps

- 6.1 Following adoption as Supplementary Planning Guidance, the Morrision Conservation Area Review will become a material planning consideration in determining planning applications within the enlarged conservation area.
- 6.2 Prior to final publication some minor grammatical and formatting changes may be necessary and some photographs may need to be altered. This will not affect the approved guidance elements.
- 6.3 Subject to the approval of the Morrision Conservation Area Review the next proposed step is the serving of an Article 4(2) Direction to restrict certain permitted development rights in order to help better protect the character of the conservation area. This will be subject to a further report to Planning Committee and Council.

7.0 Article 4(2) Direction

- 7.1 An Article 4(2) Direction removes permitted development rights for certain changes which do not currently require Planning Permission such as removal of front boundaries, changing windows, chimneys etc. which may undermine the special historic character of the conservation area. An Article 4(2) Direction can be made to remove one, all or a selection of permitted development rights. This allows specific potentially harmful changes to be considered as planning applications on a case by case basis.
- 7.2 It should be noted that commercial properties such as offices, flats and HMOs do not have permitted development rights to make minor changes. Only 'houses' that are not listed buildings benefit from the permitted development rights that allow multiple minor changes that cumulatively can degrade the character of the conservation area.
- 7.3 An assessment of all unlisted houses in the enlarged Morriston Conservation Area has been carried as part of the review to identify those with strong architectural qualities and original details. As a result it is proposed to apply Article 4(2) Directions to a selected group of circa 50 dwellings as shown in the plan at Appendix D as these are considered to be the best preserved of the unlisted dwellings within the proposed conservation area. Each of these dwellings has been assessed to highlight those permitted development rights which if changes were not controlled would lead to the most damaging loss of historical and architectural character as outlined in the table in Appendix D.
- 7.4 The serving of the Article 4(2) Direction on selected properties to protect details is a separate process which starts with an endorsement by the Planning committee. Prior to any such application the issue will be discussed with the Cabinet Members, the Ward Councillors and would be subject to further community and stakeholder consultation.

8.0 Financial Implications

- 8.1 The final adopted document will be provided in electronic form on the planning webpage of the council's public website. Any request for printed copies will incur a fee to cover the costs of printing. Therefore there are no financial implications arising from the publication of this SPG.
- 8.2 The modest increase in the size of Morriston conservation area will result in greater scrutiny of planning applications that currently lie outside the area to ensure that they preserve or enhance the special character of the conservation area. Whilst this will result in an increase in the workload of the development control service and the Design and Conservation Team it is essential to properly manage the area. Any additional workload will be met from the existing team structures and budget.

- 8.3 Any potential economic regeneration strategy including an application to the Heritage Lottery Fund with regard to a Townscape Heritage Fund would require political approval and approval by the External Funding Panel. At this stage there is no budget for match funding identified and any grant funding application would need to be approved by Cabinet Members.
- 8.4 If a Direction is made under Article 4(2) of the Town and Country Planning (General Permitted Development) Order 1995, no fee is payable for a planning application made in respect of what would have been permitted development had there been no Article 4 Direction. However, should consent be refused or granted subject to conditions, an applicant might seek to use the compensation provisions of Section 108 of the Town and Country Planning Act 1990. There is no specific budget for compensation claims and in any case this is expected to be unlikely.
- 8.5 The Article 4 Directions will create additional workload for both Development Control and Design and Conservation Teams of the Planning Department, in terms of the generation of additional planning applications and associated guidance in design and materials. However the proposed approach which targets specific permitted development rights of a small number of dwellings in comparison to a blanket/'catch-all' approach applied indiscriminately across all permitted development categories and to all dwellings will reduce the number of applications received.

Any extra costs incurred through additional workload will be met from the existing budget. These additional planning applications will also require funding in terms of advertising these in the local press. This advertising will need to be met through the advertising budget for such purposes.

9.0 Legal Implications

- 9.1 The designation and proposed enlargement of the Morriston Conservation Area will need to comply with national legislation set out in the Planning (Listed Building and Conservation Areas) Act 1990. The final Morriston Conservation Area Review document will amount to SPG to Policy EV9 (Conservation Areas) of the adopted City and County of Swansea Unitary Development Plan (2008) and will need to be taken into account as a material consideration in evaluating future planning applications.
- 9.2 The weight that can be attributed to the draft SPG for the purpose of determining a planning application increases as the adoption process progresses. Significant weight will be attributed to the final adopted version of the SPG.
- 9.3 As a part of the Morriston Conservation Area review process it is recommended that there is scope to protect the special character of important unlisted buildings identified in the Appraisals by means of an Article 4 Direction under the General Permitted Development Order.
- 9.4 The Article 4(2) Direction is effective immediately after the notice is served or published, however it expires after six months unless it is confirmed. The legal requirement for notification of confirmation of the Direction is the same as for serving it, in this case by letter to the owners/occupiers of the properties covered by the Direction and by publication in the local

newspaper. The notice will specify a period of at least 21 days, stating that the date on which that period begins, within which any representations concerning that direction may be made to the Council. In deciding whether to confirm a direction made under Article 4(2), the Council shall take into account any representations received during the period specified in the notice.

- 9.5 If confirmed, the Article 4(2) Direction will remain valid unless and until it is cancelled. The making of the Direction removes the permitted development rights that property owners/occupiers previously enjoyed in respect of various changes to or removal of architectural features of merit as well as the painting of brick or stone dwelling façades. This will require property owners/occupiers to apply for planning permission to undertake such works which would otherwise not be required and if necessary the Council can refuse planning permission for works and alterations that are considered to be harmful to the character of the area. A further guidance note document to assist the Development Control service in this respect will be produced.

10.0 Equality and Engagement Implications:

- 10.1 An EIA screening has been undertaken with the result that a full EIA is not required. It should be noted that the conservation area review provides a heritage framework for managing change and future projects:
- Where changes are proposed within public areas and commercial buildings these will also be subject to national requirements such as Part M of the Building regulations and the Equality Impact Assessment process.
 - The potential economic regeneration strategy is a separate project that will be subject to a separate EIA screening and will require further consultation and engagement.

Background Papers:

- Development Management and Control Committee report, 26th September 2013

Appendices:

- A Final draft of the Morriston Conservation Area Review.
- B Record of Public Comments - Full table of comments and authority responses.
- C Plan showing proposed enlargement of the Morriston Conservation Area boundary.
- D Plan showing selected unlisted houses where Article 4(2) Direction is proposed to be served and table documenting.

Morriston

Conservation Area Review

November 2017



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INTRODUCTION

This draft Morriston Conservation Area Review comprises:

- Character appraisal;
- Management Plan.

Early sections of this document give an overview of the policy context and highlight the history and significance of Morriston. The document then provides a character appraisal and outlines the character areas to inform development proposals and changes in the area. The document concludes with a series of recommendations covering the management criteria and suggested boundary changes, as well as several potential enhancement projects. The format broadly follows the best practice guidance issued by Cadw for conservation areas.

A six week public and stakeholder consultation exercise was held for the draft Character Appraisal and Management Plan between 25th August – 8th October 2017. This also included attendance at Morriston Street Market on 2nd September and a public consultation event on the 14th September in The Tabernacle. Copies of the draft documents were available on the City and Council of Swansea website for the duration of the public consultation. (See appendix for Consultation Statement).

Following the public and stakeholder consultation period amendments were made and the document was adopted by council on 7th November 2017 as Supplementary Planning Guidance to Policy EV9 of the Unitary development Plan. This document is a material consideration when applications for change are considered within, or on the edges of the Conservation Area.

If you have any queries about this document or the public consultation process please contact the Design and Conservation Team on 01792 636320.



1

SUMMARY OF ISSUES AND RECOMMENDATIONS

Key issues

- Designation as a Conservation Area in 1975 has had limited effect in protecting the special character and appearance of the area
- There has been an erosion of traditional detail along Woodfield Street, Morriston's shopping centre, and along residential streets
- The boundaries of the conservation area deserve review in the light of changes within the conservation area, economic changes affecting the high street, and a better understanding of the topographical development of the town centre
- There is concern about the condition of key landmark buildings, houses that are unlisted but have significant townscape value, and the general character of Woodfield Street
- There is a need for an economic regeneration strategy for Woodfield Street that links with the heritage status. Conservation Area controls will not bring about the regeneration, so business support and grant funding is required.
- There is an opportunity to celebrate surviving structural and topographical features relating to Morriston's industrial heritage and link their significance to improved local amenity and green space
- There is considerable community interest in the history of Morriston which could be harnessed to the benefit of the management of change
- Selective Article 4 Directions to preserve specific unlisted houses of quality could be considered in order to protect surviving traditional detail where appropriate, but these will need to be carefully targeted
- The future of the 'iconic' landmark buildings of Tabernacle, St John's and Danbert Hall in particular need to be secured
- Advertisement control should be reviewed
- Options are identified for the amendment of the boundaries of the conservation area primarily in order (1) to improve the appearance, amenity and management of Woodfield Street; and (2) to reflect historical understanding of the development of the town prior to 1920
- The potential of a Townscape Heritage Initiative supported by grant from the Heritage Lottery Fund needs to be explored to support improvements to targeted buildings and streetscape features along Woodfield Street.
- A more robust approach should be taken to design control and the management of change within the conservation area
- The recovery and preservation of traditional shop fronts, façade detail and fenestration – both through development control and exemplar projects – should be pursued.
- Advice should be developed for owners of residential properties – Living in a conservation area – to support the retention of traditional detail and ensure sustainable maintenance of properties

Key recommendations

- Morriston needs a management plan that is grounded in an appraisal of character and which can promote better management of change within the conservation area, preserve and enhance character and amenity, and contribute to regeneration which will support investment in the historic built environment
- An awareness-raising programme is required for the wider community, and community engagement projects that involve local people in caring for the conservation area should be developed in conjunction with existing community groups.

2

NATIONAL AND LOCAL POLICY CONTEXT

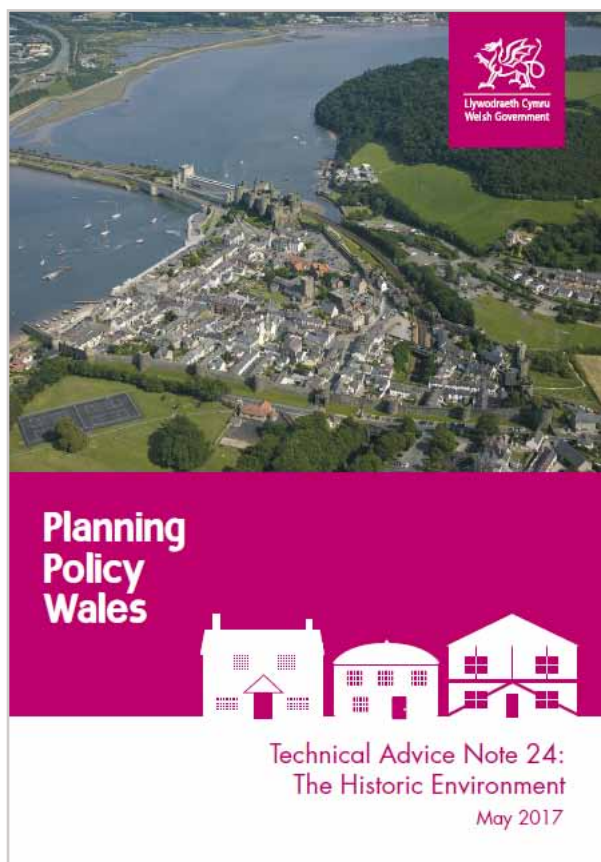
National Guidance

2.1 Policy and guidance are provided for the designation and management of conservation area at national and local level in Wales. Planning Policy Wales (8th edition, January 2016) (PPW) sets out the broad responsibilities of local planning authorities, in particular to conserve the historic environment 'while ensuring that it accommodates and remains responsive to present day needs' as a key aspect of their wider sustainable development responsibilities. Conservation areas are recognised as the main local planning instrument to give effect to conservation policies for an area, enabling change to be managed positively while protecting or enhancing the character or appearance of the area. PPW also explains how the development plan should support the management of the historic environment and identifies the special controls over development that apply to, or can be adopted within, conservation areas. Detailed regulations relating to these controls are now contained in the Planning (Listed Buildings and Conservation Areas) (Wales) (Amendment) Regulations 2015.

2.1.1 Section 6 of TAN 24: The Historic Environment stresses the duty on local planning authorities to review their conservation areas from time to time and to decide whether they need to designate further areas. TAN24 stresses quality of place as the 'prime consideration' in identifying conservation areas, and explains that this depends on much more than individual buildings. It implies that an holistic approach is taken to the analysis of character and the significance of townscape features. Planning authorities need to publish proposals for the preservation and enhancement of conservation areas that include character appraisals and strategies for the future. These strategies should keep, where possible, to the minimum necessary control over businesses and householders. Residents must be consulted over the designation of areas and the definition of their boundaries and proposals for the management of a conservation area should be submitted to a public meeting, in connection with wider consultation.

2.1.2 Technical Advice Note 12 (2016) is also relevant in that it offers advice on the promotion of good design in the historic environment and in areas of special character. It identifies a number of factors that should be considered in context appraisals which are amongst those that a character appraisal of a conservation area should take into account (paragraph 5.6.2).

2.1.3 Advice on the appraisal of conservation areas and on designation and management issues has been published by Historic England (Conservation Area Designation, Appraisal and Management, February 2016). The content of this manual has informed this present appraisal and its approach to management of change.



Local policy

2.2 Swansea's Unitary Development Plan, 2010, contains the authority's general policy for the management of conservation areas. Policy EV9 (Conservation Areas) states:

Development within or adjacent to a conservation area will only be permitted if it would preserve or enhance the character or appearance of the conservation area or its setting.

New development in such locations must also be of a high standard of design, respond to the area's special characteristics, and pay particular regard to:

- I. Important views, vistas, street scenes, roofscapes, trees, open spaces, and other features that contribute to the character or appearance of the conservation area,
- II. The retention of historically significant and important boundaries and other elements that contribute to the established pattern of development,
- III. The relationship to existing buildings and spaces, and pattern of development,
- IV. Scale, height and massing,
- V. Architectural design, established detailing, and the use of materials,
- VI. Boundary treatment, and
- VII. Public realm materials.

2.2.1 The amplification of the policy *inter alia* requires detailed plans and drawings to be submitted for new development in its setting; and sets out an expectation that the highways authority and statutory undertakers use appropriate highways mark up, signs and structures to preserve or enhance the character or appearance of conservation areas.

2.2.2 Policy EV10 (Demolition of Unlisted Buildings in Conservation Areas) states that demolition of unlisted buildings that make a positive contribution to the character or appearance of a conservation area will not be granted unless it can be demonstrated that the condition of the building does not justify the cost of repair; efforts have been made to find a viable use; redevelopment would produce substantial community benefits outweighing the loss; and that there are acceptable and detailed redevelopment plans.

2.2.3 Amongst other policies, EV13 (Shopfronts) and EV 14 (Advertisements) are also relevant locally in requiring design appropriate to their contexts.

2.2.4 The conservation area includes part of a designated district shopping centre therefore policy EC5 (District Shopping Centres) applies governing development, facilities, amenity and accessibility. Policy EC NR (Non-Retail Uses in Shopping Centres) deals with non-retail uses in shopping centres and seeks to safeguard the vitality, viability or attractiveness of established centres, particularly through the control of ground level uses and the management of vacant premises.

2.2.5 Para 2.4.26 of the Unitary Development Plan notes that the former Enterprise Zone scheme and other factors led to the promotion of the Llansamlet retail park and that this has had a bad effect on Morriston's shopping centre.

2.2.6 The UDP proposals map delineates the boundary of the district shopping centre and its relationship to the conservation area. In particular, the centre extends northwards of the conservation area boundary on Woodfield Street to include the extension of the latter to the Cross, and short extensions northwards along Sway Road and eastward along Clase Road, stopping short on the northern side at the curtilage of Seion chapel. The latter is a significant listed building and landmark feature.

2.2.7 The emerging draft Swansea Local Development Plan to replace the current UDP is being prepared for inspection and adoption. This document sets out a number of policies in relation to development within conservation areas. These include Policy KS01 (Delivering Sustainable Places) and Policy AW01 (Placemaking and Place Management) states that development proposals must enhance the quality of places and contribute to a sense of place.

2.2.8 Policy KS12 (Historic and Cultural Environment) highlights the need to safeguard features of historical and cultural importance as well as supporting appropriate heritage and cultural led regeneration. Policy HC2 (Preservation or Enhancement of Buildings and Features) sets out measures for the preservation and enhancement of heritage assets and the need for a high standard of design for new development which pays regard to the local context.

2.2.9 Policy AS28 (District Centres) sets out measures to maintain or improve the quality of shopping provision, the character of the area as well as the vibrancy and vitality of the street and area.

Conservation area designation

2.3 Morrision Conservation Area was designated by Swansea City Council in 1975. Its boundaries were drawn to reflect the planned town designed for John Morris by the famous bridge-builder, William Edwards, to house workers at his new Forest copper-smelting works. The concise original designation statement identifies the following special features:

- The gridiron plan defined by Edwards and Morris, “an early example of town planning within the Swansea area”
- The fine views looking eastward, particularly from Slate Street and Morfydd Street, that result from the way the settlement slopes downhill towards the valley bottom and the river Tawe
- The pleasant urban scene, composed of several recently cleaned stone terraces pre-dating 1918, with churches and chapels providing focal points

2.3.1 At the time of designation there was some discussion of appropriate boundaries, and this remains an aspect of interest today. In particular, the original proposed boundary was extended to include further houses on the North side of Glantawe Street, and certain houses on the South side of Clase Road. It was also noted that housing to the East of Woodfield Street was in poorer condition than that to the West and that this area had been declared a General Improvement Area.

2.3.2 Designation of the conservation area has had limited impact on local character and amenity. However, it appears to have raised local sensitivity to character and amenity in the form of the Morrision Conservation Society, active in the late 1970s, and concerned with issues such as parking, the impact of the by-pass, the condition of Tabernacle and St David’s, and future shopping policy, including landscaping outside Tesco.

2.3.3 In 1987 an enhancement scheme was undertaken around St John’s Church, providing new paving, a bench, a tree, and safety bollards, associated with an interpretation sign. In 1994 the Council launched a shop front design guide for the conservation area and the Morrision Commercial Improvement Area. This sought to protect pre-1940 shop fronts and to promote new shop front design that was framed by traditional elements and materials. The guide also reflected concern about inappropriate signage, canopies and shutters.

3

SUMMARY OF SPECIAL INTEREST



Figure 1: View along Woodfield Street



Figure 2: Traditional doorcase

3.1 The present conservation area boundary was drawn to reflect the historic core of Morriston as it has developed within the remarkable grid plan defined by the industrialist and philanthropist John Morris and his civil engineer, the non-conformist minister William Edwards, in the 1780s. This makes Morriston special as the earliest example of a planned industrial town in the British Isles. Earlier examples of entrepreneurs building housing for their workers exist, but on a much smaller scale. There are examples in the Swansea valley and in early English industrial contexts. A planned town is of a very different order and Bath and Edinburgh New Town

(1766-on) provide the classic examples of 18th-century town planning – but for a very different milieu. The most obvious (later) parallels might be with Tremadog (Gwynedd), laid out by William Maddocks after 1798 to a classical plan and Aberaeron, developed from 1805 as a harbour town with a fine Regency square. Little of the original building within this grid survives, but the development and expansion of the community in the later nineteenth century is well-represented, so that the historic built environment within the conservation area dates essentially from this latter period. The building and rebuilding of chapels and improved housing and shops reflects the demographic expansion that was especially marked from 1870 onwards. Surviving earlier features are important visually and architecturally within this later townscape.

3.2 The grid planned by Edwards gives Morriston an urban form which is of great historical interest and which also shapes a distinctive quality of place. The exceptional origins of Morriston as Wales's first industrial planned town justify special protection, while the grid gives the modern town a special coherence and identity, reinforced by both landmark buildings and the broader townscape that provides their backcloth. Morriston's urban form contrasts markedly with the essentially linear, terraced development of valley-side towns in South Wales. Its symmetry also distinguishes it from the more irregular settlement pattern associated with intakes from common land that was typical of the earlier stages of industrialisation. This latter contrast is nicely exposed by the Llangyfelach Tithe Map (Fig. 3). Conservation area boundaries reflect this contrast.

3.3 The arrangement of Morriston's streets along a long North-South axis, and West-East to slope towards the valley bottom means that there are important outward views eastwards from cross streets on the grid; at the same time, the hillside above provides views westwards with a sense of enclosure. Northwards and Southwards there are long views along Woodfield and Martin Street, with the church of St John (1787) a significant anchoring feature, and the focus of Edwards' design. This latter urban space – St John's Square - is an important urban space.

3.4 Because building within the planned town was initially haphazard, long terraces are by and large untypical of the Morrision grid. Typically, development was mixed in character, with semi-detached, and the occasional detached villa cheek by jowl with short terraces. In 1876-9 there were plenty of gap sites to be filled in – and this would happen by the end of the century, at the same time as poor housing stock was renewed. Irregular development also lends several streets particular visual interest – represented, for example, by staggered frontages and long views along Glantawe Street, or by the stepped rooflines that run down the slope to the valley bottom. The later 19th-century expansion of retailing along Woodfield Street and towards the Cross where routes run northwards up the Swansea Valley, eastwards to Neath (from 1780 via Edwards' now lost Wychtree Bridge), and westwards to Pontarddulais, contributes to an architectural unity of time and place that connects shops, housing and public building.

3.5 Landmark buildings within the conservation area contribute to this special interest and quality of place. Tabernacle plays a very special role, both as a local and a distant landmark, but other structures provide visual cues/local keynotes at the same time as they represent good examples of their type. This is true both of residential streets and the retail strip along Woodfield Street.

3.6 Together with landmark buildings and other structures of historic or townscape significance, a range of period architectural detail survives within the conservation area and contributes to quality of place – notably traditional shop fronts and associated features, door cases, fenestration, and boundary walling. Often these combine to shape impressive local frontages or street corners. Meanwhile piecemeal development and the effects of slope have generated a varied roofscape and, notably along Glantawe Street, an irregular frontage of strong character and visual interest.

3.7 The boundary review has taken into account the relationship between features in the historic environment within and beyond the existing boundaries and the conclusions from this analysis are reflected in proposals that give weight both to the significance of the grid plan and the boundaries of the planned town, and to the nature of development immediately beyond the boundaries as the community grew in Victorian and Edwardian times, topographical evolution being shaped by road and rail transport and linkages to Morrision's industrial sites and its neighbouring towns particularly Neath and Swansea.

EARLY HISTORICAL AND TOPOGRAPHICAL DEVELOPMENT

Figures 3 through 6 provide map evidence of the growth of the town.



Figure 3: Tithe Map, 1838

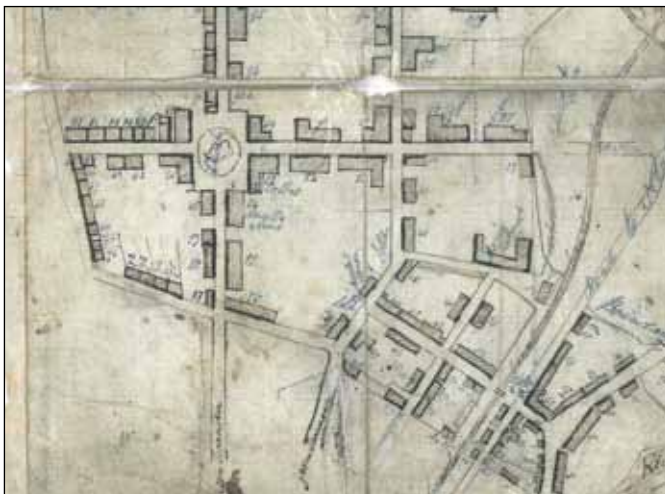


Figure 4: Map of Morrision, c 1793

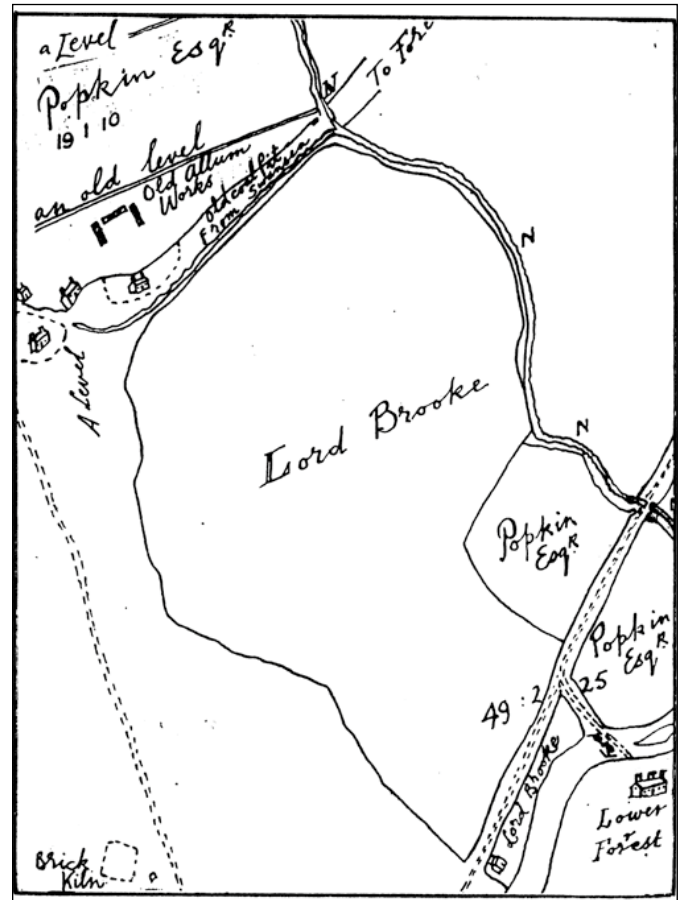


Figure 5: Map of land acquisition from Childs, 1994

4.1 Morrision was the first planned industrial settlement in Wales. It was laid out in the 1780s to attract and house workers in the expanding copper-smelting industry of the lower Swansea valley, a cradle of the early Industrial Revolution. Its early date as planned industrial housing in this significant historical context gives it, according to Hughes (2000: 163) international significance. Its grid plan has a renaissance quality shared by quite different eighteenth-century exercises in town planning (Edinburgh, say, or Bath). It was a model emulated later in South Wales at Trevisian and Tredegar. These settlements, together with Morrision, have roughly symmetrical layouts and carefully designed focal points that shape a quality of place quite different from that of other forms of industrial settlement. Newman (1995: 623) describes 'the self-containment and deliberation' of Morrision's plan. An important consequence is the way character is influenced by long views along streets, reinforced by slope on cross streets to promote, looking west, a sense of enclosure by the hillside and former common land above the original town, and looking east, open views across the Swansea valley.



Figure 6a: OS map 1876

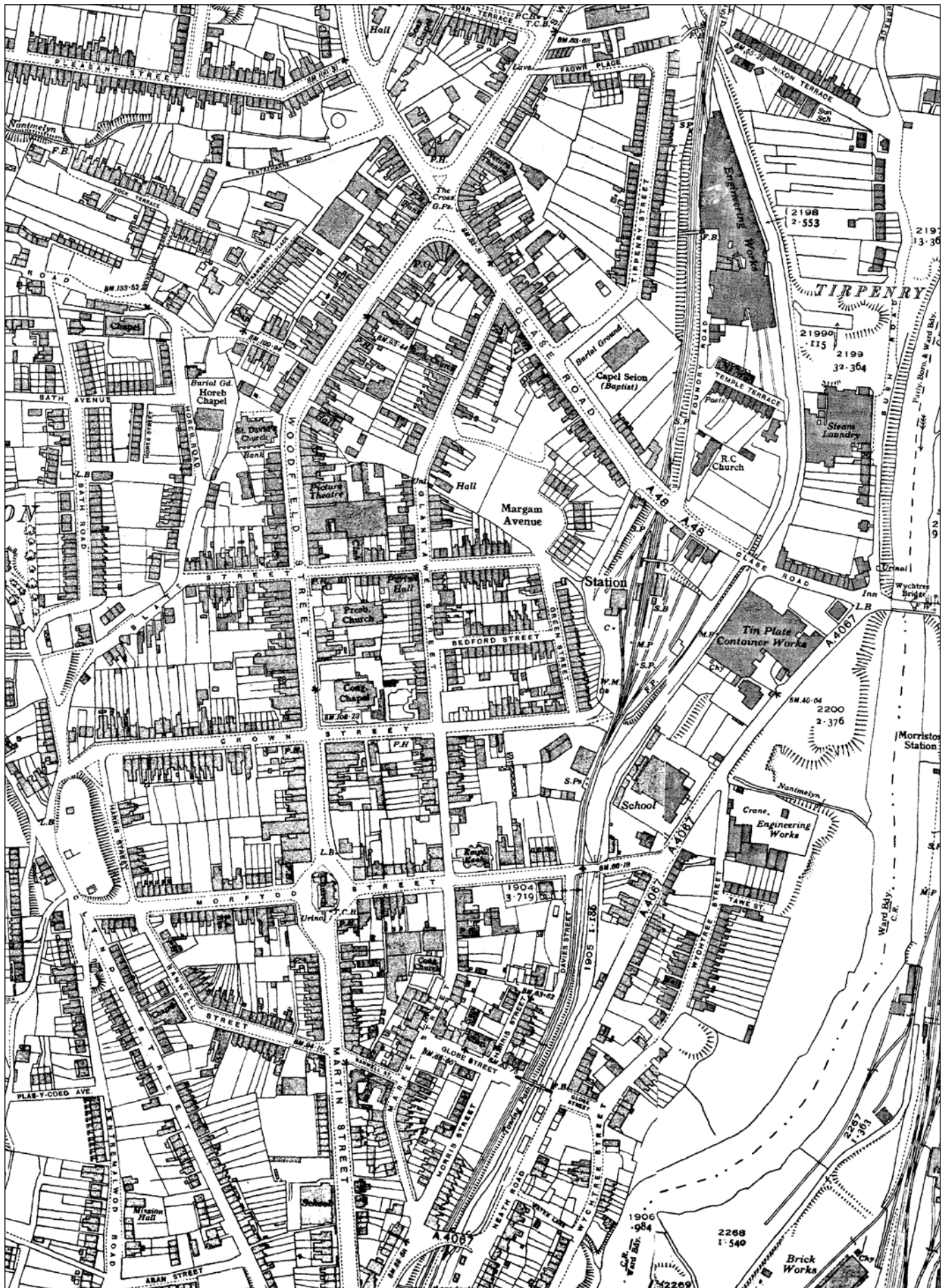


Figure 6b: OS map 1935

4.2 Morryston is named for its founder, John Morris I (b. 1745), of Lockwood, Morris and Company. His father, Robert, came from Shropshire. From 1727 onward he was one of the key entrepreneurs in the developing copper-smelting industry. Aided by favourable leases from the Beaufort estate, he obtained the right to mine coal for smelting almost anywhere between the Tawe and Loughor. John Morris' wealth built the family mansion of Clasemont, on the hill above the site of Morryston.

4.3 The early copper masters, such as Morris, were accustomed to providing housing for their workers. The remote location of their industries made this almost a necessity. But John Morris is a special case which contributes to the historic significance of Morryston. In 1815, Walter Davies noted that he was 'the most extensive individual builder of comfortable habitations for the labouring class' (Hughes, 2000: 187). The practical need to house workers at his Forest Works seems to have been combined with philanthropy, but also with his interest in creating an ornamental landscape associated with Clasemont (demolished 1819). In 1773 he ordered the building of 'Morris Castle' to house forty families in three blocks linked by towers around a central courtyard. This was sited so it could be seen from Clasemont, probably designed by the same architect, James Johnson. Wychtree House, which was possibly the earliest structure in the new settlement of 'Morris Town' – demolished but recorded in advance of demolition – was another remarkable example of workers' housing, and likewise designed by Johnson, in renaissance style.

4.4 Morryston might be seen as the culmination of an attempt to shape a picturesque/romantic industrial landscape on an heroic scale by building, not just hostels or a terrace or two for workers, but an entire town, influenced in its design by the politest standards of eighteenth century town planning. Morris sought to encourage the in-migration of workers in a way that would prevent them being a burden on the parish. They would take plots on which to build houses and grow food. In this case, Morris's partner was William Edwards, Methodist minister, architect, bridge-builder and civil engineer, who had worked for him since the 1740s.

4.5 In 1778 Edwards had designed and built the Wychtree Bridge (demolished 1959) across the Tawe to serve the new Swansea-Neath turnpike. This may have been the trigger for Morryston, but preparations for development took place earlier. Childs has analysed

the land acquisitions of the Morris estate. Part of this was the farm of Tir Hopkins Edward shown on a map of 1761, which Morris bought from the Beauforts. The boundaries of the planned town were strongly shaped by the boundaries of this estate, its northern edge being marked by the Nant Felyn Brook, separating the manor of Trewyddfa from the manor of Clase (Childs, 1994). The south-eastern part of this parcel faced the Forest Works across the river, crossed by the old Forest Bridge. Within this purchase Edwards would set his grid of streets and mark out the plots where migrants could build houses to his design. In addition, Morris endowed St John's Church (1787) for newcomers who favoured the established church. This was given pride of place at the intersection of the town's long axis along Woodfield Street with Morfydd Street. The siting of the earlier Libanus chapel (1782), also endowed by Morris for nonconformists, is a clue to the probability that the town was planned in two phases. These phases help to produce areas of distinctive townscape character. Libanus chapel is placed on the north-west corner of the earlier, smaller grid, canted away from the second, more ambitious phase of development to which St John's formed the anchor, in a tight shape generated by field boundaries.

4.6 Hughes shows how Phase 1 occupied a single field near the river and the works, and included the new turnpike road as it ran north-east towards the Wychtree Bridge. (Hughes. 2000: 199ff) Morris Street and Market Street ran parallel to the turnpike as it bypassed an earlier, winding road along what became Wychtree Street. Castle and Globe Street were laid out as East-West cross streets to form a tight grid plan. The coherence of this plan was disrupted as early as 1796 by the building of the Swansea Canal. By the late nineteenth-century the line of the canal had been strengthened by the Morryston Loop of the Great Western Railway. However, the final disruption of the first grid was only accomplished recently by the dualling of the A4067 between 1994 and 1997. However, looking westwards from Ash Street, which appears to be a remnant of the turnpike, it is briefly possible to ignore the main road and recapture in the imagination the original integrity of the street layout.

4.7 The second phase was laid out within fields west of the original, its outer boundaries determined by those of Tir Hopkin Edward. The more generous layout enabled more substantial building plots to be defined, lending much subsequent development east and west of Woodfield Street a much more open feel than the enclosure that is typical of the original streets.

4.8 Walter Davies (cited in Hughes, 2000: 200) suggested that by 1796 there were 141 houses and 619 inhabitants, doubling by the end of the Napoleonic wars. In 1841, the census suggests twice the number of people, but only 443 houses compared to the 300 in 1820. Early maps provide indicative rather than conclusive descriptions of development history. One plan of 1793 suggests a second square north of St John's that was never built. The tithe map is presumably more accurate, reveals the extent of open land within the planned town, and neatly contrasts the regular layout on the grid with the irregularity of settlement along coal roads and trackways associated with the industrial workings to north-east and south-west.

4.9 The 1841 census does not give street names. Clearly there was expansion along roads outside the Morris landholding. However, it is clear from both the 1838 tithe map and from the earliest OS survey that the grid plan took decades to be fully developed. Moreover, much earlier housing came to be replaced, probably more than once. Significant rebuilding infill and intensification of development occurred between the 1870s and the end of the nineteenth century as the population expanded with the growth of the tinsplate industry and associated enterprises and the railway revolutionised transport services and patterns of migration. Church and chapel building and rebuilding in the 1850s and after was triggered by this growth, as was the intensification and extension of development northwards along Woodfield Street and the emergence of the familiar late Victorian and Edwardian shopping centre. The construction of Tabernacle in 1872 symbolised the growth of the town and the self-confidence of workers and industrialists alike, but also probably contributed to the alteration of the centre of gravity along Woodfield Street, reinforcing the pull from the Cross and the Wychtree Bridge.

4.10 The condition of early Victorian housing was poor, and this explains why most of it seems to have been replaced or so rebuilt that it is unrecognisable. Swansea was the subject of an investigation into living conditions as part of the work of a Royal Commission in 1844. In Morrision, G.T. Clark, conducting a second investigation in 1849, reported that 'the streets and roads were ill-made and neglected. The houses were built too close against the hillsides and were consequently very damp.' Local people, in the middle of an industrial depression, complained that their landlords would not provide drains or privies. There was no public water supply. As a result fevers and epidemics were frequent, virulent and often fatal. The weir on the Tawe was a source of disease as it received 'nearly the whole of the animal and vegetable filth of the place as well as the foul waters of the collieries... the bulk of the population drink their tea brewed with this filthy water'. It was these conditions that were the context for the cholera epidemic of the same year. 'Fever food and cholera food are unremittingly supplied to the lungs and bowels of the inhabitants.' A similar report noted the way sewage clogged the open street gutters of the town, creating noxious smells, especially in hot weather. (Ridd, 1960: 44; Hughes, 2000: 188).

5

HERITAGE ASSETS



Figure 7: Philadelphia Chapel (Grade II)



Figure 10: St Johns Church (Grade II)



Figure 8: Old Police Station (Grade II)



Figure 11: Morfydd Street bridge (Grade II)



Figure 9: Danbert Hall (Grade II) (At Risk)



Figure 12: Tabernacle (Grade I)

Listed Buildings

5.1 There are several listed buildings within Morriston, which are of national importance and benefit from formal protection additional to that enabled by conservation area status. These are:

- Philadelphia Chapel (Fig. 7), Chapel House and Sunday School (1802, 1829, entrance remodelled 1935) at Morris Street/Globe Street (listed Grade II 1993)
- The former Police Station complex, Banwell Street (listed Grade II 1993) built in 1875 and 'listed as evidence of late C19 urban improvement' (see Fig. 8)
- Danbert Hall (Fig. 9), Morfydd Street (listed Grade II 1993), built in the 1880s for a local tinsplate manufacturer, a "large Victorian town house, rare in Morriston"
- St John's Church (Fig. 10), consecrated in 1862 as the successor to William Edwards' original (listed Grade II 1993). Its planned west aisle was never built, which is just as well for the local traffic circulation (Hughes, 2000: 258-9).
- The canal bridge at Morfydd Street and the associated boundary wall at Davies Street (listed Grade II 1991, listing amended 1993); of ca 1794-6. This is an original Swansea Canal structure and a rare Welsh example of a "changeover bridge", all the more so because it is combined with a road bridge. It is also "one of the few remaining canal structures in Swansea" (listing description). See Figure 11.
- Tabernacle, the "cathedral of Welsh nonconformity", listed Grade I in 1993, and designed by John Humphrey; described by Cadw as "perhaps the most ambitious grand chapel in Wales with striking exterior and virtually unaltered fittings" (Fig. 12). Its location, on a sloping site on the east side of Woodfield Street at its corner with Crown Street, ensures that three of its facades are visually prominent and this is reflected in the design treatment, with special attention, of course, to its frontage to the high street. The steeple is the highest on a nonconformist chapel in Wales – possibly, says Hughes, the highest in Britain (2000: 278)
- Seion Chapel at Clase Road was Grade II listed in 1993. This chapel sits back from the road in an enclosed graveyard. The chapel includes a number of bays with the front 3 articulated with Tuscan pilasters.

5.1.1 Each of these structures plays an important role in the townscape. Philadelphia Chapel is a keynote structure within the little streets that comprise the remnant of Edwards' original grid, and anchors an

important corner. The Police Station and its associated structures are prominent at the southern entry to the town. Danbert Hall, St Johns and Tabernacle are the three most prominent buildings in the town, and visible from a distance, on approaches through the Swansea valley. The Morfydd Street bridge and associated walling have a significant visual importance as well as intrinsic historical importance highlighting the line of the filled-in Swansea Canal.

5.1.2 Danbert Hall has been unoccupied for some time and is in a very poor state. Its condition is of special concern. It retains the potential to be a building of striking beauty and interest, the key element to the streetscape east of Woodfield Street.

5.1.3 St John's Church is no longer used for religious purposes and is beginning to deteriorate badly. Vegetation is attacking its external features. Its boundary walls are in poor condition. This is a key landmark feature that is the focus for the design of the planned town.

5.1.4 The other listed properties are in reasonable condition, with the Police Station in commercial use. Until 2009, the Philadelphia Chapel was a derelict listed building at risk. The site is now in commercial use and the conversion comprises of flats and offices. The premises are in industrial use.

5.1.5 Tabernacle is Morriston's signature building, lending dignity and character to Woodfield Street, visible from everywhere within the town as well as being a valley-wide landmark, familiar to a worldwide audience through television and its famous choral tradition. Its condition must be a priority. For this reason a study is underway in partnership between chapel trustees, Cadw and the Council to explore options to sustain the building within the community. This includes a review of the future management of the chapel as a potential community building.

5.1.6 Seion Chapel, on Clase Road, is a grade II listed building within the immediate setting of the conservation area, set back from the street line in a large graveyard. It is the most prominent building between the Cross and the A4067 junction, providing a foil to domestic and retail buildings along the street; it has a strong classical frontage and replaced an earlier chapel of 1845; its rebuilding dates from 1870. It was designed by John Humphrey of Swansea, the architect of Tabernacle, and has recently benefited from a Cadw grant towards the stabilisation of its frontage.

Unlisted Buildings

5.2 Morriston also contains a range of unlisted heritage assets which have historic, architectural or townscape value. A number of these have been recognised on Coflein, the database maintained by the Royal Commission on Ancient and Historical Monuments.

5.2.1 Within or adjacent to the present conservation area the following surviving sites and structures have been noted:

- Clyn-Du coal pit, Upland Street
- Aion Baptist Chapel, Cwm Bath Road (1880)
- Gem Cinema, Sway Road
- Bethania Welsh Calvinistic Methodist Chapel, Woodfield Street (1878, rebuilt in Romanesque style in 1888)
- St David's Church, Woodfield Street
- 91a Woodfield Street (late eighteenth-century, designed by William Edwards for Sir John Morris; now a shop). 'One of only two surviving Morriston houses which date from the town's first period of construction'.
- Dyffryn Villa (Fig. 13), Morfydd Street. Dyffryn Villa fronts the line of the canal at the eastern end of Morfydd Street, was formerly as a tinsplate owner's house, is recognisable on early plans, and may be contemporary with the canal's development
- Salvation Army Chapel, Morfydd Street (Fig. 14)
- 35 Morfydd Street 'One of only two surviving Morriston houses which date from the town's first period of construction' (Fig. 15).
- Libanus Independent Chapel, Market Street, originally 1782 by William Edwards; rebuilt latterly by Thomas Thomas of Landore in 1857, by John Humphreys of Treforest in 1872, and again in 1905 (Fig. 16).
- Old Market and Schoolroom, Market Street (1827), (Fig. 17).



Figure 13: Dyffryn Villa



Figure 14: Salvation Army



Figure 15: 35 Morfydd Street



Figure 16: Libanus Chapel



Figure 17: Old Market Hall

5.2.2 Apart from their historic interest, the townscape value of these sites is important to the built character of the planned town and its setting. It is worth noting that the flurry of church and chapel building or alteration in the 1870s and after is a good index of the town's growth during this period and these structures are important to the integrity of the late Victorian character of the historic built environment.

5.2.3 During survey, an additional property that may date from the early period of the town was identified at 8A Morris Street, set back from the highway and close to the rear of Market Street. What looks like an original eighteenth-century build is partially obscured by a modern extension. External detail is lacking, but the proportions of the building seem correct, and there is a structure marked on this site on early maps.

6

BOUNDARY AMENDMENTS

Figure 46 shows the revised conservation area boundary, annotations in the following text refer to specific changes to the boundary made as part of the 2017 review.

To the north

6.1 The conservation area was enlarged to 'square off' the present boundary starting from Strawberry Place (A), taking in the chapel and extending along the east side of Woodfield Street to bring in the northern commercial area to the Cross (B), including a short stretch of the old Pentrepoeth Road (C), then return down the south side of Clase Road (D) to join with the existing boundary.

Rationale & Setting

6.1.1 To recognise the 19th Century development of Morriston and give opportunity for proper status to be given to the ancient cross with Pentrepoeth Road.

6.1.2 The history and relevance of Pentrepoeth School, Sway Road, its housing and route to what was expanding industrial activity and Seion Chapel all tempt the boundary northwards. The report recommends that these areas be identified as relevant setting.

To the East

6.2 The boundary was extended to include the area north and south of the 'Morfydd' Bridge (M), using the 'new' road edge to include as much of the former canal route and environs as is evident, including Morriston Primary School (N), boundaries of the canal and walling. To the south side of Morfydd bridge, the boundary includes the canal, significant early walling (Davies Street (O)), railway walling, pathways and green space, and follows the edge of the roadway, down to the southern boundary identified above. The Margam Avenue block is also included (P).

Rationale & Setting

6.2.1 Some of the most precious history, and the canal line itself, are within and adjacent to this extension. Margam Avenue is included to 'finish' the story and bring it into the twentieth century.

6.2.2 On this east side, the old Neath Road and the early routes over the canal and, later, the rail line to the Wychtree Bridge, and to Phase 1 of Morris Town, mostly lost both prior to and with the road works, all merit recognition as setting.

To the south

6.3 The boundary was extended to include the full length of Martin Street but not the modern development on the west side.

Rationale & Setting

6.3.1 To capture the former Neath Road connection, its link over the canal and then rail line, as can be seen on the early Morris Town Plan.

6.3.2 To the south there is no important setting due to the previous highways infrastructure works as well as the presence of newer commercial and light industrial units which have significantly altered the layout and character of this area.

To the west

6.4 The boundary takes in the old Mill House Inn and its outbuilding (E). There is a minor adjustment to exclude the modern development on Horeb Street (F) and inclusion of the turn of the century properties that face down Slate Street (G).

6.4.1 The 'development plot' at the western boundary, between Morfydd and Slate streets, the site of former pit workings (Clyn-Du (H)), and other land on the old coal cart line on Clyndu Street was retained within the conservation area to ensure that development meets the conservation 'tests'.

6.4.2 The conservation boundary was extended to include properties at the top south side of Morfydd (I), and include the house/former commercial premises at the junction with Martin Street (J), where the boundary takes in the podium residences at the lower end (K) and brings the whole street into the Conservation Area.

6.2.4 Attention is drawn to Trewyddfa Common, Pentremalwed Road, the Victorian housing, of similar character to that in later 'Lower Morriston', to the Clyn-Du coal cart tracks and to the significance of Morriston Park. There was strong community support for the inclusion of the park in the conservation area, but to do so would require a significant extension of the boundary to an unmanageable size.

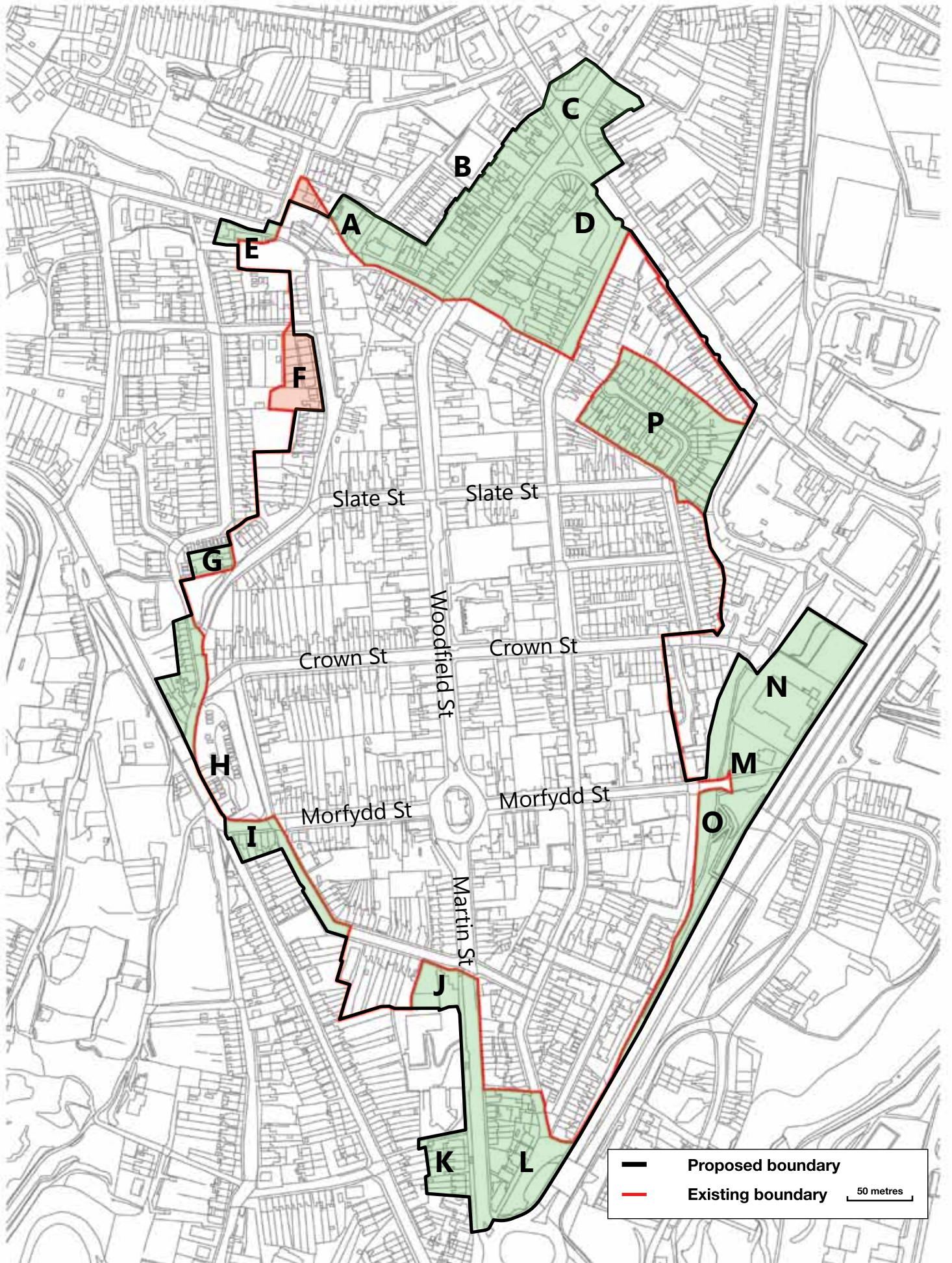


Figure 46: Revised Conservation Area Boundary

7

CHARACTER APPRAISAL

7.1 The following discussion is based primarily on visual survey and forms an analysis of the components that shape today's townscape. An assumption is that domestic and shop premises from before 1850 are few and concealed by later facades. A basic uniformity of design is reflected in working-class dwellings from around 1875 and similar architectural detail was employed throughout the later nineteenth and early twentieth centuries. What we see today, on a much earlier grid plan, is essentially a late Victorian town, with its homes, commercial buildings and places of worship.

7.1.1 Within the conservation area the original grid is represented by Market Street, Morris Street and Globe Street. Libanus Chapel and Philadelphia Chapel stand on early chapel sites, while the Market Hall and schoolroom dates from 1827.

7.1.2 The piecemeal history of building and infill within the grid gives most of Morriston's older streets a feeling of variety rather than monotony. Typically, for example in Morfydd Street and Crown Street, development takes the form of short terrace rows, generally built directly to the street, interspersed with semi-detached pairs and, occasionally, a more substantial detached or semi-detached villa.

Components of character

7.2 The various components and attributes of character which make up a locality work together to create a sense of place and identity for these areas. In Morriston a key contribution to character and quality of place is made by the striking views and vistas that are experienced walking through the town.

Views and Vistas

7.2.1 The grid-based layout of Morriston's streets means that a key contribution to character and quality of place is made by the striking views and vistas that are experienced walking through the town. Of particular importance are the long views through and across the major grid. The view along the broad, straight length of Woodfield Street (Figs. 18 and 19) is closed at the southern end by the square and St John's Church;

looking north, the bend in the road beyond the line of the Nant Melyn, and the end of Edwards' grid, provides a different sense of closure and departure. At the corner with Crown Street, the view is dramatically punctuated by Tabernacle, with its bold classical frontage and spire. More modestly, interest along the street is provided by variation in roof line and facades, and by generally strong corners where the cross streets intersect. However, the modern redevelopment north of Tabernacle has eroded an earlier unity of appearance, and this erosion of character is reinforced in front of the modern shopping parade by weak street furniture, floorscape and signage.

7.2.2 Entering Woodfield Street at the Cross, there is already a sense of arrival, reinforced by the distinctive commercial premises that define the north-east corner of the street. The built character of the high street is already clear, and at the bend in the road that marks the former line of the Nant Melyn, the long view that opens up past Tabernacle to St John's Square (Fig.18) is impressive.

7.2.3 Beyond St John's, the view south is predominantly open, but interest is provided by the good residential frontages on Martin Street, and by the listed police station on Banwell Street corner. The approach along Martin Street from the south is also visually interesting. The eye is immediately caught by the distant church in its 'square' and, on the right as the street rises, the gable end and stacks of the Victorian police station (Figure 20). Outside the conservation area on the west side, but visually prominent, the short terrace on a podium above street level acts as a strong marker of arrival, as does the Swan Inn on the eastern corner of Martin Street. Modern development interrupts the building line on the west, but the sense of place is restored by the quality of the corners of Banwell Street and Martin Street.

7.2.4 Strong views in either direction along Morfydd Street (Fig. 21), Crown Street (Fig. 22) and Slate Street (Fig. 23) are important. To the west these are closed by the hillside and the increased steepness the line of the grid; the eye is also caught by the irregular grouping of short rows of mid and late Victorian terraces. Once,

this context would have been primarily industrial, with hillside coal workings that have left a legacy in unstable land, and, within the conservation area, the site of a coal pit. The view along Morfydd Street is closed by the church and the square, intended as a focal point of the planned town, and the place where early commercial activity developed. Looking eastwards, each of the cross streets has open views eastwards across the Tawe Valley – very different from the dramatic and smoky industrial character of the town’s setting in earlier times.

7.2.5 West of Woodfield Street, views along the cross streets are enhanced by the irregular building line, variations in built character, and the stepped roofscape. East of Woodfield, along Morfydd Street and Crown Street, the descent to the river is now interrupted by the wide, fast Neath Road. Earlier character has been diluted by modern infill development. However, towards the line of the canal and Davies Street, trees give this corner of the town a green edge (Fig. 24).



Figure 20: View north on Martin Street towards St John's



Figure 18: View south along Woodfield Street



Figure 21: Morfydd Street view east



Figure 19: View north along Woodfield Street



Figure 22: Long view east along Crown Street



Figure 23: View east along Slate Street



Figure 24: Green edge on the eastern edge of Morryston

7.2.6 Glantawe Street runs north from its corner with Morfydd Street parallel with Woodfield Street. The view in either direction along this street is an important, secondary vista within the planned town, its interest enhanced by the irregular building line (particularly between Morfydd and Crown Streets), and variations in width (Fig. 25). Where Glantawe Street crosses the line of the Nant Melyn, and the boundary of the grid plan, the road bends eastwards in parallel with the extension of Woodfield Street as it approaches Clase Road. To the south, Glantawe Street connects with Market Street. Here the bend and fall to the street line reinforce the awareness that one is entering a different part of town at the point where the earlier and later grids join.

7.2.7 The late Victorian development of Clase Road, from the Cross to the former railway bridge, is only partly in the current conservation area, but shares the same essential built character in terms of commercial and residential detail, though interrupted by modern

development in particular at the corner of Glantawe Street. The former station building survives on the south side of the bridge, but the integrity of the streetscape has been disrupted by redevelopment within the station area and former sidings, and lost with the modern road scheme, the loss of Wychtree Bridge, and the modern Bingo Hall at the corner of Neath Road and Clase Road.



Figure 25: Glantawe Street

7.2.8 Between Green Street and Clase Road, Margam Avenue (Fig. 26), constructed just after the Great War, but in essentially Edwardian style, acts to round off the story of Victorian and Edwardian development. It is distinctive in layout with four-house rows set in large front gardens in a way that lends the street something of a garden city feel. The redbrick construction is in keeping with the short rows of bayed Edwardian houses that can be found elsewhere in the planned town, with the best preserved of these being numbers 1-4. There is a good lane connection with Glantawe Street.



Figure 26: Margam Avenue

MORRISTON

Heritage & townscape map

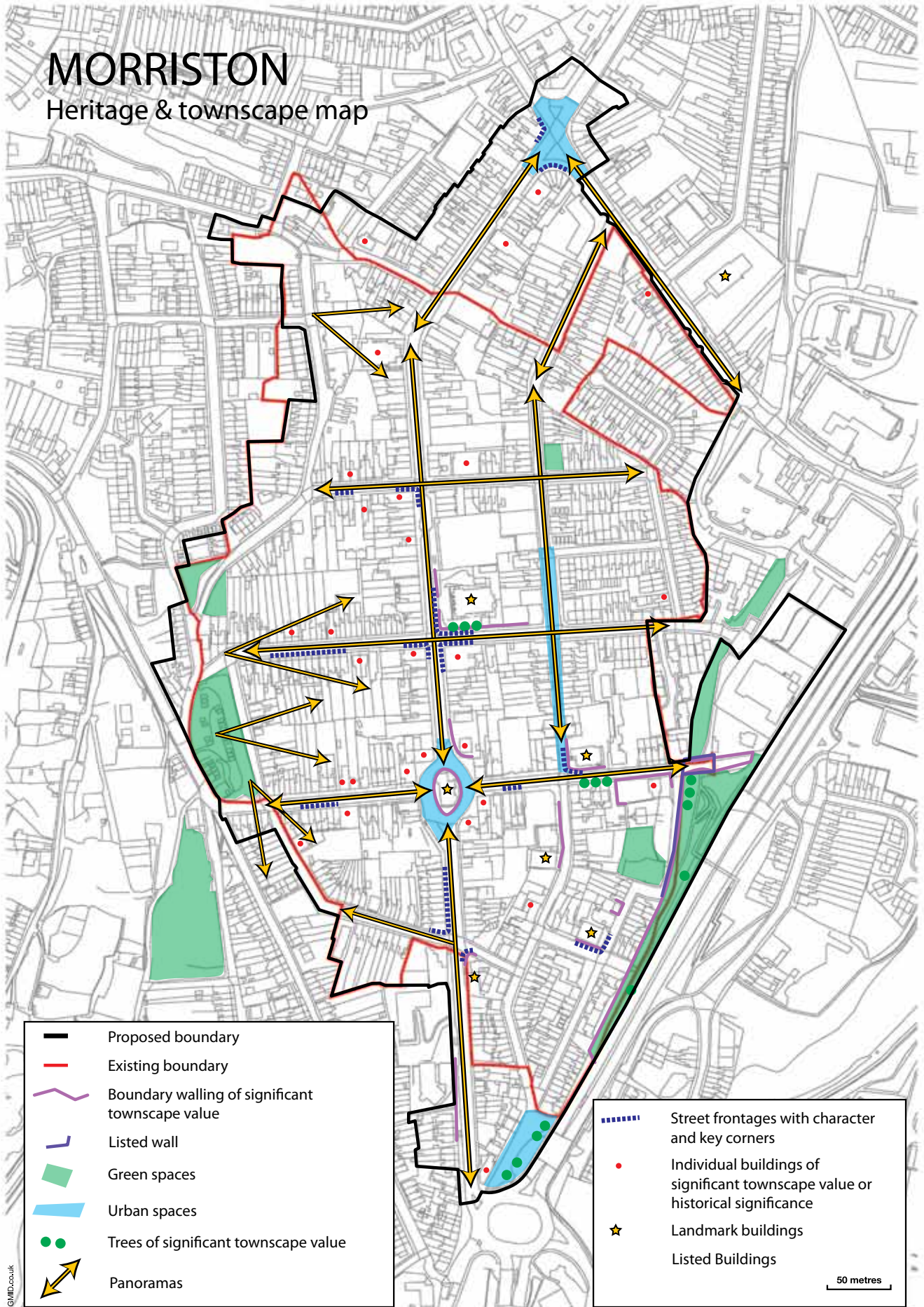


Figure 27: Heritage assets map

7.2.9 From a distance Just as arrival in Morriston promotes a sense of occasion, so the feeling that this is a special place is shaped by the prominence of the town from a distance, particularly as seen from the east, whether one is approaching by road or rail. At this scale, the prominence of Tabernacle in drawing the eye towards the town on the hillside is of especial importance as a valley-wide landmark.

Enclosure

7.3 Parts of the town are more notable for a sense of enclosure rather than an open feel. This is particularly true of the more tightly developed north-east corner of the town, where working class housing was laid out on smaller plots close to the station. It is also the case along Market Street and Morris Street, within the remnant of the first grid. Outside the current conservation area at the south end, but surely part and parcel of this neighbourhood, is the short section of Neath Road associated with the Swan Inn and an area of open space that looks onto the modern A4067. The Swan has an intrinsic character of its own and in a modest way functions as a gateway feature.

Landmark buildings

7.4 A number of structures have a special function in shaping the local townscape by virtue of their prominence and architectural character.

7.4.1 Three buildings in particular function as exceptional keynotes. These are:

- St John's Church – although a relatively modest building it performs an important anchoring role within the design of the planned town at the same time as it acts as the centrepiece for what was intended to be an important social and commercial space. The tower has strong visual interest.
- Tabernacle – a distinguished grade I listed building that is a powerful local and valley-long landmark, and a distinguished part in the history of nonconformity and Welsh music. Constructed in 1872, it symbolises the self-confidence and social solidarity of the expanding town. Conjecturally, the building of Tabernacle altered the commercial centre of gravity along Woodfield Street, encouraging investment and development along its central and northern stretches, and presumably reinforcing the pull from the cross roads with Clase Road.
- Danbert Hall – despite its dilapidation, and its location to the east of the centreline of the grid plan,

is a dominant and architecturally important element within the townscape. Along with Tabernacle and St John's it can be glimpsed from numerous locations Morriston, at the same time as it punctuates the view East along Morfydd Street, and closes the view south along Glantawe Street. The home of Daniel Edwards, the tinplate entrepreneur, this is a villa of exceptional scale and ambition in the local context, a symbol of the wealth and taste of the self-confident masters of the valley.

These three structures are visually significant in the context of the town as a whole. Other structures are important to their immediate context and setting, lend interest and distinction to a street line, or anchor an important corner.

7.4.2 Within the original grid, Libanus stands on the site of the chapel originally designed by Edwards for those inhabitants of Morris's new town whose religious feelings were left unsatisfied by the latitudinarian Anglican church favoured by owners and gentry. It effectively marked the northern corner of that original grid, and within the wider planned town was subordinate in design terms to St John's, which stood at the town's intended hub. It lies to the south-east and downslope of the latter, but is itself prominent on the bend and fall southwards of Market Street, and lies adjacent to the former Market Building. Despite its significance and its architectural quality, Libanus is not listed, but is nonetheless strong architecturally, as well as being notable for being the first place of worship in the town.

7.4.3 In contrast to Libanus Chapel, Philadelphia Chapel (Fig. 28) is sited with its manse and schoolroom at the corner of Globe Street and Morris Street, and is a grade II listed building (originally 1802, rebuilt 1829, remodelled 1935) with a simple classical exterior and an early 19th-century interior. It is currently in commercial use following a refurbishment in 2009. Philadelphia with Libanus provide a key anchoring structure within the remnant of the original grid, lending distinction to the rump of Globe Street. Above, on Market Street, the former Market building (1827) closes the view along the short slope upwards.

7.4.4 Less visually prominent, but architecturally curious, with surviving wooden gothic tracery, and partially closing the view west along Globe Street, the Market Building and Schoolroom of 1827 gives Market Street its name and adds further visual interest to the streetscape (Fig. 29).



Figure 28: Philadelphia chapel



Figure 29: Market building and school room

7.4.5 St David's Church, Woodfield Street (1890), is locally prominent, and functions as a gateway feature. Its position at the exit to the planned town on the south of the Nant Melyn stream helps to close the view northwards along Woodfield Street. It is part of a larger story in which churches and chapels were rebuilt or built anew to serve the expanding population of late Victorian Morriston.

7.4.6 The old Police Station and Reading Room on the intersection of Banwell Street and Martin Street occupies a prominent corner and the junction of the two grids that define Morriston's early layout.

7.4.7 Dyffryn Villa is sited at the junction of Morfydd Street and Davies Street, within a large enclosed garden whose walling is of a similar style to the listed walling associated with the canal bridge. The current structure, while clearly altered in appearance and extended, could be that shown on the 1796 plan. The house was subsequently associated with Daniel Edwards, who set up the local Dyffryn tinsplate works in 1873 and later built Danbert Hall. Visually prominent, its large, walled garden enhances the open appearance of the section of the conservation area associated with the former line of the canal.

Corners

7.5.1 Corner buildings are important visual cues along Woodfield Street:

7.5.2 St John's Square has strong corners on all but the south-west. Building type and form, including the significant nineteenth-century detached villa on the north-east corner, reflects the former commercial significance of the intended urban hub.

7.5.3 Along Woodfield Street in particular, strong corner buildings mark the intersections of cross streets as follows:

- The south-west and south-east corners of Crown Street (Fig. 30), facing the dominant Tabernacle to the north-east.
- Slate Street: the south-west corner is marked by a powerful three-storey block with good dormer detail, brickwork and fenestration, and a strong westward return. The north-west corner is less dominant but has some visual appeal lent by a two-storey jettied bay.
- Along Glantawe Street, Danbert Hall and its associated boundary wall mark a strong entry from Morfydd Street. There remains some potential to improve the appearance of the interwar Parish Rooms (Morrison Spark) that occupy the South Western corner of the junction of Slate Street and Glantawe Street.



Figure 30: Examples of strong corner buildings

Variety within Residential Streets

7.6.1 Particularly in Upper Morryston, predominantly terraced streets are punctuated by late Victorian detached or semi-detached villas, often with good surviving detail.

7.6.2 Morryston's residential streets are dominated by short rows of terraces, mostly built directly on to the street, or having small front areas. Only in the north-east corner of the town does one find the development of longer unbroken terrace rows. On Morfydd Street, Crown Street and Slate Street, west of Woodfield Street, local keystones are provided by late Victorian detached or semi-detached villas of an individual design which contrasts with the limited variety of terraced housing and by the occasional commercial premises (see examples in Figs. 31 and 32).



Figure 31: 9 - 10 Crown Street



Figure 32: 45 Slate Street

7.6.3 The following examples are especially noteworthy:

- Shop on corner of Banwell and Martin Street
- 6/7 Banwell Street, an idiosyncratic, probably formerly commercial, premises
- Salvation Army Hall, Morfydd Street, fine stone façade with coloured brick detail to gable and fenestration that is in harmony with adjoining terrace
- Roseberry Villa, 33 Morfydd Street
- 35 Morfydd Street – an eighteenth-century survivor with a symmetrical façade and sash windows
- 9/10 Crown Street: a substantial stone fronted semi-detached villa with two storeys, basement and dormers; bay windows to Ground floor and basement; steps up from street to entrance. Gothic style with Bath Stone detail to entries and fenestration. Eastern bay retains its original balustrade detail. Chimneys survive to no 10. This is significant Victorian structure, perhaps second to Danbert Hall as an example of middle-class housing within the planned town
- 15 Crown Street, a two-bayed stone faced house built with a substantial arched entry to the rear yard. The similar 5 Green Street is dated 1908.
- 45 Slate Street, set on a stone-faced platform above street level, an attractive villa has a two storey bay and a gabled dormer. Original bargeboard detail survives in the gable as does the timber detail to the bay with its round-headed lights. Sashes lost
- 6 and 7 Slate Street: a powerful two-and-a half storey stone-faced semi-detached pair with simple ashlar detail to the fenestration and entries. Built straight onto the street
- 10 Slate Street: a simple detached villa, with a single-storey bay and gabled. Original segmental headed mouldings to doorway and first-floor windows

7.6.4 Between Woodfield Street and Glantawe, the cross streets have a semi-commercial feel distinguishing them from their extensions north of the town's main axis. Morfydd Street has good examples of period detail at this point, notably with the Grove Club and the semi-detached pair to its east. The Grove Club is notable for its distinctive bay, rounded to the ground floor, squared above; its neighbours have good surviving detail to bays and doorways, as well as dormers.

7.6.5 The north side of Crown Street is distinguished by the southern elevation of Tabernacle with its associated manse set behind boundary walls. The latter has lost original detail to the façade. Opposite, the New Woodfield bar occupies a detached Victorian villa with a two-storey bay and gable.

7.6.6 In Slate Street the Working Men's Club has an attractive entry and ground floor window detail, but has not benefitted from a crude painting scheme.

7.6.7 Market Street is given additional character by Centrepont, an idiosyncratic two-storey commercial premises with strong red brick detail to the façade.

Domestic and Commercial Detail

7.6.8 Local Pennant sandstone frontages are typical of much of Morriston's Victorian terraced and semi-detached dwellings. Often this has been rendered or pebble-dashed to conceal the original. Later Victorian and Edwardian terraces were more often faced in red brick. This has been rendered, for example, in Glantawe Street and Bedford Street. In Woodfield Street, the older commercial properties display a variety of finishes and renders, with red brick and local stone common. However, frontages have often been rendered or painted. Roofs were typically slate, with brick chimneys, but frequently these have been replaced by tile and the chimneys seem often to have been removed in parallel with such replacements which is harmful to the conservation area character.

7.6.9 There has been significant erosion of period detail, both along residential streets and in Woodfield Street. However, sufficient examples survive to lend character to frontages and to act as models for potential restoration works. It is essential to the character of the conservation area to protect remaining assets, in particular door cases, bay windows, sash windows, bargeboards and traditional shop fronts. The visual interest provided by door cases in the otherwise modest frontages in the terraces in the north-east quadrant of the town are no less valuable in context than the more elaborate surviving bay windows and door cases found elsewhere. Very focused Article 4 designations that pick out specific sites that retain original details could be utilised to restrict development rights in key locations.

Walling

7.7.1 Apart from the listed walling associated with the Morfydd Street bridge and Davies Street, the immediate vicinity has significant examples of unlisted walling (Fig. 33) associated with the line of the railway, with Danbert Hall, with Dyffryn Villa and with the double bay detached villa beyond the turn bridge, currently outside the conservation area. The use of copper slag in local walling (Fig. 34) makes a significant contribution to local character, and acts as one of the few reminders of the industry on which the town was founded. Within Woodfield Street, the perimeter walling of Tabernacle is an important element of the composition.



Figure 33: Walling



Figure 34: Use of copper slag in local walling highlights the industrial past

Period Detail

7.8.1 In Upper Morriston and along Martin Street especially there are good examples of surviving traditional bay windows and door case treatments (Fig. 35). Throughout the town's residential streets, however, there are frequent examples of individual decoration to the surrounds of front doors. Sometimes it is hard to distinguish recent work from original. As a consequence, even modest traditional housing in the north-eastern part of the town is distinguished by personalisation.



Figure 35: Examples of period door and window detailing

Green Features

7.9.1 Morriston has few good street trees. Examples fronting Jim Havard Court, Morfydd Street, and along the western end of Davies Street have townscape value. Green space along the line of the former canal is an important edge to the planned town and has been identified as meriting an enhancement scheme. The green character of the garden plots in Upper Morriston is of considerable visual significance in spring and summer; these gardens are extensive, and include a number of prominent mature trees.

Canal Zone

7.10.1 The line of the filled-in canal has value as a green edge to the conservation area (Fig. 36) but it is currently isolated.



Figure 36: The green edge provided by the former canal

8

CHARACTER AREAS

8.1 The definition of character areas is seldom clear cut. Often, a street by street analysis can be effective. In Morrision's case a hybrid approach works well. The definition of character areas also informs the boundary review and approaches to the setting of the conservation area. The boundaries we suggest for individual character areas should be regarded as indicative rather than clear-cut divisions on the ground.

Woodfield Street

8.2 The west side of Woodfield Street features a continuous parade of largely pre-1914 structures, the building line interrupted only by street intersections. Character is influenced positively by variation in building style, height and elevational treatment, and several corners gain interest from local keynote buildings. Upper floors provide variety above street level, with a number of properties preserving sash windows. Ground floor frontages are generally less interesting, but examples of traditional shop fronts can be found and others may remain to be discovered. Beyond the grid, similar development continues to the Cross. On the east side, Tabernacle stands as an extraordinary architectural legacy; otherwise late Victorian character is interrupted by modern development between Crown Street and Slate Street, by a modern block.

8.2.1 Morrision's high street thus largely retains its traditional character. Corner buildings, including the Crown Inn, have considerable townscape value. Despite many examples of weak signage, and the modern redevelopments on the east side of the street, traditional shop fronts and good upper floor detail give the street considerable quality of place (see Figs. 37 and 38). It is likely that further detail is masked by recent frontage treatments.

8.2.2 Woodfield Street is in character terms the principal axis of the planned town. The straight-line view north/south and vice versa remains significant, with the eye drawn to the square and the church on the south and the St David's Church corner on the north. The original intention would have been to make the square the focus of the street and of the commercial life of the town, although it is possible that there was once a plan to create a market space further north as well. In practical terms, Victorian development was drawn towards the Cross and Clase Road, and the building of Tabernacle,



Figure 37: Variation in upper storeys of buildings along Woodfield Street



Figure 38: Variations in shop frontages

St David's and Bethania will have strengthened this alteration in gravity. The eastern sections of Slate Street, Crown Street and Morfydd Street to the junctions with Glantawe Street are included within the character area. These have a semi-commercial character that contrasts with the primarily residential land use of the rest of the study area.

8.2.3 Religious buildings make a strong contribution to the character of the street. Tabernacle is of unique quality, and of profound architectural and social significance. It lends enormous dignity to the street composition. Its classicism has a foil in the Gothic and Romanesque treatments of its companions. Between St David's and the Cross Bethania makes an important contribution to the streetscape.

MORRISTON

Character areas

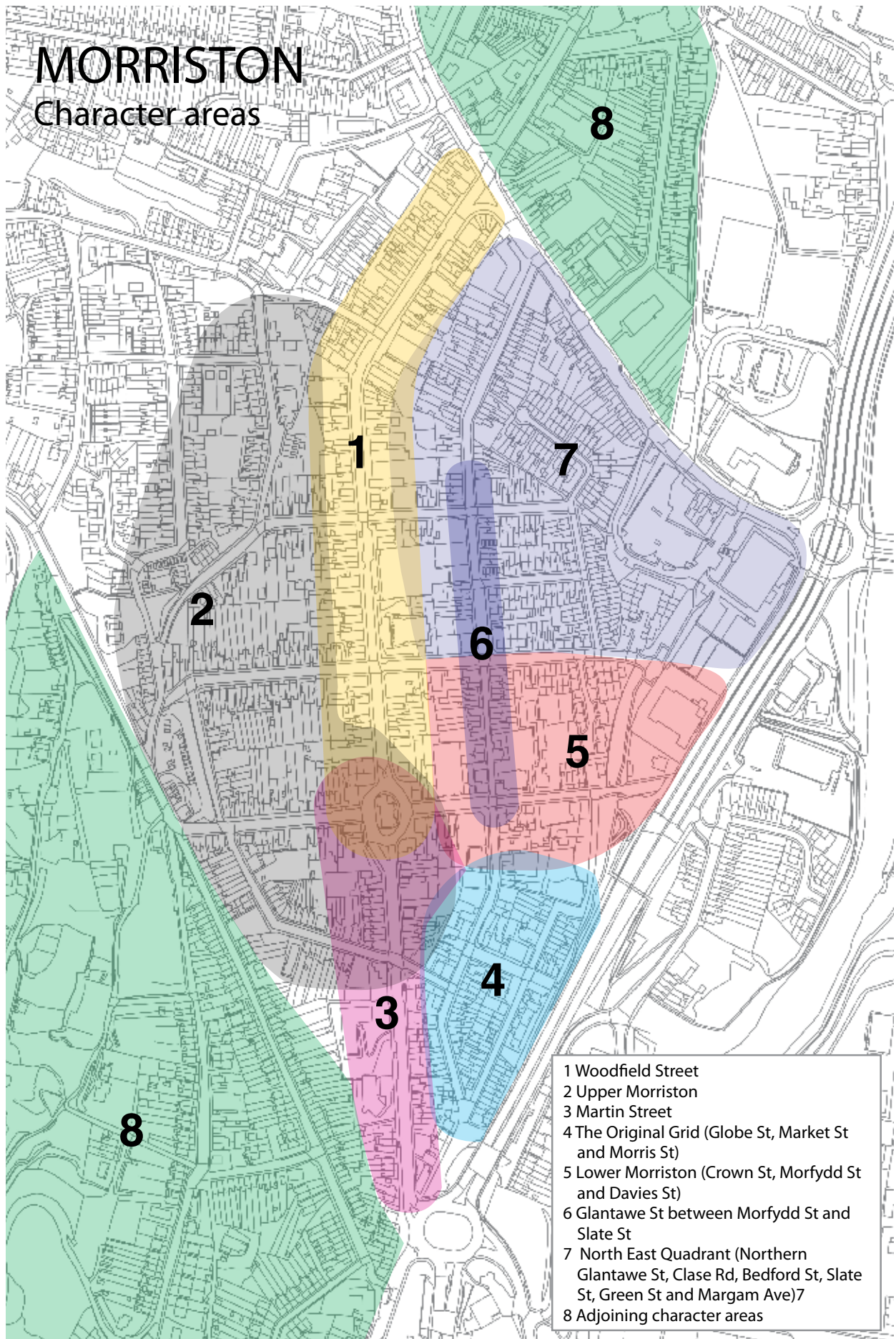


Figure 39: Map of character areas

8.2.4 On the east side of the street, modern building has partially eroded the Victorian character of the frontage, a deficit that Tabernacle tries to overcome. On the west side, however, building is of a largely pre-1914 character. Overall, there is a strong unity of period feel, and hence quality of place, to which strong corner features and surviving façade detail contribute. However, 91a is much earlier, a relict feature of the late eighteenth century and presumably designed by Edwards. Its low eaves height and renaissance frontage distinguish it from its neighbours. It is a rare and important survival (see Figure 40).



Figure 40: 91a Woodfield Street

8.2.5 Negative elements include the erosion of original fenestration, the loss or concealment of traditional shop fronts, and poor maintenance of street furniture, lighting standards and an inconsistent approach to signage. Traffic and pedestrian conflict has not been resolved, with congestion an issue particularly towards the cross. Maintenance work and improvement by owners is threatened by the weak economy of the street and a growing number of vacant or under-used premises. There is thus an urgent need to be proactive in the management of the character area.

Upper Morrision

8.3 Upper Morrision is represented by the western portions of Morfydd Street, Crown Street, Slate Street, Horeb Road, together with Harris Street, part of Clyndu Street, Bath Road, Uplands Terrace and Banwell Street. It includes a cleared coal pit site, and gaps in the building line on Banwell Street and Slate Street. West of Crown Street, development on the grid merges with the more irregular development of housing on the industrialised hillside above the planned town. However, terraces west of the grid are similar in style and surviving detail to dwellings within the planned town. Mid-late Victorian building dominates, generally in the form of rows whose entries open on to the street.

8.3.1 West of Woodfield Street, the period between 1860 and the end of the 19th-century seems to have seen the replacement of earlier housing, and new development on sites not previously built up. The 1876 OS map shows, for example, the lack of building on the south sides of

Slate Street and Crown Street. The south side of Morfydd Street was only partially built up, and there had been limited building on Banwell Street. Typically, for example in Morfydd Street and Crown Street, development takes the form of short terrace rows, generally built directly to the street.

8.3.2 In Upper Morrision, mid-late Victorian building dominates and most houses are in short terraces, but streets also contain examples of pre-1914 detached and semi-detached villas. There was some later in-fill, mainly inter-war. There are good examples of surviving traditional bay windows and door case treatments (Fig. 35). Throughout the town's residential streets, however, there are frequent examples of individual decoration to the surrounds of front doors. Sometimes it is hard to distinguish recent work from original. As a consequence, even modest traditional housing in the north-eastern part of the town is distinguished by personalisation. Here, as elsewhere in the Victorian residential streets, there is a consistent use of Pennant sandstone in domestic frontages but also an erosion of character owing to the use of render and pebble dash. There are strong stone frontages along Morfydd, Crown and Slate streets (see townscape mapping) where the stone work remains exposed and is combined with surviving period detail (primarily door cases and decorative brick work. The group represented by the Salvation Army building in Morfydd Street and the adjacent terrace between numbers 24 and 18 is particularly characterful. Sash windows and chimneys have been lost, however.

8.3.3 A short row of four red brick bay-windowed houses at the north-east end of Morfydd Street can be compared with other examples in the town of pre-Great War in-fill or replacement. Small front gardens with brick boundary walls set the dwellings back from the dominant building line. A terraced row in Horeb Road (35-40) illustrates the latest phase of terrace development with its entry directly on to the street.

8.3.4 Quality of place within the character area is shaped by long views along the cross streets and over the lower town. There is a much more open feel than there in the more enclosed streets of the north-eastern quadrant of the study area, or in the remnant of the first grid along Market Street and Morris Street. Building, though essentially mid-late Victorian, is mixed in character, short terraces mingling with semi-detached and detached properties. There are several fine, large detached villas which we have identified as having particular townscape interest. Examples include 33 Morfydd Street and 51 Crown Street. There are several individual buildings of local townscape interest, and 35 Morfydd Street has been recognised as a late eighteenth-century survival, a companion to 91A Woodfield Street. Some development is set

back from the street line. Sense of place is influenced by this variety, as it is by good examples of surviving traditional detail (see Fig. 41). The depth of the rear areas and gardens to Morfydd Street and Crown Street in particular is notable. Gardens contribute significant greenery to views overlooking the town from the west. It is possible that in the early town the backs of these streets may have been commonly exploited for commercial and light industrial purposes. However, surviving separate entries to the rear of plots are few. 15 Crown Street is unusual in that it has an arched vehicle access to the rear yard. It is very similar to 8 Green Street, which dates from 1908. 66 Crown Street has a separate rear entrance within the line of the terrace, paired with the entry to the house.



Figure 41: Good examples of traditional detail make for strong frontages along streets in this character area

Martin Street

8.4 Martin Street marks the entry to the planned town along what was formerly the principal Swansea-Neath Road. Attention has already been drawn to its character in the discussion of views and vistas above. As a character area, we think that the whole length of the street from the Swan corner belongs together. Built character is predominantly late-Victorian and residential. Interest is lent by the raised terrace at the southern end of the street, by good surviving bay and door case detail on the west side between Banwell Street and the Square, and by the locally unusual façade treatment of the terrace opposite. On the street line, the Old Police Station is a powerful keynote structure, its date of 1875 reflecting the expansion of the town and the social issues this entailed. Modern development on the south west side of the street has taken place on what was once an early school site. Clyndu Street is not included within the character area, but its built development along an old coal cart way is similar in character to late Victorian housing in the north-east quadrant, and this street should be regarded as part of the setting for the conservation area.

The original grid: Globe Street, Market Street and Morris Street

8.5 Within the conservation area the original grid is represented by Market Street, Morris Street and Globe Street. Libanus Chapel and Philadelphia Chapel stand on early chapel sites, while the Market Hall and schoolroom dates from 1827. It is possible that 8A Morris Street is early, perhaps an example of the housing designed by Edwards, being set back behind distinctive boundary walls. The plots that shaped development here were much smaller than those in the more generous layout of the larger grid. Much of Market Street and Morris Street remained open land in 1876, and most of the housing is of late Victorian character. Sometimes, as can be seen on Market Street interesting compromises were needed to squeeze a new house into a vacant plot. Significant modern development has taken place within the original grid at Globe Street.

8.5.1 The first grid of streets has been disrupted by the modern A4067 Highway. The canal has been filled in and its associated wharf obliterated. All that remains of the industrial aspect of this part of the town is a stretch of railway walling that runs towards Morfydd Street and the turn bridge. At this point the grassed area between walling and main road becomes very

narrow but not without amenity value. The corner of Market Street and Morfydd Street is a negative feature as a result of the weak façade of Sherwoods. Modern development has taken place along the south side of Globe Street. However, Market Street retains much of its character as it curves down the slope from Libanus Chapel towards the Morris Street corner (Fig. 42), with both the chapel and the Old Market providing visual interest and a sense of historical character. The later nineteenth century terraced houses that dominate between Globe Street and the Neath Road are not of one build and therefore, as is typical of Morriston, vary in detail. The wide Globe Street, dominated by Philadelphia Chapel, and the open space at the Swan Corner both have potential for enhancement.

Figure 42: View along Market Street



8.5.2 Along upper Market Street, the north side of Globe Street, and, to an extent, in Morris Street, pebble dash or render commonly masks the stone facades of the Victorian housing. Most chimneys have been removed. Facades along the lower end of Market Street and the southern extension of Morris Street are better preserved, with some attractive door cases and brick yellow brick detailing to the fenestration. There is a particularly fine timber door case to number 46 Morris Street. UPVC windows and doors are common.

Lower Morriston: Crown Street, Morfydd Street, Davies Street

8.6 The extensions of these streets as far as Glantawe Street have been treated as part of the Woodfield Street character area. Development within this character area is therefore mixed in character. The north side of Crown Street is characterised by typical stone-faced late-Victorian terraced houses, most un-rendered, with attractively picked out door case and window surrounds (Fig. 43). The south side has largely been redeveloped for modern housing. The eastern view of the street is closed by the greenery that masks the primary school entrance. Uphill Crown Street crosses Woodfield Street with the vista closed by hillside.



Figure 43: Lower Crown Street

8.61 The eastern end of Morfydd Street is dominated by Danbert Hall and its walling on the corner with Glantawe Street. Along side Danbert Hall, the redevelopment of the former Morfydd House site for affordable housing has created an attractive contemporary development that respects the character of the street frontage, whilst developing the core of the site in a manner that reflects the outbuilding character found within the blocks of the conservation area. The materials are sensitive to the conservation area and the magnificent copper beech is retained.

8.6.2 Dyffryn Villa, in its large enclosed garden, is of significant local townscape value. This frontage includes prominent trees which, taken together with the trees lining Davies Street and the greenery associated with the filled in canal, make this the 'greenest' part of the planned town. Walling in this street, particularly associated with Danbert Hall, with Davies Street, with Dyffryn Villa, and with the canal bridge, makes a special contribution to character, the use of copper slag being an important reminder of the reasons for Morriston's existence.

Glantawe Street between Morfydd Street and Slate Street

8.7 Glantawe Street runs north from its corner with Morfydd Street parallel with Woodfield Street. The view in either direction along this street is an important, secondary vista within the planned town, its interest enhanced by the irregular building line (particularly between Morfydd and Crown Streets), and variations in width (Fig. 25). Where Glantawe Street crosses the line of the Nant Melyn, and the boundary of the grid plan, the road bends eastwards in parallel with the extension of Woodfield Street as it approaches Clase Road. To the south, Glantawe Street connects with Market Street. Here the bend and fall to the street line reinforce the awareness that one is entering a different part of town at the point where the earlier and later grids join.



Figure 44: Glantawe street

8.7.1 This is a short stretch of streetscape (Fig. 44) which has a particular character of its own. It is a narrow street, terminated on the south by the dominant Danbert Hall and its significant boundary walling. Narrowness (the street opens out beyond the Crown Street junction) combines with the irregular building line to give a sense of enclosure and visual interest. Façade treatments seem largely to relate to an earlier designation as an improvement area, so that dwellings are mostly rendered and original detail survives only in some door cases.

The north-east quadrant: northern Glantawe Street, Clase Road, Bedford Street, Slate Street, Green Street and Margam Avenue

8.8 The later nineteenth century seems to have witnessed a process of infill and replacement along the northern extension of Glantawe Street, while along the eastern arms of Slate Street, and along Green Street and Robert Street, there was a particular intensification of development as this quarter of the grid was filled in with new rows of terraces, in streets that have a greater uniformity and sense of enclosure than those which were developed over a longer period.

8.8.1 The late Victorian development of Clase Road, from the Cross to the former railway bridge, is only partly in the current conservation area, but shares the same essential built character in terms of commercial and residential detail, though interrupted by modern development in particular at the corner of Glantawe Street. The former station building survives on the south side of the bridge, but the integrity of the streetscape has been disrupted by redevelopment within the station area and former sidings, and lost with the modern road scheme, the loss of Wychtree Bridge, and the modern Bingo Hall at the corner of Neath Road and Clase Road.

8.8.2 Towards the end of the period it seems that red brick began to oust Pennant Sandstone as the favoured building material. Houses on the south side of Bedford Street and around the corner in Glantawe Street are in brick, though most of this is concealed by render. Elsewhere, short rows of three or four red brick houses mark the last phase of pre-war building. There are examples in this context of attractive, if mass-market, terracotta detailing.

8.8.3 Between Green Street and Clase Road, Margam Avenue (Fig. 26), constructed just after the Great War, but in essentially Edwardian style, acts to round off the story of Victorian and Edwardian development. It is distinctive in layout with four-house rows set in large front gardens in a way that lends the street something of a garden city feel. The red brick construction is in keeping with the short rows of bayed Edwardian houses that can be found elsewhere in the planned town, with the best preserved of these being numbers 1-4. There is a good lane connection with Glantawe Street.

8.8.4 Street widths are much narrower here than in Upper Morrision, and Green Street, lower Slate Street and Bedford Street in particular have a marked sense of enclosure – though not without glimpses of the landmarks of Danbert Hall and Tabernacle. This character area logically includes the remainder of Glantawe Street, Clase Road and Margam Avenue – despite the distinctive form of the latter, which is post World War One. Not only are roads narrower here, but plots are smaller, so that the area lacks the backland greenery that is found in Upper Morrision. However, frontages retain variety, since development seems to have been piecemeal in character, and although building lines have become more or less continuous, it appears that development took place in shorter rows of dwellings – a process that encouraged a variety of frontage detail. While local stone predominated as a building material, the southern side of Bedford Street has brick houses that seem, less typically, to represent one build from number 13 onwards (Fig. 45). The group 9-11 has an exposed red brick façade and detailing in common with other short rows of red brick houses in Morrision. Around the corner, in Green Street 15 and 16 are more unusual – a double-fronted red brick pair, of which number 15 retains its wooden windows. Between Bedford Street and Crown Street a short modern group of three brick link houses is followed by number 5, a detached, stone-fronted villa with an arched entry to its rear yard, dated 1908, and comparable to 35 Crown Street.



Figure 45: Bedford Street

8.8.5 Within this character area there are vacant corner sites at the junctions of Bedford Street/Glantawe Street and Bedford Street/Green Street that would be suitable for enhancement as local amenity spaces in preference to rounding off of the building line, which would require skill to achieve appropriate contextual design.

9

Management Plan

The first part of this document, the Character Appraisal, has identified the special qualities of the Morriston Conservation Area which make this conservation area unique. The following part of the draft document, the Management Plan, builds upon the positive features and addresses the negative features which have been identified through consultation with local stakeholders to provide recommendations for improvement and change.

Recommendation 1. Interpretation and Celebration

9.1 The significance of Morriston as the earliest example of a planned industrial town in the British Isles is not apparent or appreciated locally or nationally. There is a growing heritage tourism interest in the copperworks further down the River Tawe and there is also an opportunity to celebrate the wider industrial history of the Swansea Valley with Morriston as the hub. This could benefit not only heritage tourism but also local understanding and appreciation of the significance of the area. This could be a key hook for any grant funding applications and could be addressed by:

- Heritage trail leaflets/app with trail markers in the pavement
- Interpretation boards at key points within the town
- A central location for interpretation and changing exhibitions (this could be part of the heritage tourism offer within the Tabernacle)



Recommendation 2. Preservation of Iconic Buildings

9.2 The conservation area has several landmark buildings, with at least three that can be considered 'iconic', as follows.

Tabernacle

9.2.1 The Tabernacle has been looked after, but its scale will require ongoing special attention and its long term upkeep is a huge challenge for the congregation and wider community. A study is underway in partnership between the chapel trustees, Cadw and the Council to explore options to sustain the special interest of this Grade I listed building. This includes a review of potential for the chapel to be used as a venue for non-religious income generating community uses and heritage tourism plus exploration of sensitive opportunities to adapt the main hall space to broaden the potential access and use as a venue. The future management of the chapel as a potential community building is a key element of this study.

St John's Church

9.2.2 It is imperative that St John's Church – the focus at the centre of Morris' phase 2 grid, which defines the Morriston conservation area in spatial terms is maintained. Deterioration of this key feature will significantly detract from the character area of Woodfield Street and the wider conservation area. The building is currently deteriorating and needs to be brought back into productive use as soon as possible. Re-establishing the building and its square as an architectural 'anchor' as it was in Morris' original design for the town could strengthen this end of the street.

Danbert Hall

9.2.3 Of the three buildings Danbert Hall is arguably the most vulnerable. It is in extremely poor condition, and it is a very challenging proposition to establish a viable end use given the likely conservation deficit. Sustainable propositions for redevelopment urgently need to be established and positive pre-application discussions have indicated potential for a conversion to flats with a modern interior and restoration of a heritage shell externally.

Recommendation 3. Economic Regeneration Strategy

9.3 A step change in the quality of alterations and commercial frontages is needed along Woodfield Street.. The Council has recently adopted an updated Shop Front Design Guide as Supplementary Planning Guidance (SPG) which will be used to guide proposals for new commercial frontages. The guidance provided in this Conservation Area Review provides specific information for the Morriston Conservation Area and these documents will work hand in hand to guide such proposals in this area.

9.3.1 The few remaining shop-front surrounds, fascia boards, stall risers, drop-canopies, door and window sets, including to upper floors are precious indeed and should be retained. Some remain underneath boxing or larger fascia signage. (Milano's and the unit at 91 are a case in point.)

9.3.2 Otherwise, the task of conservation minded regeneration is to protect the architectural development of Woodfield Street, the variegated roof-lines rising, in most cases, to elegant corner buildings. Pubs and the fine decorative red brick shop unit by St John's are in jeopardy and new sustainable uses are needed in these prominent locations.

9.3.3 However, it should be recognized that Morriston will not be significantly 'enhanced' through planning controls. The economic vitality of the area is depressed, with businesses needing all the help they can get and so, whilst inappropriate development should be guarded against, businesses will need support. The recently established monthly street market has increased footfall on market days but a more holistic approach is needed. Therefore an economic regeneration strategy is needed to address various aspects such as business support and match funding for improvements.

9.3.4 There is potential to apply for a Heritage Lottery Funded Townscape Heritage Initiative (THI) for key parts of Morriston Conservation Area. This grant funding is aimed at enhancing conservation areas in need of regeneration. A possible THI for the area could encompass Woodfield Street and could potentially allow grant funding to be targeted towards:

- Reinstatement of traditional details such as shop fronts;
- External repairs to frontages;
- Gap funding towards bringing important historic buildings back into use;
- Public realm enhancements;
- Training in traditional building skills;
- Community events to raise awareness.

9.3.5 THI match funding has been a key part of regeneration strategies in other parts of Wales. Experience shows that areas are best tackled on a phased basis and it is suggested that there is potential to focus the initial THI scheme on the area around Tabernacle. Not only is this the degraded setting of a grade I listed building, it is also the point at which the economic activity and footfall drops off significantly in contrast with the activity to the north. This could also tackle the Crown which is prominent vacant corner building (this could become a co-working hub based on the known number of homeworkers in the area and the good broadband service). The focus of the initial THI on the area around Tabernacle could also be used to celebrate what appears to be one of the few original cottages (no. 93 Woodfield Street) that is now a vacant commercial building.



Figure 45a: Before and after example of a property within a Conservation Area that has been enhanced with traditional details reinstated through HLF Townscape Heritage Initiative funding.



Recommendation 4. Improving Householder Development

9.4 It appears that many householders in Morriston are unaware of its Conservation Area status.

9.4.1 A standard Householders' Guide may not be appropriate as there has been much renewal work to external elevations, UPVC door and window sets and the like. Many think that Conservation Area refers to key buildings. So there is a case for an 'awareness raising' householders' guide drawing more attention to the history, the grid, the gems, the importance of street character, and the contribution that individual residences make to that.

9.4.2 A Living in your Conservation Area leaflet has been produced by the council which, briefly sets out the effects of living in a conservation area to local people (in a positive way).

Recommendation 5. Preservation of unlisted but positive houses

9.5.1 The Morriston Conservation Area includes a number of unlisted properties that are considered to make a positive contribution to the special interest of the Conservation Area as highlighted in paragraph 6.63 and appendix 1. These could be threatened by demolition, or by inappropriate alterations or additions.

9.5.2 The demolition of any structure over 115 cubic metres requires Conservation Area Consent (CAC) and the proposed demolition of any unlisted buildings considered to have a 'positive' impact upon the Conservation Area will be resisted by the Local Planning Authority, so any applications for demolition will have to be accompanied by a Justification Statement similar to that required for the demolition of a listed building.

9.5.3 In addition all unlisted buildings in use as family houses have a number of Permitted Development (PD) Rights which allow alterations to be carried out without planning permission. This contrasts with residential properties which are used as flats or HMO's (houses in Multiple Occupation) or commercial properties generally, which have far fewer permitted development rights, . A full list of the Permitted Development Rights can be found at the Welsh Government website at: <http://gov.wales/topics/planning/policy/guidanceandleaflets/householder-permitted-development-rights/?lang=en>

9.5.4 Under legislation introduced by the Welsh Government in 2014 certain Permitted Development (PD) Rights for houses in conservation areas have already been removed. As such the following works CANNOT BE UNDERTAKEN IN CONSERVATION AREAS WITHOUT PLANNING PERMISSION:

- The cladding of any part of a house, whether it be the existing house or any enlargement, with stone, artificial stone, pebble dash, render, timber, plastic or metal or tiles;
- The application of external wall insulation (EWI);
- Extensions of more than one storey;
- Single-storey side extensions
- The enlargement of a dwelling house consisting of an addition or alteration to its roof;
- The removal of a chimney from a dwelling house;
- The installation of rooflights;
- The provision of any outbuilding; enclosure; swimming or other pool; or container used for domestic fuel storage which is situated more than 20m from any wall of the dwelling house and exceeds 10 sq. m.
- The installation, alteration or replacement of a microwave antenna on a dwelling house or within the curtilage of one which is located on a chimney, wall or roof slope which fronts, and is visible from a highway;

9.5.5 Where it is deemed necessary to further protect the character and appearance of conservation areas some or all of the remaining Permitted Development Rights can be removed by the imposition of an Article 4 Direction, bringing such changes under planning control, but these would only be used to control the 'positive' family houses in the Conservation Area. Article 4 Directions are made under the General Permitted Development Order (GPDO) 1995, and can be served by a Local Planning Authority to remove Permitted Development Rights where there is a real threat to a particular residential building or area due to unsuitable alterations or additions. An Article 4 Direction is accompanied by a Schedule that specifies the various changes to family dwellings which now require planning permission. It does not mean that development (such as changes to windows or doors), will be necessarily be impossible. It does however mean that planning permission has to be sought and this allows for the merits of a proposal to be considered against the conservation interests.

9.5.6 Whilst Article 4 Directions cannot be retrospective, the serving of such a measure would help to maintain the special character of the Morriston Conservation Area. An Article 4 Direction can also be focused on groups of buildings, rather than the whole conservation area, such as unlisted 'positive' buildings which retain their original details and materials. Any Direction will require an up to date photographic survey to record the present condition of the buildings concerned, and written guidance will need to be provided to householders.

9.5.7 The plan at appendix 1 (Article 4 Directions Plan) highlights the best preserved individual and groups of unlisted houses where there are sufficient remaining architectural features and /or detail that makes significant contribution to the character of the conservation area streetscene. The loss of these traditional details would be to the detriment of the conservation area and it is considered that further protection is required.

9.5.8 An Article 4 Direction can be 'fine -tuned' to suit the particular circumstances of a conservation area. Rather than a blanket Article 4 Direction covering the whole conservation area, the proposal is to restrict Permitted Development Rights in specific 'groups' of properties as indicated by the yellow colour on the plan at appendix 1 (Article 4 Directions Plan). Some of the groups relate to individual detached and pairs of semi-detached houses whilst others relate to parts of or an entire terrace. In total this would affect 47 properties in the conservation area. The groups are numbered on the plan and linked to the table below which identifies the features proposed for protection and could be controlled through removal of the relevant part of the Permitted Development Rights from the GPDO. Please see the following table for information.

| | | |
|-----------------|--|--|
| Part 1, Class A | The enlargement, improvement or other alteration of a dwelling house | This would protect features on the street elevation such as bay windows, architectural details and materials |
| Part 1, Class C | Any other alteration to the roof of a dwelling house | This would protect roofing materials and roof edges such as decorative barge boards |

| | | |
|-------------------------------------|---|---|
| Part 1, Class D | The erection or construction of a porch outside of an external door of a dwelling house | This would protect the areas immediately outside the front door and the character of building facades |
| Part 2, Class C | The painting of the exterior of any building | This would protect unpainted brick and stonework from inappropriate painting |
| Part 2, Class A Part 31, Class B | The removal of boundary walls | This would protect those dwellings which have existing boundary wall treatments |

9.5.9 The removal of the Permitted Development Rights as outlined above by means of an Article 4 Direction is a separate process to the conservation area review and will require further consultation and reports to the Council.

Recommendation 6. Public Realm Opportunities

A number of areas for enhancement have been noted, these are dependant on the identification of funding.

9.6.1 For general consideration a street signage project with old-style street signs, perhaps with reference to the former street names, pointer signs, conservation grade street furniture, perhaps in a distinctive style for signage, and a revised and developed interpretation trail is desirable.

Woodfield Street

9.6.2 On Woodfield Street a streetscape strategy could be considered. Such works could focus on shared surface improvements, de-cluttering of pedestrian space including addressing the issue of trade refuse bins and domestic wheelie bins, an improved 'conservation grade' style of street furniture and signage etc. Street-lighting, for example should also include provision for banner supports. The primary focus is the pedestrian environment and space in front of shops to support trading rather than undermine it.

9.6.3 The location at the bend in Woodfield Street may merit a more measured 'central place' initiative, bringing together the older town with the later developments drawn towards the cross. Shared surfacing, another look at crossing places, and an effort to spatially reinvent the main street could be considered.

Martin Street and St John's

9.6.4 In addition to these more general streetscape measures, a focus on St John's is required. The building itself is the centre-piece of the Morris grid and recommendations for a building-focused scheme have been outlined previously. But the building has no future without setting it in its Square.

9.6.5 There is scope for a public space project here. Barriers should be removed; the sense of a 'square' reinstated. In conjunction with the owner and potential users of St John's, resurfacing, upgrading of the pedestrian environment, traffic calming and visible priority pedestrian access, to the building need to be developed. The space should emphasise the historical importance and a much increased consideration of pedestrians, and thus of social and commercial activity.

9.6.6 A number of modest measures to help cross the road, such as the refuge on the Woodfield Street crossing, and conservation grade street furniture, benches etc. more related to business activity and access are desirable, more so on the east side than the current bench in the shade on the north. The focus is to herald access to the building and, eastwards, into the old town. Additionally, some small scale funding for the restoration and preservation of the historic painted signs and advertising that face onto the north west corner of the square would further augment these initiatives.

'Canal Walk'

9.6.7 The stretch of former canal from the primary school to the 'Morfydd Street Bridge' and on to the 'square' could be the subject of a conservation and greenspace project, with a much improved pedestrian and cycle environment, not least to the school. A volunteer programme to manage vegetation in this area should be encouraged in conjunction with local community groups.

The Cross

9.6.8 At the opposite end of Woodfield Street, the cross itself (now the boundary of the proposed enlarge conservation area) warrants an additional focus on the urban realm. Here, the long history of the inns, the old Pentrepoeth Road and the toilet in the centre have all but disappeared. Some modern buildings help maintain character, such as the art-deco corner, but the challenge is to bring some quality back to the pedestrian environment and give some much needed stimulus to local businesses. This is a 'gateway' to the Conservation Area and a fresh look at de-cluttering, surfaces, pedestrian routes and general 'conservation quality' street furniture is recommended.

Glantawe, Market Streets and the Old Town

9.6.9 There is scope to develop a streetscape strategy for the southern end of Glantawe Street into Market and their cross streets. The overall strategy could embrace the vacant plots for parking or infill developments. Proposals are needed to remedy the large rear servicing yards to the shop units. Further emphasis should be given to the old Police Station, Libanus Chapel and the old Market Hall, and on down to the open space (perhaps to be named as 'Morris Square') at the south end. This whole area merits streetscape attention.

The Southern end of Morris Street

9.6.10 There is an opportunity for public realm works visible from the roundabout and dual carriageway for a southern gateway, perhaps a public square with a large sign – “Morris Town, established 1782”, perhaps with a public art feature and interpretation to describe Morris’s vision for workers housing. This would be a catalyst for a general upgrade of street surfacing, local buildings, access to the Canal Walk, and interpretation of the route onwards from Morris Street. There is and potential for a more ambitious visitor presentation, with plenty scope for visitor parking.

Lanes and connections

9.6.11 Many local lanes follow early pedestrian routes and are worthy of attention as they have become poorly maintained and less safe. As with many such routes, they have an ongoing practical function and a review of local paths and connections is needed. There is more history to be revealed. A link through St David’s to Horeb is desirable as are improvements to the lanes from Davies Street to Market (by the former play area; Woodfield Street to Strawberry Place and on up to Rock Terrace; the alleyway to Glantawe from Woodfield Street (Poundstretcher – connects to Cwmbath Road and Margam Avenue at the other end); and a short snicket from Green Street down to the site of the old rail station. There are likely more, which a dedicated study would reveal.

Recommendation 7. Community Engagement

9.7.1 An ongoing programme to raise awareness of the conservation area and its significance should be continued as part of the potential economic regeneration strategy

9.7.2 There is potential to support the creation of ‘conservation area group’. This could comment on planning proposals and help monitor change in the conservation area.

9.7.3 There is scope to further engage the community in caring for the local built environment through voluntary projects. Projects can be developed by local people in partnership with the Council and could work in unison with the established ‘Friends of Morrision Park’. In particular, the site of Nazareth Chapel has been identified as having scope for the creation of a community led regeneration project

10

Summary Action Plan

The table below summarises the actions detailed in section 9 with indicative timescales for completion. Many of these will require further study in order to establish their parameters and viability. This plan will require updating accordingly in line with further studies.

| Actions | Timescale for Completion | | |
|---|---------------------------|----------------------------|-------------------------|
| | Short term (1-2 Years) | Medium term (3-5 Years) | Long term (5+ Years) |
| Identify suitable resources for implementing action plan | X | | |
| Secure long term prospects of Tabernacl with move-ments to Welsh Religious Buildings Trust | | X | |
| Clarify future of St John's Church and take necessary action to proactively support development and prevent further degradation | X | | |
| Develop and implement viable development plan for Danbert House | | X | |
| Establish parameters for and implement focused Article 4 designations | X | | |
| Review, apply and enforce Design Guide for Commercial Premises | X | | |
| Establish small scale building enhancement grants for preserving commercial shop fronts | X | | |
| Establish Townscape Heritage Initiative for area and implement first wave of funded projects | X | | |
| Street signage project | X | | |
| Streetscape strategies for; a) Woodfield Street and the Cross; and b) Glantawe and Market Streets | X | | |
| 'Quick win' streetscape changes e.g. barrier removals, 'decluttering' and street furniture | | X | |
| Implementation of full streetscape strategies | | | X |
| Restore and preserve hoardings | X | | |
| Review connectivity of local paths and lanes | X | | |
| Community project for clearing of paths and lanes | X | | |
| Implement canal walk project with community input | X | | |
| Develop and Implement Morris Square initiative | | | X |
| Develop and implement community engagement strategies | X | | |

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Appendix 1: Community Consultation

A.1 To help prepare the initial draft of this Conservation Area Review in 2013, a community consultation event was held in St David's church on Woodfield Street, with a stall for people to drop in as well as a structured workshop session. Additionally, a Facebook page was set up as a consultation mechanism, generating debate and feedback as well as providing an additional publicity mechanism for the community event. Forms were also provided for written feedback.



Figure 47: Community Consultation event

A.2 Flyers and posters highlighting the initial consultation were placed in local shops and businesses, in Morryston library and with Communities First, and the event was featured in the Communities First newsletter and also in the print and online editions of the South Wales Evening Post.

A.3 Local Councillors were consulted and participated in a walkabout and the community were also consulted through informal discussions during walkabouts, and calling into shops and businesses.

Community Feedback

A.3 There is a strong sense of place amongst the community, and Morryston is much loved with strong local interest. However, the concept of a conservation area was not widely understood.

A.4 There was some debate about the extent of the conservation area boundary. Much of this debate was focused on the potential inclusion of the cross and Morryston park. Consultees focused almost exclusively

on extending the boundary rather than contracting it and there were no comments received in terms of areas that are currently included that should now be excluded. With discussion, most consultees agreed on the need for a focused area in order to assist management, and the general consensus was for an extension to the cross and to encompass the triangle with terminating at the Swan in the south, plus the canal in the east.

A.5 The places of worship, primarily the Tabernacl and St John's (but others were mentioned) were raised by most consultees as key local features that are strengths of the area and that need to be preserved. St John's particularly is a source of particular local concern as it deteriorates with no clear end use, which does nothing for the socio-economic vitality of the southern end of Woodfield Street.

A.6 There was concern expressed by many consultees over Danbert Hall and its poor condition, highlighting this as an iconic local building in need of saving.

A.7 There was broad support for maintaining and reinstating shop frontages along Woodfield Street, and a frustration that controls had been weakly applied. There was also understanding of and concern for maintaining the broader context (the stark contrast between the very modern building adjacent to the Tabernacl and the church and also the Wilkinson's building on Woodfield Street were examples given). Comments were also raised about street clutter on Woodfield Street, such as Wheelie bins and the general streetscape.

A.8 Whilst there was general support for the maintenance of character, there was more muted support for controls (such as Article 4 Directions) over alterations to existing houses with a concern over cost to householders. Consultees were broadly supportive of efforts to retain period features, but the consensus was for a lighter touch with issues such as UPVC windows – for example allowing them to be used to replace wood, but discouraging the remodelling of window or door surrounds in order to fit them (i.e. fit windows and doors to existing openings rather than the opposite). Consultees also noted that there was no easy source of information in terms of assistance with developments to residential properties within a conservation area.

A.9. The canal and bridge, with the various retaining walls were highlighted by some consultees as a 'forgotten' part of Morryston that could be easily integrated with the conservation area. The school on that boundary was also highlighted by some consultees as worthy of inclusion.

Public & Stakeholder Consultation on draft character appraisal and management plan

A.10 The following section outlines the public & stakeholder consultation process and summarises the outcomes.

A.11 On the 26th September 2013 the draft Morryston Conservation Area Review was presented to Development Management and Control Committee. Members resolved to endorse the draft document to be issued for public and stakeholder consultation.

A.12 The draft Morryston Conservation Area Review was subject to a 6 week consultation exercise which ran from the 25th August 2017 until the 8th October 2017. The following consultation methods were used:

- A Press Release was issued and featured within the South Wales Evening Post on the 25th August 2017, 13th September 2017 and the 5th October 2017.
- Notification emails highlighting the consultation on the draft document were sent to local ward councillors as well as specific consultation bodies, planning agents and local action groups on the 25th August 2017.
- Letters explaining the consultation process and how to view documents and make representations were sent to all households in the expanded conservation area (+200 properties). A map showing the existing and proposed conservation area boundary was also included.
- Leaflets were prepared and distributed to all businesses located along Woodfield Street in a 'door to door' exercise undertaken on the 11th September 2017.
- A dedicated webpage was established to explain the consultation process and allow electronic documents to be downloaded in pdf format. The webpage included the facility to complete and submit an online comment form.
- Bilingual posters were erected on lampposts in the local area and copies distributed in Morryston Library and Swansea Central Library.
- Social media updates were made throughout the 6 week consultation period.
- Council officers were present and held a consultation event at Morryston Market on Saturday the 2nd September 2017.

- A public event was held on the 14th September 2017 at Tabernacle on Woodfield Street. The event was advertised in local press, social media, council website and Cadw website. Presentations were held throughout the day and were followed by group discussions regarding the proposals. At all other times there were more informal-drop-in sessions.
- Council officers met with local traders on the 16th October 2017 to discuss the conservation area review process and potential for funding support.

A.13 In total, 12 individual respondents provided comments on the conservation area review via the comment form or by letter. In addition to this, a total of circa 110 individuals expressed their views at the public events held at Morryston Market on the 2nd September 2017 and Tabernacle on the 14th September 2017. Furthermore, local traders provided representations on the 16th October 2017. The breakdown of the representations received along with the Authority's response is available on the council public website.

A.14 The final amended version of the Morryston Conservation Area Review includes all the proposed changes to the guidance following the public and stakeholder consultation exercise.



Boundary Amendment

A.15 A key action set out in the Management Plan was the proposal to review the conservation area boundary and as part of the public and stakeholder consultation. Following analysis of the areas around the conservation area, it is considered that following areas have a character and quality equal to the existing conservation area and were therefore proposed for addition:

- To the North: Squaring off at north-west corner of Strawberry Place taking in the church and associated hall and extending along Woodfield Street to the north to include the Cross, a short stretch of Pentrepoeth Road and Sway Road as far as the old cinema building and returning down the south side of Clase Road.
- To the East: Extend to include the entire area north and south of the Morfydd Bridge using the 'new' road edge to include as much of the former canal route and environs as is evident including Morryston School, boundaries of the canal and walling. To the south of the bridge to include the canal, walling, pathways, green space and Margam Avenue is included.
- To the South: Extend full extent of southern public space between Neath Road and Martin Street.
- To the West: From the northern squaring off at Strawberry Terrace, includes the old Mill House Inn and outbuilding, properties facing down Slate Street, properties on the west side of Uplands Terrace, properties at the top south side of Morfydd Street and properties at the junction with Martin Street, and the podium residences at the lower end of Martin Street to bring the whole street in.



buildings on the northern side of Clase Road to the old Bank building. This provides a logical 'squaring' off to the northern boundary and encompasses the entire cross.

A.16 The full extent of the areas added to the Conservation Area is shown on the council website.

Representations Received

A.17 The majority of comments were supportive of the content and recommendations set out in the conservation area review documents. The main comments and responses are summarised below.

A.18 In terms of the proposals to increase the size of the conservation area boundary primarily to improve the appearance, amenity and management of Woodfield Street and to reflect the historical understanding of the development of the town prior to 1920 (as shown on Map 1 of Appendix 1) the majority of comments were supportive of this approach.

A.19 A number of respondents suggested that the boundary should be extended further north to include all of Morryston Cross. The northward extension proposed is to recognise the 19th Century development of Morryston and to give opportunity for proper status to be given to the ancient cross with Pentrepoeth Road. It is considered appropriate to include Morryston Cross and Sway Road up to the old cinema building and the

A.20 Further suggestions were made to extend the boundary to the western side of Uplands Terrace, include the entire Aeon Methodist Church site and to the east to include Wychtree Street. The extension to include both sides of Uplands Terrace and incorporating the entire Aeon Methodist Church site is viewed appropriate and the boundary is amended accordingly. In terms of further expansion to the east to include the old Neath Road, early routes over the canal and the rail line to the Wychtree Bridge, and the phase 1 of Morris Town, these have predominately been lost either prior to, or as a result of, the new road construction. Whilst the proposed boundary is not extended to cover the east side of the new road, all merit recognition as settings of the conservation area.

A.21 Support was provided in terms of the character appraisal and splitting Morryston into specific character areas. Woodfield Street in particular was referenced insofar as the importance of shopfront improvements adhering to certain design criteria in order to preserve and/or enhance the character and appearance of the conservation area.

A.22 There was an overwhelming support for recommendations set out in the Management Plan. However, there was concern raised about the additional authority controls placed on householders. The Management Plan is not intended to impose new controls or stop change, but require greater scrutiny of new designs.

A.23 A considerable amount of comments stressed the importance of the preservation of heritage assets, in particular the iconic Tabernacle. Many respondents stated the role such buildings play in attracting footfall to and generating interest in the area as being significant. One of the key recommendations set in the Management Plan is securing the future of the Tabernacle, a Grade I listed building of particular significance. The Tabernacle has been looked after and is in good condition, nevertheless its scale will require ongoing special attention and its long terms upkeep is acknowledged to be a huge challenge for the congregation and wider community. There is potential to draw extra visitors to the area using Tabernacle as a focal point to share and promote Morriston's history.

A.24 Respondents also raised concerns about the lack of maintenance of iconic / heritage buildings such as St John's Church and Danbert House, both Grade II listed and privately owned. The Management Plan notes that it is imperative that St John's is maintained and that the redevelopment of this building, along with urban realm improvements would strengthen this end of Woodfield Street. In terms of Danbert Hall, this is viewed as the most vulnerable of the landmark buildings listed in the Management Plan. It is in extremely poor condition and it is a very challenging proposition to establish a viable end use given the scale of capital works required in relation to the returns that could be generated. Sustainable propositions for redevelopment are urgently sought and there have been positive pre-application discussions for the residential conversion.

A.24 A further issue which was raised by numerous respondents is the general condition of Woodfield Street, in terms of poorly maintained/unsympathetic shopfronts, high vacancy levels, lack of maintenance, unsightly commercial wheelie bins, a lack of shop variety and appearance of the public realm. The Management Plan and the council's Shopfront Design Guide SPG (2017) will be used to secure more sympathetically designed shopfronts along Woodfield Street with the aim to improve the general appearance of the public realm and respect the heritage of the area. The Management Plan seeks to preserve the few remaining shopfront surrounds, fascia boards,

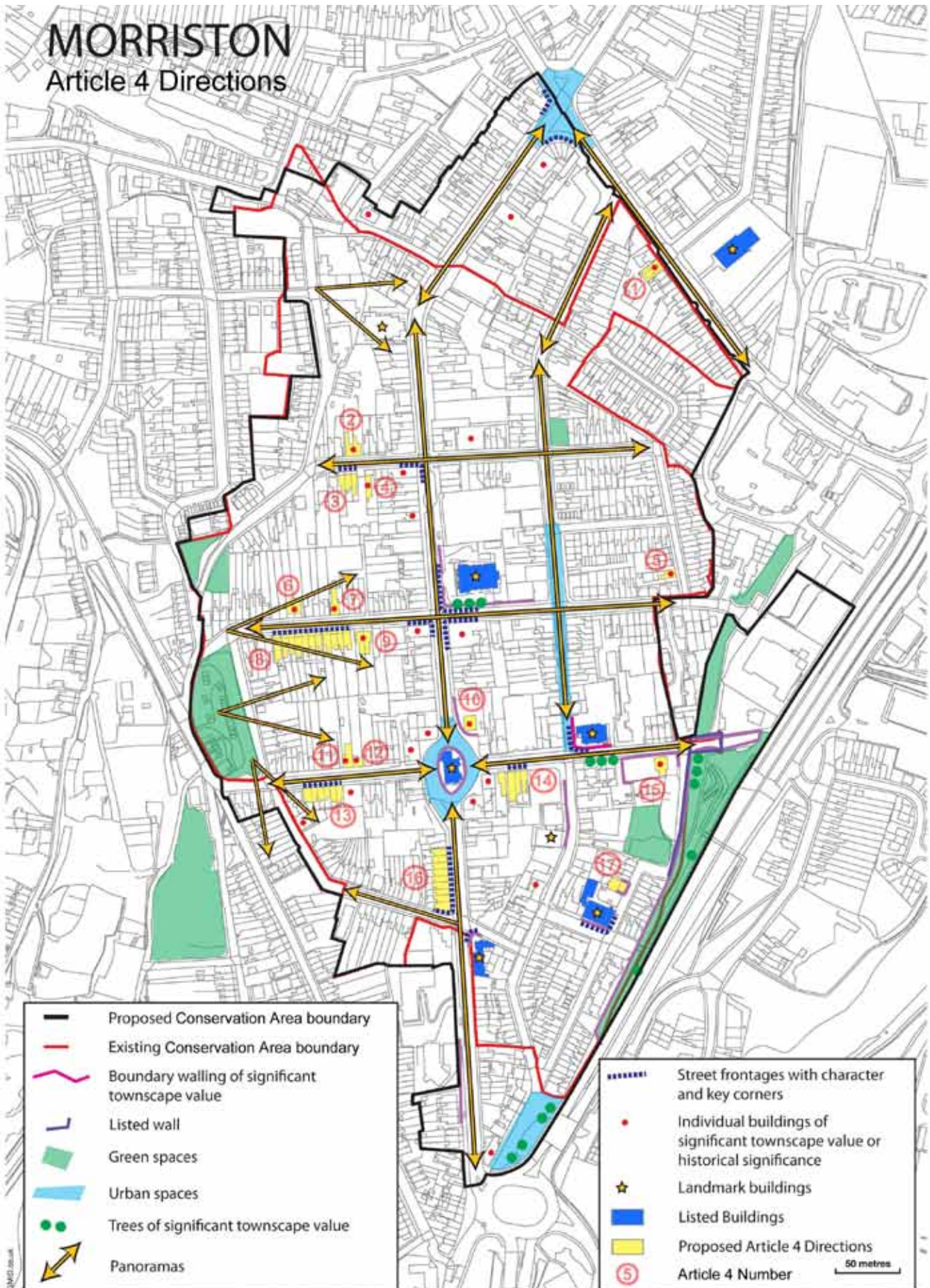
stall risers, canopies, door and window sets, many of which deserve focused grant awards. These issues have wider repercussions and feed into the requirement for much sought after regeneration strategies and funding support for the area.

A.25 A considerable amount of support was provided for the potential for Heritage Lottery Funding (THI) for the area, especially in the immediate vicinity of Tabernacle as this was viewed as the 'heart' of Morriston. Support was provided for the use of any funding for improvements to Woodfield Street in terms of public realm, shopfront upgrades, reducing unit vacancy and there was also considerable support for the interpretation and celebration of the significance of Morriston as the earliest example of a planned industrial town in the British Isles. Respondents were supportive of the celebration of Morriston's heritage through a variety of mediums such as heritage trails, blue plaques for historic buildings, information points and initiatives along the historic canal path. The Management Plan recognises the need for funding for local businesses and for meaningful enhancements in the area. Should funding be secured it could be utilised for specific sustainable development to assist the regeneration of Woodfield Street, potentially in the area opposite Tabernacle including the Crown building (no. 79 Woodfield Street) with architectural details and what is thought to be one of the original cottages (no. 93 Woodfield Street). Funding could be used for tackling vacancy levels, public realm improvements and community awareness events, to mention a few.

A.26 In addition, a number of individuals raised support for community engagement in regeneration projects with specific aspiration for the re-use of the site at Nazareth Chapel as a community garden. The Management Plan recognises the need for an awareness raising programme for the community in regeneration projects and as such steps would assist in providing the community with a sense of pride and ownership.

A.27 The full detailed list of comments made and the consideration of these comments and the recommended action can be found on the council public website.

Appendix 2: Article 4 Directions



Potential Article 4 Directions

| No. | Address | No. of properties | Reason for Article 4 Direction |
|-----|---|-------------------|---|
| 1 | 17 Clase Road | 1 property | Prominent individual house with stonework and gable frontage. |
| 2 | 6/7 Slate Street | 2 properties | Prominent pair of buildings of character. |
| 3 | Slate Street 47, 48, 49 | 3 Properties | An attractive stone group of terraces which step with the topography. |
| 4 | 45 Slate Street | 1 property | Prominent individual building of character which is well detailed (some aspects are similar to the Listed Danbert House). It is also set in plot behind wall of local interest. |
| 5 | 5 Green Street | 1 property | Prominent individual building of special character within streetscene that highlights the original 'mixed use' nature of Morriston with access to yard at the rear. |
| 6 | 9/10 Crown Street | 2 properties | Pair of houses with significant character and architectural quality set amongst the terraces. |
| 7 | 15 Crown Street | 1 property | Individual building of special character within streetscene that highlights the original 'mixed use' nature of Morriston with access to yard at the rear. |
| 8 | Crown Street 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66 | 11 properties | A significant group of stone fronted terraced houses which slope with the topography and a rhythm established by the bay windows set back behind small front gardens. |
| 9 | 52/53 Crown Street | 2 properties | Semi-detached pair of character and matching appearance. |
| 10 | 61 Woodfield Street | 1 property | Prominent individual building located at the focal point of the Morriston grid which is set in plot behind wall of local interest. |
| 11 | 33 Morfydd Street (Roseberry Villas) | 1 property | Prominent individual house within varied terrace. |
| 12 | 35 Morfydd Street | 1 property | One of 2 original Morriston cottages that are original to the group. The other is in commercial use at 91b Woodfield Street. |
| 13 | Morfydd Street 18, 20, 22, 24, 26 | 5 properties | Distinct stone fronted terrace that forms part of a group with the Salvation army hall which is also a building of townscape interest. |
| 14 | Morfydd Street 46, 48, 50, 52 | 4 properties | Group that represents some of the best preserved varied houses on the east side of the grid. |
| 15 | Dyffryn Villa, Morfydd Street | 1 property | Prominent individual building set in plot behind wall of local interest. |
| 16 | Woodfield Street 75, 77, 79, 81, 83, 85, 87, 89, 91 | 9 properties | Despite the change of some wall materials, this group on the main street of Morriston retains a quality and rhythm due to the door cases and bays. |
| 17 | 17 Morris Street | 1 property | Prominent individual building set in plot behind wall of local interest also part of the setting of the adjacent listed former chapel. |



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Appendix B: Record of Public and Stakeholder comments and authority responses

Comments on the proposed amendments to the conservation area boundary

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| Respondent | Comments | Council response | Recommended change |
|------------|--|--|--|
| 1 | I would like to suggest the inclusion of Pentrepoeth Methodist Church on School Road, north of Morrison Cross, is included within the Conservation Area boundaries as it has quite an interesting history. Significantly all the windows were designed by Howard Martin who became a world renowned stained glass artist. A few years ago I compiled a short history of the church which I have attached for your information. | The proposal is to expand the Conservation Area boundary to take in adjoining areas of similar architectural / townscape character or quality. It was proposed to extend the conservation area boundary up to Morrison Cross to incorporate the western side of Woodfield Street, a short stretch of the Old Pentrepoeth Road and the return down the south side of Clase Road incorporating the remaining eastern section of Woodfield Street. This northward extension was identified to recognise the 19 th century development of Morrison and give opportunity for proper status to be given the ancient cross with Pentrepoeth Road. Following consultation it is agreed that the conservation area boundary should be extended to include the entire Cross, incorporating the two storey 1930's corner building to the north, up to the old cinema building along Sway Road and buildings on the northern side of Clase Road up to the stone faced, old Bank building (now convenience store). This provides a logical 'squaring' off of the boundary and encompasses the entire ancient cross. | Boundary to be extended north to take in the entire Cross. This extension incorporates the two storey 1930's corner building to the north of the cross, and the old cinema building along Sway Road and buildings on the northern side of Clase Road up to the old Bank building (now convenience store). This provides a logical 'squaring' off of the boundary and encompasses the entire ancient cross. |
| 5 | The boundary of the Conservation Area should be extended to the north to include Pentrepoeth School and the two places of worship: The Catholic Church (plus the old Zoar Welsh Baptist Chapel) and The English Methodist Church nearby. These are not only important places today but have been in the past. | In order to include Pentrepoeth Methodist Church (located approximately 100m north of Morrison Cross), Pentrepoeth School and the Catholic Church on School Road, it would be necessary to substantially extend the boundary to the north of Morrison Cross. Whilst it is appreciated that these buildings are of importance, and that the information provided about the history of the Methodist Church is of historical interest, the conservation area is primarily focused on the heart of Morrison, namely the grid pattern. Notwithstanding this, as set out in the conservation area review, instead these areas are identified as relevant setting. | |
| 13 | The boundary should be extended north to include Morrison Cross. | | |
| 4 | Please could you tell me how one side of Uplands Terrace is in the boundary line and the other side of the same street isn't? Considering the houses are the same age and build type as the other streets, also the land behind Uplands Terrace is also owned by the council. | Uplands Terrace forms a short section of street at the western end of Crown Street and Slate Street, and merges into Bath Road to the north. Currently the western side of Uplands Terrace sits outside the conservation area boundary and the eastern side of Uplands Terrace within the boundary. Historic OS maps (1876) show buildings on the western side of Uplands Terrace set back from the street frontage and the existing terrace currently in situ is demarked on the 1935 OS Map. This would suggest that the existing terrace was built around the turn of the century. The western side of Uplands Terrace comprises terraced properties which have undergone various alterations included pebble dash exterior and replacement windows and doors. Nevertheless, the minor extension to incorporate these buildings into the boundary is acceptable to result in both sides of Uplands Terrace being within the conservation area boundary. | Boundary to be extended to include the residential terrace on the western side of Uplands Terrace resulting in both sides of Uplands Terrace to be included within the conservation area boundary. |
| 5 | I am pleased that the Conservation Area is to be extended but I feel that it could be extended to include | In terms of boundary extension to the east, it is proposed to include the whole area north and south of the listed Morfydd Bridge to include as | No change. |

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| | <p>the areas to the east of the river Tawe to include Wychtree Street, Tawe Street and the houses down to the old Beaufort bridge as this area was part of the original Morrison. It covers where the canal and the railway line that ran parallel along the side of Morris Street to the Dyffryn and The Upper Forest and Worcester Tin Plate works were sited. These places provided work for many years to local people and these sites should be remembered in some way.</p> | <p>much of the former canal route and environs as is evident including Morrison Primary School, boundaries of the canal and walling. Specifically the proposed boundary line is drawn around the south of the bridge to include the canal, early walling at Davies Street, railway walling, pathways and green space using the edge of the 'new' road to demark the boundary. It is noted that this area contains some of the most precious history. However, as detailed in the review, the east side including the old Neath Road, early routes over the canal and the rail line to the Wychtree Bridge, and the phase 1 of Morris Town, have predominately been lost either prior to, or as a result of, the new road construction. Whilst the proposed boundary is not extended to cover the east side of the 'new' road, all merit recognition as setting of the conservation area.</p> | |
| 5 | <p>The new boundary should include Bath Villas where the local Coal Mine and Tycoch cottage were sited. Tycoch cottage was an important place in the development of religion in the Morrison area after Mynyddbach Chapel was established.</p> | <p>The existing buildings situated along Bath Villas are of modern construction and do not warrant inclusion within the conservation area boundary. Whilst the historical use of the land as a local coal mine and Tycoch house are significant in terms of their local interest, the proposal is to expand the conservation area boundary to take in adjoining areas of similar architectural/townscape character or quality. There is however scope for map interpretation and trails to appreciate the areas significance as currently proposed in Recommendation 1 of the Management Plan.</p> | <p>No change.</p> |
| 6 | <p>Conservation should be to individual classified properties regardless of the boundary.</p> | <p>Conservation Areas relate to 'areas' not individual buildings. Buildings are individually listed by Cadw and they last reviewed the entire list in the 1990's. Further information can be found at the following link: http://cadw.gov.wales/historicenvironment/protection/buildconservation/?lang=en</p> | <p>No change.</p> |
| 7 | <p>This review does not fully take in the whole of Morrison which is far greater than what is outlined on the map. The conservation boundaries for Morrison are far too narrow, this review is very limited. The report looks at just a few streets in the main part of Morrison. The Conservation area boundary should have included Martin Street, not just Morrison's listed buildings.</p> | <p>The original conservation area boundary was drawn to reflect the historic core of Morrison as it has developed within the remarkable grid plan in the 1780's. The focus remains on the grid and original 'heart' of Morrison.</p> <p>The proposal is to expand the Conservation Area boundary to take in adjoining areas of similar architectural/ townscape character or quality. One of the key issues identified in the conservation area review is that the boundaries deserve review in light of changes within the conservation area, economic changes affecting the high street and a better understanding of the topographical development of the town centre. The options identified for the amendment of the boundaries of the conservation area primarily in order to improve the appearance, amenity and management of Woodfield Street and to reflect the historical understanding of the development of the town prior to 1920.</p> <p>A significant proportion of Martin Street is already within the conservation area boundaries and the proposed extension to the boundary to the south brings the whole of Martin Street within the conservation area boundary. The boundary is extended to include the house/former commercial premises at the junction where Banwell Street meets Martin Street (Labelled J on Figure 46 of the Conservation Area review). The boundary is also extended to take in the podium residences</p> | <p>No change.</p> |

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| | | at the lower end of Martin Street (Labelled K), and it is proposed to extend to southern most boundaries to the full extent of the public space boundary to the v-junction between Neath Road and Martin Street (Labelled L). | |
| 9 | It is a good idea to extend the conservation area boundaries. | The support for the boundary change is noted | No change. |
| 14 | The proposed boundary is shown to cut through the centre of the Aeon Baptist Church site on Strawberry Place, resulting in the associated church hall being located outside the boundary. It would be good to extend the boundary to include the entire site which comprises the church and associated hall located to the north. There is a current building project to rebuild the hall and refurbishment the worship area with the aim being to encourage community use and involvement. Ideally the entire site should be included within the conservation area boundary. | The proposed conservation area boundary is drawn to include Aeon Methodist Church but excludes the associated hall. Having checked records it is apparent that planning permission (ref: 2015/0550) has been approved on 15/07/2015 for a replacement hall adjoining the church. The proposed replacement hall replicates the appearance of the main hall/church with a stone face finish to the front elevation facing Strawberry Place. The replacement hall is considered to represent an improvement to the existing pre-fabricated concrete hall building. The minor extension to incorporate the hall buildings into the boundary as requested is considered acceptable to result in the entire Aeon Methodist Church site within the conservation area boundary. | Boundary to be extended to include the Aeon Church hall resulting in the entire Aeon Methodist Church site (Church and associated hall) to be within the conservation area boundary. |

Comments on the Character Appraisal and the proposed Character Areas

| Respondent | Comment | Council Response | Recommended change |
|------------|--|---|--------------------|
| 5 | The shopfronts along Woodfield Street should adhere to a certain style and any new development along this street should complement the existing Victorian buildings that survive. | Woodfield Street is identified as a 'Character Area' influenced by its variation in building style, height and elevational treatment. The ground floor frontages are generally of less interest to the upper floors but there are examples of traditional shopfronts and it is presumed many more may remain undiscovered beneath more modern shopfronts. The conservation area review identifies that negative elements include the erosion of original fenestration, loss of traditional shopfronts amongst other things. Identifying Woodfield Street as a Character Area and acknowledging its special qualities allows greater control over future development works including alterations to shopfronts and advertisements. The Management Plan builds upon the positive features and addresses the negative features which have been identified to provide recommendations for improvement and change. In terms of alterations to shopfronts, both the Conservation Area review document which provides specific information for the Morrison area, and the council's Shopfront & Commercial Frontage Design Guide SPG (2017) would be used to assess and negotiate on shopfront designs along Woodfield Street, the aim being to improve the character and appearance of the shopfront and be sympathetic to the setting within the conservation area. | No change. |
| 6 | Morrison should have its own unique character and the subdivision into character areas should only happen after major investments in the area to improve parks, street lighting and pavements. | Morrison was designated as a conservation area in 1975 but has had limited effect in protecting the special character and appearance of the area. The Morrison Conservation Area Review includes a 'Character Appraisal' and 'Management Plan' which seeks to preserve and | No change. |

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| | | <p>enhance character and amenity and contribute to regeneration which will support investment in the historic built environment.</p> <p>Part of the review incorporates a 'Character Appraisal' which breaks down the conservation area into 7 character areas based on various components of character. The conservation review document is therefore considered to break Morrison up into a number of areas identified by their own unique character.</p> <p>It is recognised that there is a need for funding to support local businesses. There is potential to secure Lottery Heritage Funding, in the form of Townscape Heritage Initiatives (THI), which is a grant aimed at enhancing conservation areas in need of regeneration. Should THI funding be secured it could be used towards public realm improvements etc.</p> | |
| 9 | The Character Appraisal and Character Areas for Morrison is a good idea. | The support for the proposed Character Areas is noted | No change. |

Comments on the proposed Management Plan for the conservation area

| Respondent | Comment | Council Response | Recommended change |
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| 6 | <p>Fearful that one of the reasons behind the management plan is not to improve Morrison but to exert extra authority controls adding new red tape that may have been lost during the David Camron time in government where he clearly and publically removed such red tape for small residential developments. Conservation of Morrison area may not be implemented fairly by stricter and more expensive design controls. Instead there should be help for residents to access development grants and facilitate schemes such as Hafod's property development scheme which proved to be successful for the Hafod area. Every average resident in any average area would want the best outlook for their property but affordability is the key and high quality designs are costly for the average resident so before introducing blanket restrictions over the area, the Council should identify specific properties of special historical interest and keep them with those conservation rules.</p> | <p>It appears that many householders in Morrison are unaware of its Conservation Area status and national importance. There is an awareness raising necessity to inform householders of the importance of street character and the contribution that individual residences make to that. A Living in your Conservation Area leaflet has been produced by the council which briefly sets out the effects of living in a conservation area to local people (in a positive way). Notwithstanding this, the Conservation Area designation does not stop change but it does require greater scrutiny of new designs. The Management Plan is not intended to impose new controls, simply to enable the better operation of what is currently in place.</p> | No change. |
| 7 | <p>There is no real management plan for Morrison, just for 'part of Morrison'. While I agree that this will greatly help to preserve what little is now left of the features, I cannot but feel that it is too little and too late. Morrison has lost almost all of its past by the removal of its old copper works. The report seems to 'paper over the cracks'. Nothing will come of this. It appears there is very limited power and money for the conservation</p> | <p>The Management Plan for the Morrison conservation area review builds on the positive features and addresses the negative features which have been identified and provides recommendations for improvement and change. The Management Plan is broken down into a number of recommendations; each considered contributing to the heritage and significance of Morrison. In terms of the Maes y Gwen Hall located at Morrison Hospital, this is not listed and is located outside the conservation area boundaries and would not be covered by the</p> | No change. |

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| | work as is needed for Morrison. Morrison past has almost now disappeared; it is far too late to bring back old shop fronts while at the same time an important building in history, the Maes y Gwern Hall (Morrison Hospital grounds) has been lost. Gwern Hall was the home of one of Morrison's copper workers owners, former MP and Swansea major. The hall is a direct link to Morrison's past and should have been saved. | conservation area review. | |
| 8 | Hopeful that the proposed Management Plan works and would like to be involved in collecting interest data, photos etc | The support for the Management Plan is noted. | No change. |
| 9 | Tabernacle should be preserved. | The Management Plan specifically details the preservation of the Tabernacle. One of the key recommendations set out in the report is securing the future of the Tabernacle, a Grade I Listed building of particular significance. The Tabernacle, Morrison's signature building, has been looked after and is in good condition, but its scale will require ongoing special attention and its long term upkeep is acknowledged to be a huge challenge for the congregation and wider community. | No change. |
| 13 | Tabernacle is the draw to the area and should be maintained and made more of a focal point. Retail ceases at the Wilkinson store on Woodfield Street and the Tabernacle in the link to generate footfall to the southernmost end of Woodfield Street. | A study is underway in partnership with the chapel trustees, Cadw and the council to explore options to sustain the special interest of this Grade I Listed building. This includes a review of potential for the chapel to be used as for non-religious income generating community uses and heritage tourism plus exploration of sensitive opportunities to adapt the main hall space to broaden the potential access and use as a venue. The future management plan of the chapel as a community building is a key element of this study. | |
| 14 | Tabernacle is of great importance to the area. More could be made of the building including using the outside space for a variety of activities. | There is potential to draw extra visitors to the area, using Tabernacle as a focal point, and share and promote Morrison's history. | |
| 15 | There is potential for Tabernacle to act as a 'venue' destination attraction to bring people into Woodfield Street – let traders know when there is a Tabernacle event and the traders may want to open to capitalise / support this. | | |
| 13 | The heritage buildings are generally poorly maintained, concern about safety and appearance of St John's Church and Danbert Hall, both landmark buildings. | The Management Plan identifies St John's Church and Danbert Hall, (both Grade II listed and privately owned) as iconic buildings which should be preserved. Demolition would most certainly be strongly resisted given their historic significance and listed status. | Paragraph 9.2.3 of the Management Plan refers specifically to Danbert Hall. This section of the report has been updated to include the most recent pre-application discussions which have taken place in regard to Danbert Hall's future. |
| 9 | It would be good to demolish St Johns Church and Danbert Hall if possible (although I know this can't happen). | The Management Plan notes that it is imperative that St John's Church – the focus at the centre of Morris' phase 2 grid, which defines the Morrison conservation area in spatial terms – is maintained. It is noted | |

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| 14 | Concern expressed about the condition and status of St John's Church and that it should be made a focal point to engage and re-direct people to Morrison. St John's should 'anchor' regeneration in the area. Concern also expressed regarding the disrepair of Danbert Hall and what the plans were for the building? | that the building is deteriorating and needs to be brought back into productive use as soon as possible. Redeveloping this building along with urban realm improvements would strengthen this end of Woodfield Street, potentially re-establishing the building and its square as an 'anchor' for the community as it was in Morris' original design for the town. | |
| 5 | Some buildings should be better looked after e.g. St John's Church, Danbert House and measures should be taken to improve the conditions of these buildings? | Danbert Hall is viewed as the most vulnerable of the landmark buildings listed in the Management Plan. It is in extremely poor condition and has been unoccupied for some time. It is a very challenging proposition to establish a viable end use given the scale of capital works required in relation to the returns that could be generated. Sustainable propositions for redevelopment are urgently sought and there have been positive pre-application discussions for a residential conversion. | |
| 9 | Shopfronts need refurbishment. | In terms of commercial premises, The Management Plan seeks to facilitate the use of both the Conservation Area review, which provides specific information for the Morrison area, along with the Shop Front Design Guide SPG (2017) in order to secure good quality commercial frontages. | No change. |
| 13 | The upper floors of buildings along Woodfield Street are attractive. More needs to be done to improve the appearance of commercial units along Woodfield Street. | The Management Plan seeks to preserve the few remaining shopfront surrounds, fascia boards, stall risers, canopies, and door and window sets, many deserving focused grant awards to retain such features. | |
| 14 | Historic buildings are important and there are many good facades hidden behind newer shopfronts. Improvement / maintenance of shopfronts along Woodfield Street would improve the area. | The Management Plan recognises that Morrison will not be significantly enhanced through planning controls only. The economic vitality of the area is depressed with businesses needing all the help they can get, with businesses needing supporting/funding (more detail provided in council response to THI funding below). | |
| 15 | Upper floors do have quality and architectural interest but shopfronts do not reflect the heritage. | | |
| 13 | More could be done to encourage people to visit the area. There is a general lack of pride and lack of knowledge about Morrison's heritage and disconnect between Tabernacle and the wider Morrison area. Heritage tourism could aid the regeneration of the area by creating a focus for people to visit Morrison and result in spin off trade. Supportive of the recommendation for heritage trails, blue plaques to promote and disseminate information about Morrison's history and buildings. The route of the old canal should be brought to the attention of the public and celebrated. There is too much emphasis on Swansea City Centre and smaller towns are overlooked. There is scope to build a link with schools to promote the sharing of knowledge about Morrison's past. | Recommendation 1 of the Management Plan 'Interpretation and Celebration' acknowledges that there is a growing heritage tourism interest in the copperworks further down the River Tawe and there is also an opportunity to celebrate the wider industrial history of the Swansea Valley with Morrison as the hub. It is agreed that this could benefit not only heritage tourism but also local understanding and appreciation of the significance of the area. The Management Plan goes on to recommend improvements for change, for example heritage trails, trail markers, interpretation boards and other readily available information. Tabernacle is recognised as a significant focal point for visitors to the area and there is scope for the building to be used to display information, hold events and for general community uses. The ongoing project with the Tabernacle (see section 9.2.1) highlights the potential for this building to play more of a role in the local community as well as drawing people into the area for heritage tourism and as a venue. Paragraph 9.2.1 of the | No change |
| 14 | Morrison's heritage could be celebrated through heritage trails, information points, markers/plaques on historic buildings and along the historic canal path to raise awareness and provide an educational tool to attract people to the area. A canopy could be installed over Woodfield Street to allow all-weather shopping | | |

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| | and increase footfall. Blank gable walls could be used for heritage murals. Old painted signs near St John's should be preserved and there should be links between historical buildings i.e. Tabernacle and St John's Church. | | |
| 8 | Realising that there is a lot to promote about Morrison as a historic trail. | | |
| 5 | There should be a place where the important history of the town could be exhibited to the public. Photographs, pictures and artefacts could be housed. | | |
| 15 | There are significant number of residents within walking distance but they do not use Woodfield Street – give them a reason to come in. | | |
| 15 | Morrison did have a Chamber of Commerce in the past which organised successful projects such as the Christmas lights. However at present there is a general apathy from traders and the organisation has been disbanded. | The Management Plan recognises that the issues in Morrison, especially on Woodfield Street are far more than the need for conservation area controls. Recommendation 3 recognises the need for funding support to bring about meaningful enhancements. | The text in relation to commercial premises and regeneration funding support, paragraphs 9.3 – 9.3.4, requires amendments following the consultation process to provide more clarity insofar as how any potential THI funding may be targeted. |
| 15 | Businesses are surviving rather than thriving, however Woodfield Street has become busier since the low point of 2012 (this was the delayed effect of the 2008 recession) – there is now more footfall and local spend. | This could include a Townscape Heritage Initiatives (THI) scheme as outlined in Recommendation 3 of the Management Plan. This is a grant aimed at enhancing conservation areas in need of regeneration that has been used successfully in many conservation areas comprising commercial areas in Wales and England. Should THI funding be secured it could be used for a variety of interventions such as tackling vacancy levels, shopfront and façade improvements, public realm improvements and community awareness events. | Recommendation 3 should be retitled 'Economic Regeneration Strategy' Amend the end of 9.3.3 as follows: <i>"The recently established monthly street market has increased footfall on market days but a more holistic approach is needed. Therefore an economic regeneration strategy is needed to address various aspects such as business support and match funding for improvements."</i> |
| 13 | Overall support for potential THI funding for the area, in particular for the area around Tabernacle, St John's Church and Morrison Cross. There is scope to learn from other areas i.e. Cardigan promotes itself as a heritage town. There are some good facilities such as the Library but there is a lack of activity along Woodfield Street, high turnover, commercial vacancy issues, a poor variety of shops and lack of support for existing businesses and/or to attract new businesses to the area. | There is potential to focus the initial THI scheme on the area around Tabernacle. Not only is this the degraded setting of a grade I listed building, it is also the point at which the economic activity and footfall drops off significantly from the north. This could also tackle the Crown which is vacant prominent corner building to create a co-working hub based on the known number of homeworkers in the area and the good broadband service. It could also be used to celebrate what appears to be one of the few original cottages (no. 93 Woodfield Street) that is now a vacant commercial building. | Recommendation 3 should be expanded to highlight the likely focus of the potential Townscape Heritage Initiative as follows: <i>"9.3.5 There is potential to focus the initial THI scheme on the area around Tabernacle. Not only is this the degraded setting of a grade I listed building, it is also the point at which the economic activity and footfall drops off significantly in contrast with the activity to the north. This could also tackle the Crown which is prominent vacant corner building (this could become a co-working hub based on the known number of homeworkers in the area and the good broadband service). The focus of the initial THI on the area around Tabernacle could also be used to celebrate what appears to be one of the few original</i> |
| 14 | Supportive of potential for regeneration funding for Woodfield Street. Improvement need to be made to buildings and the public realm. The area is struggling due to the run-down high street and lack of variety of shops. Perceptions of the area need to improve. Turnover of businesses is high and more funding is required to secure long-term letting of commercial units to bring the vacant units back into use. There are a large number of vacant buildings along Woodfield Street and a derelict house opposite Seion Chapel on Clase Roads. Improvements could be made to the Crown Building opposite Tabernacle and other historic | | |

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| | buildings. | | <p><i>cottages (no. 93 Woodfield Street) that is now a vacant commercial building.</i></p> <p>Also a clearer mention of economic regeneration strategy is needed in the summary of issues and recommendations on page 2 (5th bullet point under 'key issues')</p> |
| 15 | There is support for potential THI funding as part of a regeneration strategy – the grant intervention rates for shopfronts, building facades and bringing vacant upper floors into use would need to be higher than city centre to reflect the economic challenges on Woodfield Street. | | |
| 15 | If the THI focal area is opposite Tabernacle, then start with a pilot project to renovate a frontage to show what can be achieved and make it clear that there could be further phases so that traders outside this area feel they will get a chance. | | |
| 2 | At the moment the local town is full of dormant buildings. More should be done to bring these buildings back into use. | | |
| 15 | The closure of banks is reducing reason to visit Woodfield Street and these buildings are difficult to reuse. However the former HSBC bank building is being converted to offices – this demonstrates diversification without any economic support | | |
| 15 | There is a need to bring in other uses to diversify Woodfield Street not turn back the clock. Diversifying Woodfield Street to include offices would be welcomed as this would increase the lunch trade. | | |
| 13 | Public realm improvements are needed i.e. work to pavements, de-cluttering, and removal of large commercial wheelie bins off Woodfield Street. | <p>A number of areas for enhancement have been noted in the Management Plan, namely Woodfield Street, Martin Street and St John's, 'Canal Walk', The Cross, Glantawe and Market Streets and the Old Town, The Southern end of Morris Street and Lanes and connections. The level of enhancement is dependent on secured funding. For example, in relation to Woodfield Street, a streetscape strategy could include shared surface improvements, de-cluttering of pedestrian space including the relocation of wheelie bins, with the primary focus being the pedestrian environment and the space in front of commercial units.</p> | <p>Paragraph 9.6.2 of the Management Plan refers specifically to public realm opportunities along Woodfield Street. This text should be expanded to include reference to the presence of commercial bins along Woodfield Street as follows:</p> <p>“..... de-cluttering of pedestrian space including addressing the issue of trade refuse bins and domestic wheelie bins...”</p> |
| 14 | The large trade wheelie bins on Woodfield Street should be removed / relocated due to visual impact and odour. | | |
| 13 | Community action is required to assist in regenerating the area. In addition, a local conservation group / heritage group could be formed to work in unison with Friends of Morrison Park. A community garden could be created at the site of Nazareth Chapel to provide a | <p>The Management Plan recognises the need for an awareness raising programme for the engagement / involvement of the community in any regeneration proposals. This would also provide the community with a sense of understanding and pride in what the area represents. It is identified that there is scope to further engage the community in caring</p> | <p>The Management Plan recommends that 'Community Engagement' is undertaken in order to improve and change the area.</p> |

Morrison Conservation Area: Record of public comments

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| | community facility and assist in improving the appearance of the area. Community engagement would install a sense of pride back to the area. | for the local built environment through voluntary projects and the suggestions for the creation of voluntary groups / community gardens is encouraged. | Paragraph 9.7.1 should be amended as follows: “An ongoing programme to raise awareness of the conservation area and its significance should be continued as part of the potential economic regeneration strategy. “ |
| 14 | More green spaces/parks are needed. A small community garden could be created at the Old Police Station. Site at Nazareth Chapel should be identified as a green space. | | Add a new paragraph between the original 9.7.1 and 9.7.2 as follows: <i>“There is potential to support the creation of ‘conservation area group’. This could comment on planning proposals and help monitor change in the conservation area.”</i> |
| 5 | Could the empty plots of land which once housed Calfaria Chapel (Banwell Street) and Nazareth Chapel (Cwmbath Road) be used for community gardens/green spaces? | | Amend 9.7.2 and renumber as 9.7.3 as follows: <i>“There is scope to further engage the community in caring for the local built environment through voluntary projects. Projects can be developed by local people in partnership with the Council and could work in unison with the established ‘Friends of Morrison Park’. In particular, the site of Nazareth Chapel has been identified as having scope for the creation of a community led regeneration project”</i> |

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Other comments

| Respondent | Comment | Council Response | Recommended change |
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| 3 | I am 82 years old and have many memories of the buildings and their uses in the Morrison area having grown up on both Globe Street and Martin Street, and would be only too willing to share my information with any person. | The offer of support and information in relation to Morrison is noted. | No change. |
| 8 | More street advertising for the conservation area review should have been undertaken. Only found out about the Tabernacle event by chance. | The Morrison Conservation Area review was advertised in the Press on 25/08/2017, 13/09/2017 and 05/10/2017. The Council’s website was also updated on 25/08/2017 to detail all the relevant information on planned events and the consultation process. Bilingual posters were placed on circa 50 Lampposts throughout Morrison on 25/08/2017 advertising the consultation process and providing contact details. Council officers went door-to-door to liaise with and distribute information to traders on Woodfield Street on 11/09/2017. Council officers were present on a dedicated stall at the Morrison Market on the 02/09/2017 and held a public event at Tabernacle, Woodfield on 14/09/2017. Council officers also met with traders on 16/10/2017 to | No change. |
| 14 | More information should be made available about the conservation area status. | | |

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| | | discuss the conservation area review process and potential funding opportunities. | |
| 9 | Morrison needs complete regeneration and a highway management plan, parking plan etc. | <p>The Conservation Area review does not encompass any specific highway management and parking strategy for the area. The management plan highlights the need for a streetscape strategy on Woodfield Street, in harmony with the various ongoing improvements to street lighting, kerb renewals, bus-stop upgrades, pavements and carriageway works. Such requirements works could focus on shared surface improvements, de-cluttering of pedestrian space, an improved conservation grade style street furniture and signage etc.</p> <p>The Management Plan notes that the primary focus on Woodfield Street is the pedestrian environment and space in front of the shops to support trading rather than undermine it.</p> <p>If future works do occur then they should accord with Manual for Streets which is national guidance that supplements TAN18 Transport. Manual for Streets stresses that streets are 'places' and that changes to streets must be driven by a context led approach rather than highway standards.</p> | No change |
| 14 | Parking is an issue in the area. The existing car park at the Library is too small to serve demand. There are also resident parking restrictions in place which further worsens the parking situation. The metro bus service currently serving Morrison is a good facility and it would be beneficial to encourage people to visit Morrison rather than pass through. | | |
| 13 | Car parking in the area needs to be improved. It is not possible to park close to the shops. Also the location of bus stops along Woodfield Street is poor and often there is the need to walk a distance which can be difficult for the elderly/less able. | | |
| 15 | There is insufficient car parking and the parking by the library is taken up all day by traders. Past efforts to introduce short stay parking restrictions in the library car park was not supported by traders. | | |
| 10 | The streets need to be cleaned up, especially Crown Street and Morfydd Street, are untidy and need more rubbish bin provision. | | |
| 14 | Littering is a problem in the area. | Refuse is an issue across Swansea; this consultation was focussed on conservation issues. The Conservation Area Review Management Plan identifies areas for potential enhancement subject to the availability of funding. The day to day cleansing of streets is changing due to financial pressures facing Councils. There may be scope for community clear ups in the area in partnership with Keep Wales Tidy. | No change. |
| 10 | More police on foot patrolling the area are needed because drugs are taking over Morrison. | <p>The issues relating to drugs and anti-social behaviour is noted as a problem facing Morrison, especially along Woodfield Street. A recommendation of the Management Plan, through potential funding support, is to tackle vacancy levels along Woodfield Street and further seek to secure improvements to public realm. By increasing the number of commercial units in occupation along Woodfield Street combined with public realm enhancements (i.e. lighting, shared surfacing, de-cluttering pedestrian space) there is scope to generate a greater level of footfall and 'active frontage' along Woodfield Street, hereby resulting in natural surveillance. This can assist in naturally policing the area and ensuring the street is sufficiently overlooked, subsequently deterring anti-social behaviour.</p> <p>In terms of securing commercial properties, the council's Shopfront & Commercial Frontage Design Guide sets out specific security measures in section 9 (pages 30 – 33). Security measures should be chosen both for their effectiveness as well as their image on the shop and wider streetscene, and should be unobtrusive and well integrated into the design of the shopfront. In terms of CCTV, the installation can greatly</p> | No change. |
| 2 | We have had our business in this area since March and already had our front window put through and another attempt this morning. The shop two doors down has had his put through several times and property stolen, to which he has had enough and moved property. Why aren't we adding more CCTV to businesses? | | |
| 14 | Anti-social behaviour / drug use are issues in the area, including along Woodfield Street and to the frontage of Tabernacle and hence the reason for the chapel now being gated. | | |
| 13 | Concern is raised about anti-social behaviour / safety after dark in the area. | | |

| | | | |
|----|--|---|--|
| 15 | Problems of anti-social behaviour outside Wilkos – anti-social behaviour in the past outside Lloyds moved on by positive action. | reduce crime against shops and such devices are generally encouraged provided they do not adversely affect the appearance of the shopfront. Full details on security measures the council's Shopfront & Commercial Frontage Design Guide should be referred to. | |
| 14 | Planning controls in terms of alterations within the conservation area should be enforced. | The effective use of enforcement powers where unauthorised changes has occurred goes hand in hand with the proposed removal of permitted development rights. Enforcement complaints should be dealt with in a timely manner and enforcement in Conservation Areas will be prioritised as historic fabric is a non-renewable resource. | No change. |
| 12 | The Old Market Building has had stonework replaced with brickwork – is there an enforcement case regarding this? | The replacement of stonework with brickwork at The Old Market Building has been reported to the enforcement team to investigate | |
| 14 | More buildings should be listed i.e. School by Libanus Chapel | The conservation area review looks at 'areas' not individual buildings. Buildings are individually listed by Cadw and they last reviewed the entire list in the 1990's. The main criteria in deciding which buildings to include in the statutory list is national significance. Many buildings in Morrison are valued for their contribution to the local scene or for local historical associations; however they will not merit listing at the national level. | No change. |
| 11 | A walking-cycling path could link Swansea Docks to the top of the Valley. There are parts of Morrison where this path already exists, however if a path was to be made from Castle Bingo car park under the bridge to Foundry Road this would make a link from the Morfa Shopping Centre to Junction 45 of the M4. | This pedestrian linkage could be part of a wider strategic walking/cycling network which could extend a far greater area than the Morrison boundaries. However, this would not fall within the remits of the Morrison conservation area review. | No change. |
| 15 | The monthly Saturday market has drawn more people into Woodfield Street and increased footfall but the recent relocation of the market to the street by Iceland has impacted on traders in terms of parking and street closures. There is an acceptance that this is a part of the regeneration but the suggestion was to move the market back to the original location closer to the Cross. | This has been fed back to the market organisers. | Ensure that Recommendation 3 of the Management Plan acknowledges the positive role of the monthly Saturday Market and that this needs to be woven into an economic regeneration strategy for Woodfield Street. |

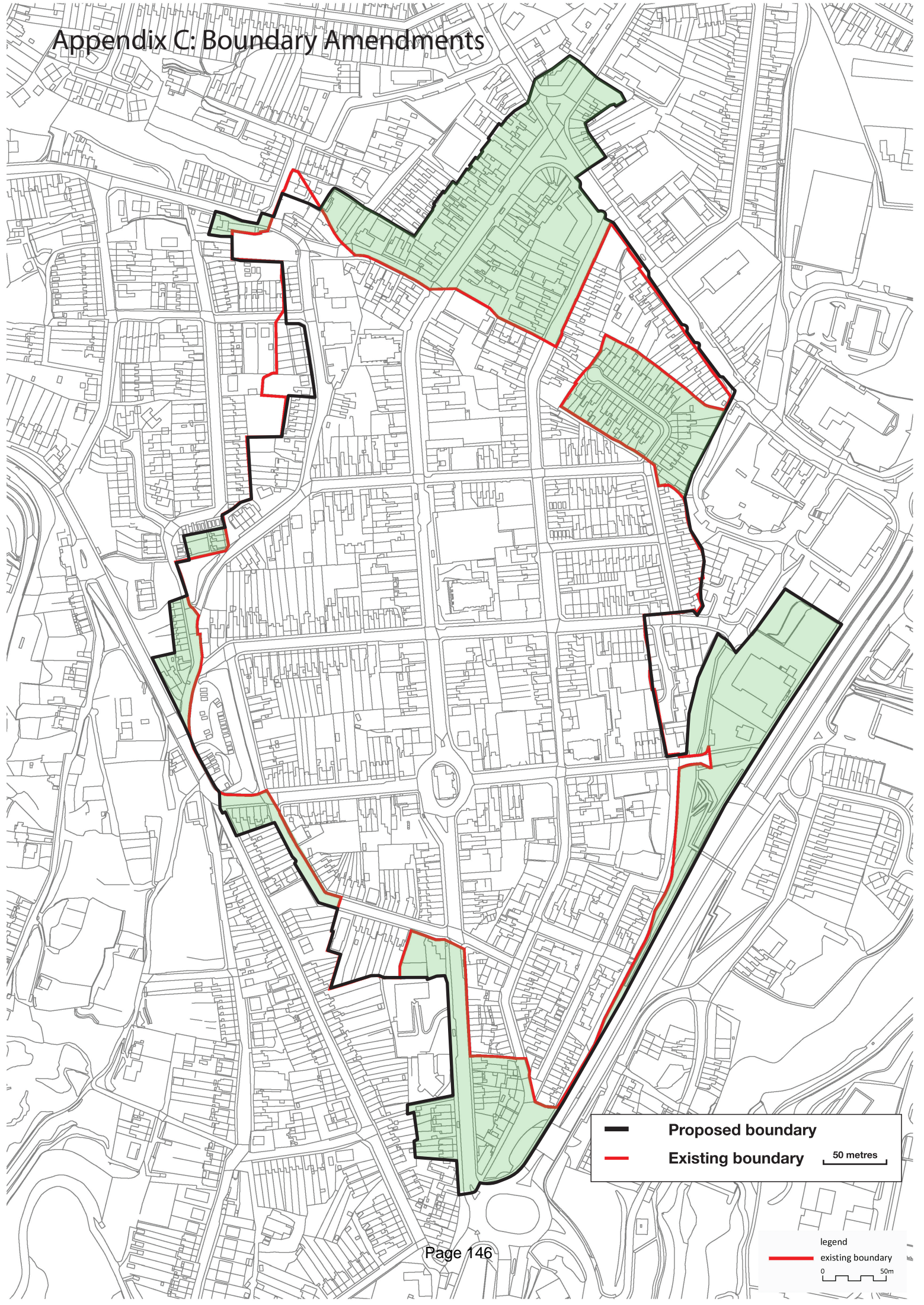
List of respondents on draft Morrison Conservation Area Review

| No | Name | Role |
|----|------------------|----------|
| 1 | Emma Jones | Resident |
| 2 | Rob Swain | Resident |
| 3 | Mr Peter Miles | Resident |
| 4 | Linda Poole | Resident |
| 5 | Denis D. Rees | Resident |
| 6 | Mahmoud Melhas | Resident |
| 7 | Jeffrey Lewis | Resident |
| 8 | Frieda Le Grange | Resident |

Morrison Conservation Area: Record of public comments

| | | |
|----|---|----------|
| 9 | K I Harmer | Resident |
| 10 | Jillian Morgan | Resident |
| 11 | PC John White | Resident |
| 12 | Denis Bubear | Resident |
| 13 | Tabernacle Public Consultation Event (circa 60 individuals) | n/a |
| 14 | Morrison Market Consultation Event (circa 50 individuals) | n/a |
| 15 | Morrison Traders | n/a |

Appendix C: Boundary Amendments



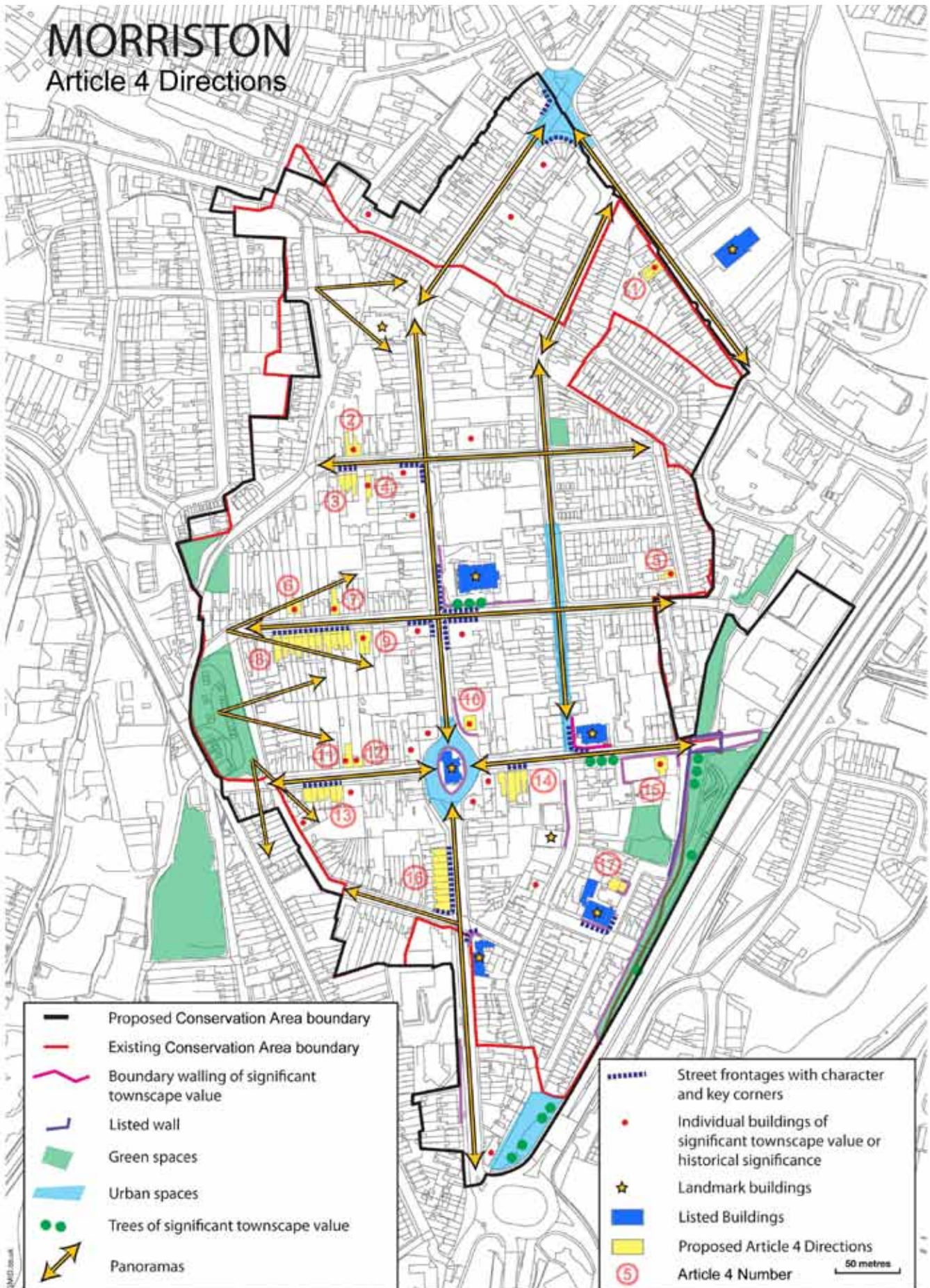
— Proposed boundary
— Existing boundary

50 metres

legend
existing boundary

0 50m

Appendix D: Potential Article 4(2) Directions



Potential Article 4(2) Directions

| No. | Address | No. of properties | Reason for Article 4 Direction |
|-----|---|-------------------|---|
| 1 | 17 Clase Road | 1 property | Prominent individual house with stonework and gable frontage. |
| 2 | 6/7 Slate Street | 2 properties | Prominent pair of buildings of character. |
| 3 | Slate Street 47, 48, 49 | 3 Properties | An attractive stone group of terraces which step with the topography. |
| 4 | 45 Slate Street | 1 property | Prominent individual building of character which is well detailed (some aspects are similar to the Listed Danbert House). It is also set in plot behind wall of local interest. |
| 5 | 5 Green Street | 1 property | Prominent individual building of special character within streetscene that highlights the original 'mixed use' nature of Morriston with access to yard at the rear. |
| 6 | 9/10 Crown Street | 2 properties | Pair of houses with significant character and architectural quality set amongst the terraces. |
| 7 | 15 Crown Street | 1 property | Individual building of special character within streetscene that highlights the original 'mixed use' nature of Morriston with access to yard at the rear. |
| 8 | Crown Street 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66 | 11 properties | A significant group of stone fronted terraced houses which slope with the topography and a rhythm established by the bay windows set back behind small front gardens. |
| 9 | 52/53 Crown Street | 2 properties | Semi-detached pair of character and matching appearance. |
| 10 | 61 Woodfield Street | 1 property | Prominent individual building located at the focal point of the Morriston grid which is set in plot behind wall of local interest. |
| 11 | 33 Morfydd Street (Roseberry Villas) | 1 property | Prominent individual house within varied terrace. |
| 12 | 35 Morfydd Street | 1 property | One of 2 original Morriston cottages that are original to the group. The other is in commercial use at 91b Woodfield Street. |
| 13 | Morfydd Street 18, 20, 22, 24, 26 | 5 properties | Distinct stone fronted terrace that forms part of a group with the Salvation army hall which is also a building of townscape interest. |
| 14 | Morfydd Street 46, 48, 50, 52 | 4 properties | Group that represents some of the best preserved varied houses on the east side of the grid. |
| 15 | Dyffryn Villa, Morfydd Street | 1 property | Prominent individual building set in plot behind wall of local interest. |
| 16 | Woodfield Street 75, 77, 79, 81, 83, 85, 87, 89, 91 | 9 properties | Despite the change of some wall materials, this group on the main street of Morriston retains a quality and rhythm due to the door cases and bays. |
| 17 | 17 Morris Street | 1 property | Prominent individual building set in plot behind wall of local interest also part of the setting of the adjacent listed former chapel. |