

Date: 17th April 2023
Our Ref: S23.114

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Dear Sir/Madam,

Town and County Planning Act 1990 (As Amended)

Full planning permission for the retrospective change of use from car park area to Lockspot Self Storage Facility

Resolven Enterprise Park, Resolven, Neath, Neath Port Talbot, SA11 4HN

Planning portal reference: PP-11963787

Asbri Planning is appointed as planning agent to Lockspot Ltd in respect of the above planning application seeking the retrospective change of use from car park area to self-storage facility (B8 use) at Resolven Enterprise Park, Resolven, Neath, Neath Port Talbot, SA11 4HN.

The planning application has been submitted via Planning Portal and the submission documents are listed below.

Document Name	Prepared by/Reference
Application Forms	Asbri Planning Ltd
Covering Letter	Asbri Planning Ltd
Proposed Site Layout Plan	151_L01
Proposed Elevations	151_L02
Previous Site Location Plan	151_SP01
Proposed Site Location Plan	151_SP02
Flood Consequence Assessment	JBA Consulting

In addition, the application fee of £460.00 will be paid via telephone.

Site Description

The application site is part of a car park which was previously used as the old TRW Works car park within Resolven Enterprise Park. This brownfield site is roughly 0.1 hectares and lies in the western end of Resolven, to the south of the A465 dual carriageway. The town of Neath lies less than 10 minutes away in a south westerly direction, whilst Swansea is 16 miles from the site.

The site is predominantly flat, lying within a largely industrial setting. Appendix A provides several images of the application site following a recent site visit. Surrounding the setting are several warehouses operated by companies including Genesis Property Management UK and Celtic Motorcycles, along with Darren and Emma's Breakfast Bar and Grill, and Recycle Direct. Immediately to the east of the site is Resolven public park which contains a large square patch of amenity grassland, along with sports courts and a bowls green. In terms of wider surroundings, the vast majority of dwellings within Resolven are situated to the east, whilst the River Neath runs to the north. The wider area to the south of the site principally comprises of woodland and agricultural fields. Resolven contains a few services and amenities including a fish bar, convenience stores, rugby football club and library. The nearest settlement with an array of facilities and services is Neath, containing a recently opened leisure centre, supermarkets, college and schools, along with a country park and rugby stadium.

Since the former area of the car park was purchased by Lockspot Ltd, it has been utilised as a self-storage facility by the Llanelli based company. It forms one of four self-storage locations that the company successfully operate in West Wales, and the only one situated outside Llanelli. The site has been operational since March 2022, and is open 24 hours a day for users. The site is maintained by two members of Lockspot's leadership team. The storage containers can be booked by any member of the public and offer "*simple, hassle free self-storage for personal, trade and business use*". The self-storage location in question is a drive thru destination with the containers themselves being 20 feet by 8 feet.

The site is positioned within an accessible location off Resolven Roundabout on the A465, leading to a single carriageway that runs parallel with the A road, and then the first left turning leads towards the storage facility. At present, there are three possible entrances to the main car parking area for the enterprise park which are highlighted on the existing site location plan (Ref: 151_SP01). The Heads of the Valleys Road (A465) is a trunk road that runs from Junction 43 of the M4 at Llandarcy to Bromyard in Herefordshire. It is 66 miles in total and connects settlements including Neath, Abergavenny, Merthyr Tydfil and Hereford. Junction 43 of the M4 is only a 10 minute drive away, which offers access to several destinations within South Wales and across the border in England.

In terms of public transport, the nearest bus station is situated within walking distance of the site along John Street. The stop is served on a regular basis between 8am and 6pm during weekdays, and is serviced by the 55, 161, 906, X5 and X7 Cymru Clipper. The services travel to a host of neighbouring settlements including Pont-Walby, Neath, Pontneddfechan, Glynneath and Neath-Abbey. Regarding train provision, the nearest station is located in Neath town centre, along the South Wales mainline. Hourly services operated by Great Western Railway travel between Swansea and London Paddington in both directions. Transport for Wales services also call at the station, with their services terminating at destinations including Manchester Piccadilly, Cardiff Central, Carmarthen and Milford Haven. Several public rights of way are dotted around the site, with the nearest footpath lying east of the site (Ref: 27/12/1) that heads towards the neighbouring settlement of Cwmgwrach. Finally, in terms of national cycle routes, Route 46 runs to the north of the site. The entire route links Neath with Bromsgrove and is almost 150km long.

The application site is within a C2 flood zone according to the current Development Advice Maps referred to under TAN15, and within Flood Zone 3 on the new Flood Maps. A review of the CADW records shows there are no listed buildings within the site boundary, but there are several dotted near the application site. These include: the Bridge over Neath Canal at Farmer's Arms Lock, and Farmer's Arms aqueduct over the Neath Canal to the north, and Jerusalem Independent Chapel to the east. The site does not lie within a coal mining development high risk area.

The application site has been subject to two planning applications that have been listed below:
P2017/0685 - Advertisement Blimp (Inflatable balloon) – Approved – 11th August 2017; and
P2018/1028 - Erection of 8m high totem sign and a site information board (with height of 2.5m) – Approved – 19th February 2019

Furthermore, a recent application is currently under consideration for retrospective permission for retention of cafe and decking area and proposed extension with associated ancillary development (Ref: P2022/0825).

In terms of the Neath Port Talbot Local Development Plan interactive map, the following policies are applicable:

1. EC2/16 – Existing Employment Area;
2. SP6 – Valleys Strategy Area;
3. M1 – Safeguarded Coal Resource; and
4. M2/1 – Settlement Protection Zone

The site is located outside the settlement limits of Resolven.

Nature of Development

This application seeks full planning permission for the retrospective change of use from car park area to self-storage facility (B8 use) for Lockspot Ltd. At present 64 storage containers are located on site which are predominantly used for domestic storage, whilst also being utilised by tradesmen to store goods. These storage containers are 20ft long by 8ft wide, and are raised from the ground to minimise flood risk. The development has resulted in the loss of 26 car parking spaces, however there is still ample parking with the enterprise park. The car park only tends to be used by visitors to the café, those who use the village public park and the open market which only operates on Saturdays. The car park has been neglected for several years leading to potholes, and the disappearance of the delineated parking bays. Figure 1 gives an indication as to how the car park looked in 2010.

Figure 1: Resolven Enterprise Car Park in 2010 (Source: Google Maps)



Lockspot aim to extend their operations within South Wales, with this being their first facility outside of Llanelli. Through the delivery of this proposal, Lockspot Ltd will be able to upscale their operations by enabling individuals to store goods at this destination, which will be convenient for people living in nearby settlements such as Resolven itself, Hirwaun, Llandarcy and Glynneath. The arrangement of the proposal site will be very similar to that shown within Dafen Industrial Park, with vehicles able to drive up to their container, pick up/drop off goods and then depart in a convenient manner. This storage site is set back from the industrial units on site and has a one-way system for users. Appendix B gives illustration of the site in Dafen, which currently contains 40 storage units and runs successfully.

In summary, users of the Resolven site will park outside their container or in nearby parking bays as shown in the proposed layout plan (Drawing Ref: 151_L01), then unload or pick up their goods and then depart the site, and with the site being open 24 hours a day, 7 days a week, it is uncommon to see more than 2 users at the site during the same time period. To increase safety measures at the site, a one-way system will be installed to avoid vehicles having to pass each other. Due to the nature of the development, vehicles will be driving at a reduced speed to manage the corners within the development site. When it comes to exiting the storage development, vehicles will encounter a two-way approach which has good visibility to enable them to leave in a safe manner. In addition to this, a gate consisting of powder coated steel welded mesh will be installed sealing off the site as shown in the proposed site layout plan (Drawing Ref: 151_L01), which will have to be opened manually to enter the storage site. The rear of site is to be secured with steel powder coated welded mesh security fence, fixed to containers for continuity of the site boundary.

Planning Policy

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for the purposes of this Planning Application comprises the following:

- National Development Framework: Future Wales – The National Plan 2040 (February, 2021);
- Neath Port Talbot County Borough Council Local Development Plan (January, 2016)

In addition to the Development Plan, the Planning Application has been informed by policy and guidance set out in the following:

- Planning Policy Wales Edition 11 (February, 2021), informed by The Well-Being of Future Generations (Wales) Act 2015, and supplemented by Technical Advice Notes;
- Neath Port Talbot County Borough Council Supplementary Planning Guidance

This section of the cover letter provides an overview of the Development Plan context and planning policy framework of specific relevance to the determination of this application. For ease of reference, this overview is set out below at the national and local level.

National Level

The Well-Being of Future Generations (Wales) Act 2015

The Well-Being of Future Generations (Wales) Act 2015 (which came into force on 1st April 2016) requires “*public bodies to do things in pursuit of the economic, social, environmental and cultural well-being of Wales in a way that accords with the sustainable development principle*”. The Act sets out seven ‘well-being’ goals as follows:

- A prosperous Wales: An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work.
- A resilient Wales: A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change).
- A healthier Wales: A society in which people’s physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.
- A more equal Wales: A society that enables people to fulfil their potential no matter what their background or circumstances (including their socio-economic background and circumstances).
- A Wales of cohesive communities: Attractive, viable, safe and well-connected communities.
- A Wales of vibrant culture and thriving Welsh language: A society that promotes and protects culture, heritage and the Welsh language, and which encourages people to participate in the arts, and sports and recreation.
- A globally responsive Wales: A nation which, when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being.

Within the Act, sustainable development is defined as follows: “*the process of improving the economic, social, environmental and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the well-being goals*”. The Act sets out that when making decisions, public bodies need to take into account the impact they could have on people living in Wales in the future and must apply the sustainable development principle in all decisions.

National Development Framework: Future Wales – The National Plan 2040

The National Development Framework: Future Wales – the National Plan 2040 was published on 24th February 2021. 'Future Wales' sets out the Welsh Government's strategy for addressing key national priorities through the planning system, including sustaining and developing a vibrant economy; achieving decarbonisation and climate-resilience; developing strong ecosystems; and improving the health and well-being of our communities. As stated above, the National Development Framework has Development Plan status.

Future Wales is the highest tier of development plan and is focused on solutions to issues and challenges at a national scale. Due to its strategic nature, it does not allocate development to all parts of Wales, nor does it include policies on all land uses. It is a framework which will be built on by Strategic Development Plans at regional level and Local Development Plans at local authority level. As set out on Page 52 of Future Wales, the 11 Outcomes are collectively a statement of where the Welsh Government aspire Wales to be in 20 years' time as follows:

A Wales where people live:

- 1. ...and work in connected, inclusive and healthy places*
- 2. ...in vibrant rural places with access to homes, jobs and services*
- 3. ...in distinctive regions that tackle health and socio-economic inequality through sustainable growth*
- 4. ...in places with a thriving Welsh Language*
- 5. ...and work in towns and cities which are a focus and springboard for sustainable growth*
- 6. ...in places where prosperity, innovation and culture are promoted*
- 7. ...in places where travel is sustainable*
- 8. ...in places with world-class digital infrastructure*
- 9. ...in places that sustainably manage their natural resources and reduce pollution*
- 10. ...in places with biodiverse, resilient and connected ecosystems*
- 11. ...in places which are decarbonised and climate-resilient*

Planning Policy Wales Edition 11

Planning Policy Wales (PPW) Edition 11 was published on 24th February 2021. The primary objective of PPW is to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental and cultural well-being of Wales, as required by the Planning (Wales) Act 2015, the Well-being of Future Generations (Wales) Act 2015.

Sustainable Development is defined at Page 7 of PPW as follows: *"the process of improving the economic, social, environmental and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the well-being goals"*.

Paragraph 1.18 sets out that *"legislation secures a presumption in favour of sustainable development in accordance with the development plan unless material considerations indicate otherwise to ensure that social, economic, cultural and environmental issues are balanced and integrated"*.

It is highlighted at Paragraph 3.50 that *"planning authorities should adopt policies to locate major generators of travel demand, such as housing, employment, retailing, leisure and recreation, and community facilities (including libraries, schools, doctor's surgeries and hospitals), within existing urban areas or areas which are, or can be, easily reached by walking or cycling, and are well served by public transport."*

Further to the above, Section 3 (Strategic Placemaking) relates to previously developed land and states that it should, wherever possible, be used in preference to greenfield sites where it is suitable for development. Paragraph 3.56 states that *"planning authorities should work with landowners to ensure that suitably located previously developed sites are brought forward for development and to secure a coherent approach to their development. To*

incentivise the appropriate re-use of previously developed land, planning authorities should take a lead by considering and identifying the specific interventions from the public and/or private sector necessary to assist in its delivery."

In Paragraph 5.4.1, it states *"For planning purposes the Welsh Government defines economic development as the development of land and buildings for activities that generate sustainable long term prosperity, jobs and incomes. The planning system should ensure that the growth of output and employment in Wales as a whole is not constrained by a shortage of land for economic uses"*.

Paragraph 5.4.2 notes *"Economic land uses include the traditional employment land uses (offices, research and development, industry and warehousing), as well as uses such as retail, tourism, and public services. Economic land uses also include construction, energy, minerals, waste and telecommunications sectors which are also sensitive to planning policy"*.

The primary objective of PPW is to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental and cultural well-being of Wales, as required by the Planning (Wales) Act 2015, the Well-being of Future Generations (Wales) Act 2015 and other key legislation. PPW and Future Wales set out how the planning system at a national, regional and local level can assist in delivering these requirements through Strategic Development Plans (SDPs) and Local Development Plans (LDPs).

Technical Advice Notes

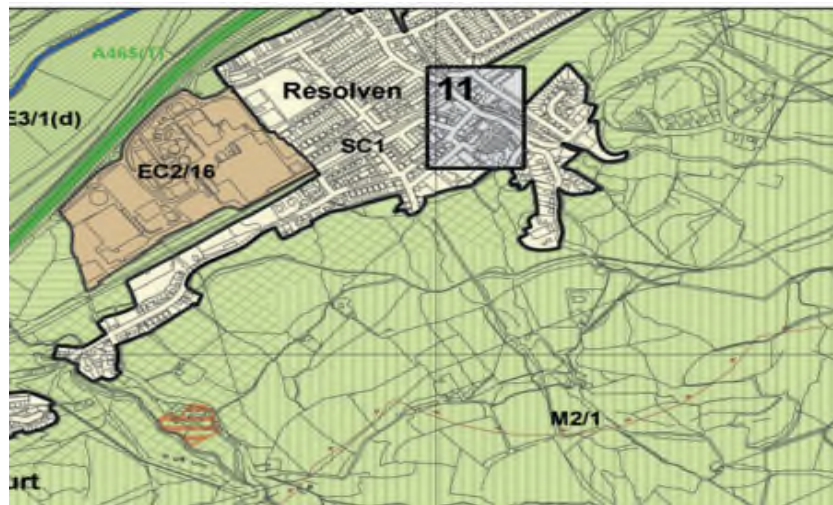
PPW 11 is supported by 19 Technical Advice Notes (TANs) which provide more detailed guidance on a variety of issues. In respect of this application, the following TANs are considered relevant:

- Technical Advice Note 12: Design;
- Technical Advice Note 15: Development and Flood Risk; and
- Technical Advice Note 23: Economic Development

Neath Port Talbot County Borough Council Local Development Plan

The Neath Port Talbot County Borough Council Local Development Plan (LDP) was adopted in January 2016 and is the prevailing development plan for the County. The application site lies outside the settlement boundary relating to Resolven. The application land however lies within a current employment area as illustrated in Figure 2, with Policy EC2/16 instructing that use classes B1, B2 and B8 are appropriate. Policy SP6 (Valleys Strategy Area) is relevant to the site, with Policy M1 (Safeguarded Coal Resource) and M2/1 (Settlement Protection Zone) also deemed applicable.

Figure 2: Neath Port Talbot County Borough Council LDP Proposals Map (Neath Port Talbot LDP Map)



The following LDP policies are considered relevant to the proposal:

Policy Reference	Relating to...
SP1	Climate Change
SP3	Sustainable Communities
SP4	Infrastructure
I1	Infrastructure Requirements
SP6	Development in the Valleys Strategy Area
EC2	Existing Employment Area
EC3	Employment Area Uses
M1	Safeguarded Coal Resource
M2/1	Settlement Protection Zone
SP20	Transport Network
TR2	Design and Access of New Development
BE1	Design

Supplementary Planning Guidance

The supplementary planning guidance relevant to the proposal is noted below:

- Planning Obligations (October 2016);
- Parking Standards (October 2016); and
- Design (July 2017)

Planning Appraisal

As stated above, Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise. This section aims to identify the main issues of relevance to the determination of the Planning Application, and assess the scheme against the Development Plan.

The key planning considerations that would arise from the development are as follows:

- Principle of Development;
- Privacy and Amenity of Surrounding Buildings;

- Highways, Access and Parking;
- Flood Risk; and
- Sustainable Economic Development.

Principle of Development

Planning Policy Wales (Edition 11) outlines that previously developed land (brownfield land) should, wherever possible, be used in preference to greenfield sites where it is suitable for development. Previously developed land (brownfield land) is defined as land that *"is or was occupied by a permanent structure (excluding agricultural or forestry buildings) and associated fixed surface infrastructure."*

The application location, although lying outside the settlement boundary of Resolven is currently in use as a Class B8 storage facility by Lockspot Ltd, having previously operated as part of a large car park serving Resolven Enterprise Park. The application site is well located for the use due to its position relative to surrounding roads and lying within an industrial setting, as exemplified by Policy EC2 (Existing Employment Area). Consequently, this development will further enhance Lockspot's operations within South Wales, and offers a destination other than Llanelli to meet the storage needs of several individuals. The containers have been organised in a tidy manner which enables easy access for each container user, and all containers are uniform in colour and dimension. As a result of this, the proposal accords with Policy BE1 (Design). To summarise, the principle of development is considered to be acceptable.

Privacy and Amenity of Surrounding Buildings

The proposal involves the change of use of part of the large car park in Resolven Enterprise Park to a storage facility for Lockspot Ltd. The site does not lie within view of residential dwellings, with houses sited along John Street and Vaughan Avenue being shielded by trees located along the western boundary of Resolven Public Park. Consequently, the development does not impact residential amenity.

The operational hours of the site are 24 hours a day, 7 days a week, although this will not be of detriment to residents of Resolven as they are all sited a substantial distance from the development. Furthermore, placing storage containers within an employment area makes complete sense, with prevailing LDP policy advocating B8 use within employment areas. It's compatibility with industrial settings is further reinforced by the fact that Lockspot are located in Llanelli within Dafen Trade Park, Llanelli Gate Business Park, and Heol Aur which are all mixed use/employment settings. It will not negatively harm visual amenity within Resolven, as the containers are uniform and of equal scale, allowing them to be stored in a neat manner, as they are in all three facilities located in Llanelli. It will not deter visitors from coming to the area to visit nearby facilities such as the neighbouring café and public park.

PPW Edition 11 states *"the special characteristics of an area should be central to the design of a development. The layout, form, scale and visual appearance of a proposed development and its relationship to its surroundings are important planning considerations. A clear rationale behind the design decisions made, based on site and context analysis, a strong vision, performance requirements and design principles, should be sought throughout the development process and expressed, when appropriate, in a design and access statement"*. It is evident that the use of the land is compatible with surrounding land use due it being recognised as an existing employment area within the current LDP (Policy EC2). Future Wales – The National Plan 2040 echoes the above, *"irrespective of location or scale, the design and micro-siting of proposals must seek to minimise the landscape and visual impact, particularly those in close proximity to homes and tourism receptors"*.

Having considered the above, the development can be seen to have no significant adverse impact in respect of loss privacy and amenity and has a limited visual impact on surrounding buildings and the wider area.

Highways, Access and Parking

The site is well connected to the A465, that links up with the M4 at junction 43. The site is positioned on the outskirts of the village within an established industrial estate which can be entered via a single carriageway from the A465. In terms of public transport, a bus stop is situated within walking distance of the site and receives a frequent service, whilst Neath train station is only a short drive away. Public rights of way surround the site and National Cycle Route 46 runs north. Consequently, this development accords with Policy SP20 (Transport Network).

In terms of accessing the storage containers, it is possible for owners to drive up to their container with their goods and offload them easily. The site has been designed as a one-way drive thru self-storage facility, and as mentioned earlier, the site is accessible 24/7 and therefore can be accessed at the convenience of the container renter. On exiting the drive thru site, good visibility is provided as vehicles will have to give way to those entering the facility at the same time. The layout has been designed with safety of use in mind, and aligns with other existing Lockspot facilities which successfully operate from a highway and pedestrian safety perspective. Vehicles travelling through the development naturally do so at slow speeds.

In terms of parking, this is most pertinent to the spaces lost as a result of the retrospective change of use. 26 spaces have been replaced by the storage development, however there is not a demand for the use of these spots due to the car park's overall limited use. Its peak use is on Saturdays, although this will not hinder the development, and the current state of the car park, with no clear parking bays means vehicles park in all directions. Users of the containers have also been permitted to park outside the storage site if required, and then travel on foot to their container. As aforementioned however, due to the long terms storage nature of the use it is rare to see more than two storage container renters at the site at any one time.

In summary, the proposal is deemed acceptable in terms of highways, access and parking.

Flood Risk

The site is located within a high-risk flood zone. The site is located within Flood Zone C2, which is considered to be at extreme risk of fluvial or coastal/tidal flooding. Furthermore, the Flood Map for Planning shows the site is within Zone 3, and therefore is at greatest risk of flooding from rivers and seas. Flooding is therefore a material consideration. Having said this, the change of use is compatible with the area and does not alter substantially from its previous use as a car park, therefore the flood risk associated with the site will not significantly increase. The development itself is deemed to be in the less vulnerable category due to its commercial nature, and all containers have been raised off the ground in order to reduce the flood risk.

A Flood Consequence Assessment has been produced by JBA Consulting and revealed that the application site is at minimal risk from tidal and surface water flooding, along with low risk of groundwater/sewer/reservoir flooding. The site is however at risk of fluvial flooding. Modelling from JBA unearthed that in a 1% AEP plus climate change fluvial flood event, flooding would reach a maximum depth of 0.33 metres, leaving the containers unaffected as they are typically raised 0.35 metres off the ground. In a 0.1% AEP event, the site is predicted to flood to a low level that would not pass the 0.6 meter maximum flood depth stated within A1.15 of Technical Advice Note 15. The proposal will not substantially displace floodwater with the containers being raised on site, and ground levels remain unaltered.

To summarise, the flood risk associated with the site has been justified within the submitted Flood Consequence Assessment. As a result of this, the proposal complies with Planning Policy Wales and Technical Advice Note 15.

Sustainable economic development

Sustainable development is identified in Planning Policy Wales as a golden thread running through the planning system. The application site comprises the existing operational premises of Lockspot Ltd. The development of the former car park area for a new storage facility within Resolven will enable the company to benefit from the revenue

generated to reinvest in their business operations, and potentially lead to the opening of new facilities and greater choice of storage containers. The economic benefits arising from the development are significant and form a material consideration in the determination of the application to which this statement relates.

According to PPW Edition 11 economic development is defined as *"the development of land and buildings for activities that generate sustainable long term prosperity, jobs and incomes. The planning system should ensure that the growth of output and employment in Wales as a whole is not constrained by a shortage of land for economic uses"*. In summary, the development comprises sustainable economic development in accordance with prevailing local and national policy.

Conclusion

This application has been prepared on behalf of Lockspot Ltd to accompany a full planning permission for the retrospective change of use from ancillary car park area to storage and distribution (Class B8 use) at Resolven Enterprise Park, Resolven, Neath, Neath Port Talbot, SA11 4HN.

The change of use is considered to offer an appropriate form of development , although lying outside the settlement limits shown on the Neath Port Talbot County Borough Council Local Development Plan. The site is within an existing employment area as shown on the LDP Interactive Map, and is deemed to be in an accessible location due to its close proximity to the A465 that links up with the M4.

The development accords with relevant adopted LDP policies. Moreover, it will not give rise to any substantial adverse impacts upon the character of the area, local amenities, residential amenity, and highway safety whilst helping to enhance the operations of Lockspot Ltd. The applicants currently successfully operate three storage facilities within employment areas on the outskirts of Llanelli, although this application focuses on cementing their operations in a different area of South Wales. The site is situated within Flood Zone C2 although the development has been justified within the supporting Flood Consequence Assessment, and is deemed to be of low vulnerability to flooding as it is a commercial proposal. As previously mentioned, in order to reduce the flood risk associated with the site, all 64 containers have been raised from the ground by roughly 0.35 metres.

In conclusion, the proposal represents an appropriate retrospective change of use that adheres to all relevant planning policies, and there are no material considerations which should prevent the planning application from being determined in accordance with the relevant planning policy framework. It is therefore respectfully requested that Neath Port Talbot County Borough Council considers this application favourably and grant planning permission for the proposal.

Yours sincerely,



Iwan Rowlands
Graduate Planner
Asbri Planning Ltd

Appendix 1 : Resolven Lockspot Site Images





Appendix 2 : Dafen Lockspot Site Images

