

OFFICER REPORT

Application Number: P2025/0676

Site Address: Glan Garnant Care Home Glan Garnant Neuadd Road
Gwaun Cae Gurwen Neath Port Talbot SA18 1UF
Proposal: Proposed extensions to accommodate 4 additional bedrooms, a lounge area, to the ground floor, office space to the attic and additional space to staff room and laundry room to the lower ground floor.

Applicant: Mr Kashif Afsar

Agent: Mr Carl Quick

Ward: Gwaun Cae Gurwen & Lower Brynamman

Application Type: Full Plans

Valid Date: 25th September 2025

Statutory Expiry Date: 19th November 2025

Ext. of Time / PPA date:

Publicity Expiry Date: 30th October 2025

RECOMMENDATION - Refused

SITE AND CONTEXT

The application site is located at Glan Garnant Care Home, Neuadd Road, Gwaun Cae Gurwen. The site comprises of a large, single storey, detached property set within its own grounds, which operates as a C2 Nursing Residential Home. The site is accessed off Neuadd Road, which runs to the north of the site, and is served by a gravelled car park situated immediately to the east and south of the main building.

The site is bound by another care home immediately to the west, beyond which lies a small row of residential dwellings. To the south and east of the site lies a wooded area and open countryside.

The application property lies outside settlement limits as defined within Policy SC1 of the Neath Port Talbot Adopted Local Development Plan.

DESCRIPTION OF DEVELOPMENT

This is a full application proposing the construction of two no. extensions to the existing nursing home building.

The first of the two extensions would predominately project out beyond the southern elevation of the existing property, with a small section wrapping around part of the eastern side elevation to connect the extension to the existing internal hallway. The main body of the extension would measure approximately 20.12m in depth by 9m in width and would be covered with a pitched roof which when viewed from the majority of vantage points within the site would have an eaves height of 2.6m and a ridge height of 6.5m. The exception to this however is the view of the development when viewed from the west of the site, where due to the topography of the site the extension would appear to be split level, with the ridge height from the adjacent ground level measuring 9m and the eaves height measuring 5.1m. This extension would accommodate 4 no. additional bedrooms with ensembles and a lounge area to the ground floor, with two no. staff offices provided within the attic space. The extension would accommodate 4 no. high level windows installed within the western side elevation, a pedestrian access door and two no. windows within the southern elevation, and four no. windows, a set of patio doors and a pedestrian access door installed within the eastern side elevation. The extension would be finished in external materials to match the existing property.

The other extension would project out beyond the western side elevation of the existing nursing home at lower ground floor level. The extension would measure 8.09m in depth by 2.925m in width and would be covered with a lean-to style roof – with a ridge height of 3.8m and an eaves height of 2.5m. The resultant space would accommodate an extension to the existing laundry and staff rooms and would be served by a pedestrian access door on the northern elevation and a single window and roof light installed within the western side elevation. The extension would also be finished in external materials to match the existing property.

NEGOTIATIONS

Prior to validation the agent was advised that the application site falls within the area affected by Nitrates and Marine SACs, and as the development entails an extension that will increase foul wastewater and population numbers it would be affected. The agent was subsequently advised that if they were to continue with the application, the Council's Ecology Team would undertake a stage 1 HRA screening of the development which given its nature it was anticipated would conclude that a full HRA Screening and

Appropriate Assessment would be required. Due to the lack of appropriate data, the agent was also advised that this assessment would likely go onto explain that this is unable to be undertaken at this stage and therefore the conclusion of the assessment would likely be that a likely significant effect cannot be ruled out and the Authority would subsequently have no option but to refuse the application. Despite the aforementioned advice, the agent requested that the application be registered.

Following the public consultation, in addition to reiterating the advice with regard to nitrates, the agent was made aware of concerns identified by the Authority's Highways Department, Natural Resources Wales, The Lead Local Flood Authority, and the requirement for a drainage statement to be submitted in accordance with TAN15. The agent was given the opportunity to respond however to date no additional information has been received.

PLANNING HISTORY

The application site has the following relevant planning history: -

- P2008/1471 Single storey extension to provide lounge and four bedrooms, approved 08-JAN-09.
- P2006/0502 Change user condition to unrestricted C2 use nursing residential home to include any client category, approved 18-KUL-06.

CONSULTATIONS

Gwaun Cae Gurwen Community Council - no response received.

The **Authority's Head of Engineering & Transport (Highways Section)** – identified concerns, which are outlined within the 'Parking and Access Requirements and Impact on Highway Safety' section of this report.

The **Authority's Head of Engineering & Transport (Drainage Section)** - raised no objection subject to conditions and identified that SAB approval would be required.

The **Authority's Biodiversity Unit** - provided a HRA Screening Report for the application and advised that the application should be refused.

Dwr Cymru Welsh Water - requested the inclusion of standard conditions and advisory notes if the Local Planning Authority were minded to grant planning consent.

Natural Resources Wales – raised concerns regarding the location of the proposal within a Marine Special Area of Conservation (SAC) catchment.

The **Lead Local Flood Authority** - identified concerns and requested the submission of a Drainage Statement and Flood Consequences Assessment.

The **Authority's Contaminated Land Officer** - no objection subject to conditions.

The **Mining Remediation Authority** - no objection subject to conditions and advisory notes.

The **Authority's Arborist** - no objection subject to conditions.

Glamorgan Gwent Archaeological Trust - no objection.

CADW - no response received.

The **Authority's Environmental Health (Housing) Officer** - no response received.

REPRESENTATIONS

Councillor Sonia Reynolds & Councillor Sarah Thomas - queried the consultation as the proposal is situated within a nitrates area and would lead to an increase in the number of bedrooms.

The neighbouring properties were consulted via letter on the 9th of October 2025.

A site notice was also displayed on the 9th of October 2025.

In response, to date, no representations have been received.

REPORT

The Well-being of Future Generations Act (Wales) 2015 places a duty on the Council to take reasonable steps in exercising its functions to meet its sustainable development (or wellbeing) objectives. This report has been prepared in consideration of the Council's duty and the "sustainable development principle", as set out in the 2015 Act. In reaching the recommendation set out below, the Council has sought to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.

National Planning Policy:

[**Future Wales: The National Plan 2040**](#) is the national development framework, setting the direction for development in Wales to 2040. The development plan sets out a 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 wellbeing of our communities.

The following policies are of particular relevance to the assessment of this application:

Policy 4 – Supporting Rural Communities

Policy 8 – Flooding

Policy 9 – Resilient Ecological Networks and Green Infrastructure

[Planning Policy Wales \(Edition 12, February 2024\)](#) outlines the Welsh Government's commitment to the importance of 'places' and 'place-making', the importance of using previously developed land wherever possible in preference to greenfield sites, and the recognition of the health and wellbeing related benefits by creating a sense of place and improving social cohesion. PPW 12 confirms that the environmental components of places are intrinsically linked to the quality of the built and natural environment and contribute to the health and wellbeing of the people who live, work and play there. It emphasises the importance of creating sustainable communities and reducing reliance on the private car as part of a package of measures to reduce the country's carbon footprint and help tackle the climate emergency.

The following guidance is of particular relevance in the assessment of this planning application:

3.9 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.

3.10 In areas recognised for their particular landscape, townscape, cultural or historic character and value it can be appropriate to seek to promote or reinforce local distinctiveness. In those areas, the impact of development on the existing character, the scale and siting of new development, and the use of appropriate building materials (including where possible sustainably produced materials from local sources), will be particularly important.

3.14 Site and context analysis should be used to determine the appropriateness of a development proposal in responding to its surroundings. This process will ensure that a development is well integrated into the fabric of the existing built environment. The analysis process will highlight constraints and opportunities presented by existing settlement structure and uses, landscape, biodiversity, water environment, movement, infrastructure, materials and resources, soundscape and built form which will need to be considered when formulating proposals.

3.60 Development in the countryside should be located within and adjoining those settlements where it can best be accommodated in terms of infrastructure, access, habitat and landscape conservation. Infilling or minor extensions to existing settlements may be acceptable, in particular where they meet a local need for affordable housing or it can be demonstrated that the proposal will increase local economic activity. However,

new building in the open countryside away from existing settlements or areas allocated for development in development plans must continue to be strictly controlled. All new development should be of a scale and design that respects the character of the surrounding area.

5.6.6 ... Whilst the protection of the open countryside should be maintained wherever possible, the expansion of existing businesses located in the open countryside should be supported provided there are no unacceptable impacts.

6.2.12 A green infrastructure statement should be submitted with all planning applications. This will be proportionate to the scale and nature of the development proposed and will describe how green infrastructure has been incorporated into the proposal. In the case of minor development this will be a short description and should not be an onerous requirement for applicants. The green infrastructure statement will be an effective way of demonstrating positive multi-functional outcomes which are appropriate to the site in question and must be used for demonstrating how the step-wise approach (Paragraph 6.4.15) has been applied.

6.4.42 Permanent removal of trees, woodland and hedgerows will only be permitted where it would achieve significant and clearly defined public benefits. Where individual or groups of trees and hedgerows are removed as part of a proposed scheme, planning authorities must first follow the step-wise approach as set out in paragraph 6.4.15. Where loss is unavoidable developers will be required to provide compensatory planting (which is proportionate to the proposed loss as identified through an assessment of green infrastructure value including biodiversity, landscape value and carbon capture). Replacement planting shall be at a ratio equivalent to the quality, environmental and ecological importance of the tree(s) lost and this must be preferably onsite, or immediately adjacent to the site, and at a minimum ratio of at least 3 trees of a similar type and compensatory size planted for every 1 lost.

PPW12 is supported by a series of more detailed [Technical Advice Notes](#) (TANs), of which the following are of relevance: -

- Technical Advice Note (TAN) 5: Nature Conservation and Planning.
- Technical Advice Note (TAN) 12: Design.
- Technical Advice Note (TAN) 15: Development, Flooding & Coastal Erosion.
- Technical Advice Note (TAN) 18: Transport.
- Technical Advice Note (TAN) 23: Economic Development.
- Technical Advice Note (TAN) 24: The Historic Environment.

Local Planning Policies

The Local Development Plan for the area comprises the [Neath Port Talbot Local Development Plan](#) which was adopted in January 2016, and within which the following policies are of relevance:

Strategic Policies

- **Policy SP3** Sustainable Communities
- **Policy SP14** The Countryside and the Undeveloped Coast
- **Policy SP15** Biodiversity and Geodiversity
- **Policy SP16** Environmental Protection
- **Policy SP20** Transport Network
- **Policy SP21** Built Environment and Historic Heritage

Topic Based Policy

- **Policy SC1** Settlement limits
- **Policy EN5** Conversion and Extension of Existing Building in the Countryside.
- **Policy EN6** Important biodiversity and geodiversity sites.
- **Policy EN7** Important Natural Features
- **Policy EN8** Pollution and Land Stability
- **Policy TR2** Design and Access of New development
- **Policy BE1** Design

Supplementary Planning Guidance:

The following SPG is of relevance to this application: -

- [Parking Standards \(October 2016\)](#)
- [Pollution \(October 2016\)](#)
- [Design \(July 2017\)](#)
- [Biodiversity and Geodiversity \(May 2018\)](#)
- [The Historic Environment \(April 2019\)](#)

Screening Report for Nutrient Inputs in Relation to Marine Special Areas of Conservation (SACs) and Protected Areas (SPAs)

The application site is located within a Marine Special Area of Conservation (SAC) catchment.

Within their consultation response, Natural Resources Wales identified that they have concerns regarding the location of the proposal within a Marine Special Area of Conservation (SAC) catchment, and provided the following observations with regard to impacts on nutrient sensitive SACs:

“NRW has published updated conservation advice (Regulation 37 advice) for marine Special Areas of Conservation (SACs) and Special Protection Areas (SPAs). The discharge from the proposed development would be within a river catchment for the Burry Inlet Inner of the Carmarthen Bay and Estuaries SAC. The marine water body has been identified as having ecological features sensitive to high levels of nutrients, where

elevated levels of nitrogen have been recorded and a biological response to this observed. Increases in nitrogen discharges in freshwater catchments draining to the marine water body may contribute to the failure of the site to meet its conservation objectives. In line with our Advice to planning authorities for planning applications affecting nutrient sensitive Special Areas of Conservation under the Habitats Regulations, Planning Authorities must consider the impact of proposed developments on water quality within these SAC catchments. In the first instance, we refer you to the section titled 'What development proposals are unlikely to increase nutrient levels within a river SAC?'. Please note that this advice is equally applicable to marine SACs. If having considered that Advice, your Authority is satisfied that this development should be screened out as not likely to have a significant effect, we would raise no further concerns in respect of nutrient impacts. If it is not possible to screen the development out, an Appropriate Assessment should be undertaken, and we should be re-consulted. If insufficient information is provided to demonstrate that there will be no adverse effect, we would object to this planning application".

A Habitats Regulation Assessment (HRA) Screening Report has been prepared by Neath Port Talbot Borough Council to evaluate whether the proposed project is likely to have a significant effect, alone or in combination, on marine Special Areas of Conservation (SACs) and Special Protection Areas (SPAs) relevant to NPT (and that of neighbouring counties), in accordance with the Conservation of Habitats and Species Regulations 2017 (as amended).

This screening formed the initial stage of the HRA process and determined if a full Appropriate Assessment (AA) would be required. In undertaking this screening, the Authority has considered the most recent conservation advice and updated marine condition assessments published by Natural Resources Wales (NRW) in June 2025, which identify a number of marine SAC features in Wales as being in unfavourable condition, partly due to nutrient enrichment and associated water quality pressures.

As set out in the interim advice letter published on the 25th of July by Natural Resources Wales. The condition assessments showed that the nutrient sensitive features in Pembrokeshire Marine, Carmarthen Bay and Estuaries and Cemlyn Bay Special Areas of Conservation (SAC) areas are in unfavourable condition for Dissolved Inorganic Nitrogen and biological indicators (phytoplankton and opportunistic macroalgae) related to nutrient enrichment. Water bodies in marine SACs where features are in unfavourable condition due to current evidence of both chemical and biological failure are:

- Milford Haven Inner (Pembrokeshire Marine SAC)
- Burry Inlet Inner (Carmarthen Bay and Estuaries SAC)
- Cemlyn Lagoon (Cemlyn Bay SAC)

The HRA screening exercise undertaken by the Local Authority ensures that decision-making remains precautionary and consistent with legal requirements, proportionate to risk, and informed by the best available scientific evidence and conservational advice.

This application has been screened in accordance with Natural Resources Wales' interim advice to Chief Planners dated 25th July 2025 and it has been concluded that a full HRA Screening and Appropriate Assessment is required but is unable to be undertaken at this stage due to a lack of appropriate data. Therefore, the conclusion of this assessment is that a likely significant effect cannot be ruled out, and as such the granting planning permission would be unlawful. The development therefore conflicts with Technical Advice Note (TAN) 5: Nature Conservation and Planning (2009), Natural Resources Wales 'Advice to Planning Authorities for Planning Applications Affecting Nutrient Sensitive Special Areas of Conservation', the Conservation of Habitats and Species Regulations 2017 (as amended), and the duty under the Environment (Wales) Act 2016.

Issues

Having regard to the above, the main issues to consider in this application relate to the principle of development, together with the impact on the visual amenity of the area, the amenities of neighbouring residents, highway safety, biodiversity, trees, flooding, drainage, contaminated land, coal and archaeology.

Principle of Development

The application site is located outside settlement limits as defined within the Neath Port Talbot Adopted Local Development Plan and is therefore classed as being located within the open countryside. There is a presumption against development in the open countryside, though there are some exceptions. Policy SC1 of the Neath Port Talbot Adopted Local Development Plan lists the circumstances under which development would be permitted outside settlement limits. One exemption is criterion 3, which states *"it constitutes the small-scale expansion of an existing business"*. The application site is an established residential nursing home, and the development is intended to provide additional accommodation to expand the existing use. As such, it is considered that the proposal would accord with Policy SC1 of the Neath Port Talbot Adopted Local Development Plan.

Impact on Visual Amenity

The core placemaking and good design principles of Planning Policy Wales are embodied within Policy BE1 of the Neath Port Talbot Local Development Plan, which states development proposals will only be permitted where it is evident that the relevant criteria set out within the policy can be satisfied, this includes but is not limited to the following:

"1. It complements and enhances the character and appearance of the site, building or area in terms of siting, appearance, scale, height, massing and elevation treatment;

2. It respects the context of the site and its place within the local landscape, including its impact on the important arterial gateways into the County Borough, its effects on townscape and the local historic and cultural heritage and it takes account of the site topography and prominent skylines or ridges;

3. It utilises materials appropriate to its surroundings and incorporates hard and soft landscaping and screening where appropriate.

The design of the proposed extensions are considered to be in keeping with that of the main nursing home building present within the application site. The scale of the development relative to the application site dictates that the extensions would appear as sympathetic additions, which would not constitute an overdevelopment of the site. Furthermore, the siting of the extensions relative to the existing building dictates that views of the development would be limited from a public vantage point and as such it is not considered that either of the proposed extensions would become incongruous features within the site context. The development is therefore considered to accord with criterion 1 & 2 of Policy BE1.

In addition to the above, whilst it is noted that the application site is located outside settlement limits defined within Policy SC1 of the Neath Port Talbot Adopted Local Development Plan, given the siting and scale of the proposed extensions relative to the existing building, it is not considered that the proposal would result in the loss of openness which is characteristic of a countryside setting. This further accords with criterion 1 & 2 of Policy BE1.

The proposed use of materials are again considered to be in keeping with the building already present within the application site. The development is therefore considered to accord with criterion 3 of Policy BE1 of the Neath Port Talbot Local Development Plan.

Impact on Residential Amenity

The property to the west of the application site is Glan Garnant House, which comprises of a 6-bedroom home and three no. purpose-built flats located within its extensive grounds, all of which provide 24-hour support to adults with autism, physical disabilities and complex needs.

The western side elevation of the larger of the two proposed extensions to Glan Garnant care home would sit parallel to the rear elevation of Glan Garnant House. Whilst it is noted that the application site sits at an elevated position relative to the property to the west, given that a separation distance of 7.1m would be retained between the nearest point of the proposed development and Glan Garnant House, it is not considered that a detrimental overbearing impact would arise. Any potential overbearing impact is considered to be further diminished by the fact that whilst the rear elevation of Glan Garnant House does contain windows serving a mix of habitable and non-habitable rooms, the floor plans obtained from previous planning permissions granted for Glan Garnant House indicate that each habitable room is also served by

secondary windows contained within the side elevations of the building, which do not have an outlook over the proposed extension. With regard to privacy, whilst it is noted that the western elevation of the proposed extension would accommodate four window openings, these would be high level windows serving the hallway, which is a non-habitable space. As such, it is not considered that any loss of privacy or overlooking impact would occur as a result of the larger of the two proposed extensions.

The smaller of the two proposed extensions, intended to provide additional staff and laundry space would be of a limited scale and would be largely screened from the occupiers of Glan Garnant House by the existing boundary treatment which separates the respective grounds. It is therefore not considered that any detrimental overbearing, overshadowing or overlooking issues would arise as a result of this aspect of the development.

Taking the above into account, it is not considered that the development as a whole would have a detrimental impact upon the residential amenity of the occupiers of the adjacent property. The development is therefore considered to accord with Policy BE1 of the Neath Port Talbot Adopted Local Development Plan.

Parking and Access Requirements and Impact on Highway Safety

Policy TR2 identifies that proposals will only be permitted where the development does not compromise the safe, effective and efficient use of the highway network and where appropriate levels of parking are provided. This policy is supplemented by more detailed highway design requirements as set out in the Council's Adopted Parking Standards Supplementary Planning Guidance (SPG).

The Council's Parking Standards Supplementary Planning Guidance requires residential nursing homes to be provided with 1 space per resident staff, 1 space per 3 non-resident staff, and 1 space per 4 beds to serve visitors. A site plan has been submitted in support of this application which seeks to demonstrate that the application property is served by 28 parking spaces. Following the addition of the proposed extension, the development would add a further 4 rooms to the residential home, taking the total number of bedrooms to 43. Based upon the number of bedrooms, the number of visitor parking spaces required to satisfy the supplementary planning guidance would be 11. No information on existing and proposed staff numbers have been provided to date and as such an accurate calculation of the number of spaces required to satisfy the Supplementary Planning Guidance cannot be made.

The Authority's Head of Engineering & Transport (Highways Section) were consulted as part of the application process, and identified the following concerns:

1. *"Vehicular visibility accessing and egressing the site is very poor and below current standards. Please could the existing visibility splays be provided on a drawing, with any improvements that can be made within the red line boundary to improve visibility at this location."*

2. *Parking space 28 would not be achievable on site, as there is not a suitable passing distance between the parked car and concrete footpath.*
3. *All parallel bays should be a minimum of 6m x 2.4m, the increase in length is to allow parallel parking to be achieved when there are other vehicles parked in the adjoining bays.*
4. *Please provide the staffing numbers for the care home to ensure that the number of parking spaces that are required are being met, there will be a need to include the additional spaces for the proposed extension”.*

The aforementioned concerns were raised with the agent who was subsequently given the opportunity to provide the additional information requested. However, to date, no further information has been provided.

Points 2 & 3 raised by the Highways Officer indicates that the existing parking provision as indicated on the submitted plans isn't sufficient in scale and layout to accommodate the 28 spaces as shown. Without clarification of the staffing numbers (both residential and non-residential) for the care home the application fails to demonstrate that sufficient off-street parking provision could be provided onsite.

With regard to the first point raised by the Highways Authority, whilst it is noted that the existing access is established, given that the proposed development would result in an intensification of the existing use through the expansion of facilities, and no evidence has been provided to demonstrate that the proposal would not result in an increase in trip generation, the application as submitted fails to provide sufficient evidence that it would not compromise the safe, effective and efficient use of the highway network, and would not have an adverse impact upon highway safety.

The application as submitted subsequently fails to accord with the requirements of TAN18 and of Policies SP20, TR2 and BE1 of the Neath Port Talbot Adopted Local Development Plan.

Biodiversity / Ecology

As identified above, Policies EN6 and EN7 of the Local Development Plan will be of relevance insofar as there is a need to ensure any impacts on biodiversity/ natural features are appropriately assessed and, where applicable, mitigated.

Planning Policy Wales (PPW) 12 sets out that; the quality of the built environment should be enhanced by integrating green infrastructure into development through appropriate site selection and use of creative design. With careful planning and design, informed by an appropriate level of assessment, green infrastructure can embed the benefits of biodiversity and ecosystem services into new development and places, help

to overcome the potential for conflicting objectives, and contribute to health and well-being outcomes.

PPW 12 states that A green infrastructure statement should be submitted with all planning applications. This should be proportionate to the scale and nature of the development proposed and should describe how green infrastructure has been incorporated into the proposal. In the case of minor development this should be a short description and should not be an onerous requirement for applicants. The green infrastructure statement should be an effective way of demonstrating positive multi-functional outcomes which are appropriate to the site in question and must be used for demonstrating how the step-wise approach (Paragraph 6.4.15 of PPW 12) has been applied.

A Green Infrastructure Statement has been submitted in support of this application which proposes a scheme of biodiversity enhancement in the form of installing 1 no. bat box and 1 no. bird box on the proposed development. Whilst the submitted statement does not address the proposed removal of two small fruit trees, which is detailed within the submitted tree survey, it is noted that this matter could be addressed through the inclusion of an appropriately worded condition requiring a scheme of replacement planting (in accordance with the ratio requirements set out with Planning Policy Wales Edition 12) to be submitted and implemented onsite.

A bat survey was submitted in support of the planning application which established that the building is not currently being used by bats as a roosting place and has negligible potential for future use by bats based on the lack of roosting spaces available.

Within their consultation response, Natural Resources Wales noted that the information submitted in support of the application has identified that bats are unlikely to be using the application site and therefore they had no comments to make on the application as submitted in respect of bats.

Trees

There are a number of trees present within the redline boundary of the application site, a number of which are located within relatively close proximity to the proposed development. In support of the application, the applicant has provided a tree survey to BS5837:2012 standards. The Authority's Arborist was consulted as part of the application process and provided the following observations:

"Based on the document titled "Arboricultural Report – Glangarnant Care Home" prepared by Stephen Lucocq (ArbTS Ltd), the trees present on and adjacent to the site do not represent a barrier to development, provided that the recommendations and protection measures outlined in the report are followed in full.

The tree survey identified six records in total, comprising five individual trees and one woodland area. Of these, five trees were classified as Category C (low quality, optional

for retention) and one woodland area as Category B (moderate quality, desirable for retention).

The Arboricultural Impact Assessment (AIA) concluded that only two small, low quality fruit trees (Category C) are to be removed, which does not pose a constraint to development. The remaining trees, including the woodland area, can be retained without significant long-term impact, as long as the Root Protection Areas (RPAs) are respected and protective fencing is installed and maintained throughout the construction phase.

The report provides a detailed Arboricultural Method Statement and Tree Protection Plan, which must be treated as sacrosanct. These include pre-construction planning, fencing installation, contractor briefings, and post-construction remedial actions. If these measures are implemented precisely and supervised by a qualified arboriculturist, the development can proceed without compromising tree health or the site's amenity value. Therefore, it is recommended that the development be approved with a condition that all tree protection and management protocols outlined in the report are adhered to in full".

The conditions recommended by the Authority's Arborist are set out as follows:

- Condition 1 – Adherence to Arboricultural Report

The development hereby approved shall be carried out in full accordance with the details and recommendations contained within the Arboricultural Report titled "Arboricultural Report – Glangarnant Care Home" prepared by Stephen Lucocq (ArbTS Ltd).

Reason: To ensure the protection and long-term retention of trees on and adjacent to the site in accordance with BS5837:2012the site in accordance with BS5837:2012

- Condition 2 – Root Protection Areas (RPAs)

Prior to the commencement of any development (including demolition, groundworks, or site clearance), the Root Protection Areas (RPAs) identified in the approved Tree Protection Plan shall be protected by the installation of tree protective fencing and exclusion zones. These shall be installed in the locations and to the specifications set out in the report and shall remain in place for the duration of the construction works.

No excavation, level changes, storage of materials, or vehicular access shall take place within the RPAs unless otherwise agreed in writing by the Local Planning Authority following consultation with the Council's Arboricultural Officer.

Within five working days of installation, photographic evidence and a brief written confirmation of the protective measures shall be submitted to the Local Planning

Authority. Further evidence of continued compliance may be requested at key stages of the development, particularly prior to any changes in site layout or construction phase.

Reason: To prevent damage to the root systems of retained trees and ensure their continued health and contribution to local amenity.

Flood risk

A search of the site constraints has identified that the application site is situated within Natural Resources Wales (Flood Map for Planning) Surface Water and Small Watercourse Flood Zone 2. The Flood Map for Planning also identifies the application site to be at risk of flooding and within Flood Zone 2 and 3 (Rivers).

Natural Resources Wales were consulted as part of the application process and offered the following advice with regard to flood risk:

“The planning application proposes or highly vulnerable development. The Flood Map for Planning identifies the application site to be at risk of flooding and very partly within Flood Zone 2 and 3 Rivers. Given the limited extent of flood risk and the location of flood risk shown to be affecting the application site (and in the absence of a flood consequences assessment) we consider the proposals could be acceptable, subject to the developer being made aware of the potential flood risks to these areas”.

The Lead Local Flood Authority identified concerns within their consultation response and stipulated that a Flood Consequences Assessment would need to be submitted in accordance with TAN15.

No Flood Consequences Assessment has been submitted with this planning application to date. As such, it is considered that the proposed development fails to demonstrate that the consequences of flooding can be acceptably managed over the lifetime of the development and would not accord with the Guidance within TAN15: Development and Flood Risk. As such, the Authority is taking a precautionary approach to Decision Making that the application should be recommended for refusal on flooding grounds.

Drainage

Dwr Cymru Welsh Water were consulted as part of the application process and provided the following consultation response:

“Firstly, with respect to the submitted application form and accompanying plans, we acknowledge that the development proposes to discharge foul and surface water flows to the sewer and sustainable drainage system respectively.

The proposed development site is located in the catchment of a public sewerage system which drains to Garnswllt Wastewater Treatment Works (WwTW). We have

considered the impact of foul flows generated by the proposed development and concluded that flows can be accommodated within the public sewerage system.

Turning to surface water drainage, as of 7th January 2019, this proposed development may be subject to Schedule 3 of the Flood and Water Management Act 2010. In the event this proposed development amounts to a total impermeable area of 100sqm or more, approval of Sustainable Drainage Systems (SuDS) features will be required in accordance with the 'Statutory standards for sustainable drainage systems – designing, constructing, operating and maintaining surface water drainage systems'. In this instance, we offer no objection to proposals for disposal of surface water flows into a sustainable drainage system in principle, subject to consultation and agreement with the regulatory body or riparian owner of this system.

*Accordingly, if you are minded to grant planning consent for the above development, we would request that the following **Condition and Advisory Notes** are included within the consent to ensure no detriment to existing residents or the environment and to Dwr Cymru Welsh Water's assets:*

Condition

No surface water from any increase in the roof area of the building /or impermeable surfaces within its curtilage shall be allowed to drain directly or indirectly to the public sewerage system.

Reason: *To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.*

Advisory Notes

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 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.

In accordance with Planning Policy Wales (Edition 12) and Technical Advice Note 12 (Design), the applicant is advised to take a sustainable approach in considering water supply in new development proposals, including utilising approaches that improve water efficiency and reduce water consumption. We would recommend that the applicant liaises with the relevant Local Authority Building Control department to discuss their water efficiency requirements.

As of 7th January 2019, this proposed development may be subject to Schedule 3 of the Flood and Water Management Act 2010. In the event this proposed development amounts to a total impermeable area of 100sqm or more, approval of Sustainable Drainage Systems (SuDS) features will be required in accordance with the 'Statutory standards for sustainable drainage systems – designing, constructing, operating and maintaining surface water drainage systems'. It would therefore be recommended that the developer engage in consultation with Neath and Port Talbot Council, as the determining SuDS Approval Body (SAB), in relation to their proposals for SuDS features. Please note, Dwr Cymru Welsh Water is a statutory consultee to the SAB application process and will provide comments to any SuDS proposals by response to SAB consultation.

The planning permission hereby granted does not extend any rights to carry out any works to the public sewerage or water supply systems without first having obtained the necessary permissions required by the Water industries Act 1991”.

The proposal has also been assessed by the Authority's Head of Engineering and Transport (Drainage Section), who raised no objection subject to the inclusion of the following conditions on any given consent:

- 1. “Should any springs or ground water seepage be encountered the on site works in that area shall cease until a scheme for collection and disposal of the water has been submitted to and approved in writing by the Local Planning Authority. No ground water shall ever be discharged into the proposed drainage scheme.*
- 2. There must be no interference, alteration or diversion of any ditch, watercourse, stream or culvert or bordering the site, without prior consultation and agreement with the Authority.*
- 3. Unless otherwise agreed in writing by the Local Planning Authority, foul water and surface water discharges shall be drained separately from the site.*
- 4. No surface water or Land drainage run-off shall be allowed to connect, either directly or indirectly, to the public sewerage system unless otherwise approved in writing by the Local Planning Authority.*

5. *Adequate provision shall be made for the drainage of the site, to ensure that the drainage of any adjoining land is not interrupted or otherwise adversely effected by the development during the lifetime of construction.*

The Authority's Drainage Section also identified the need for SAB approval prior to any work commencing and have requested the inclusion of an informative note with relevant advice / information on the SAB process.

While it is acknowledged that surface water disposal for such developments is dealt with via separate legislation, Technical Advice Note 15 (Development, Flooding and Coastal Erosion) advises that where planning permission is sought prior to SAB approval, the applicant will be expected to provide a Drainage Statement as part of the planning application. The Drainage Statement should outline how it is proposed to integrate SuDS into the scheme, to provide the planning authority with confidence the scheme incorporates SuDS appropriately and is subsequently likely to obtain SAB approval.

TAN 15 states that inadequate Drainage Statements and flawed drainage arrangements may be a reason for a planning authority to refuse a planning application. In this instance, no Drainage Statement has been provided in support of the application to demonstrate how surface water would be sustainably drained, which the Lead Local Flood Authority have identified as a concern within their consultation response.

In light of the above, it is considered that the proposed development would be contrary to advice within TAN 15.

Contaminated Land / Coal

The application site lies partially within a high-risk coal area and a contaminated land consultation zone.

The Authority's Contaminated Land Officer was consulted as part of the application process and raised no objection. Within their response they provided the following observations:

"The Desk Study and Preliminary Risk Assessment Report (ref:ESP.9366.4376), dated June 2025, relating to potential contamination issues at the site above, has been reviewed. I have the following comments regarding its content: The report satisfactorily meets the requirements for a Phase I contaminative study, as it is signed, dated and contains: relevant information and evidence of background information for the site and surrounding area; a detailed conceptual site model (CSM); and a preliminary risk assessment identifying and assessing potential contaminant linkages. Reviews of historic maps and background checks have identified plausible pollutant pathways. As the CSM highlights potentially active pollutant linkages, the report includes recommendations for further site investigations to assess the extent of any potential contamination at the site. I recommend that the land contamination conditions LC01, LC03, LC04 and LC05 be attached to any approval granted. Once a contaminated land

report assessing the site for this application has been received and reviewed, the attached condition may be considered for discharge.

Recommended Conditions:

LC01 - Site Investigation - Prior to the commencement of work on site a scheme to assess the nature and extent of any contamination on the site, and confirmation of whether or not it originates on the site shall be submitted to and agreed in writing with the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons in accordance with the following document:- Land Contamination: A Guide for Developers (WLGA, WAG & EAW, July 2006) and shall be submitted as a written report which shall include:

~~(i) A desk top study to identify all previous uses at the site and potential contaminants associated with those uses and the impacts from those contaminants on land and controlled waters. The desk study shall establish a 'conceptual site model' (CSM) identifying all plausible pollutant linkages to be assessed.~~

(ii) a survey of the extent, scale and nature of contamination; (iii) an assessment of the potential risks to: • human health, • ground waters and surface waters • adjoining land, • property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes, • ecological systems, • archaeological sites and ancient monuments;

(iv) an appraisal of remedial options, and proposal of the preferred remedial option(s).

Reason: To ensure that information provided for the assessment of the risks from land contamination to the future users of the land, neighbouring land, controlled waters, property and ecological systems is sufficient to enable a proper assessment.

LC03 – Remediation Strategy - Prior to the commencement of work on site a remediation scheme to bring the site to a condition suitable for the intended use by removing any unacceptable risks to human health, buildings, other property and the natural and historical environment shall be prepared and submitted to and agreed in writing with the Local Planning Authority. The scheme shall include all works to be undertaken, proposed remediation objectives, remediation criteria and site management procedures. The measures proposed within the remediation scheme shall be implemented in accordance with an agreed programme of works.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

LC04 - Verification Report - Prior to beneficial use of the proposed development commencing, a verification report which demonstrates the effectiveness of the agreed remediation works carried out in accordance with condition (Please insert the condition number requiring remediation to be carried out) shall be submitted to and agreed in writing with the Local Planning Authority.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

LC05 - Unexpected Contamination - *In the event that contamination is found at any time when carrying out the approved development that was not previously identified, work on site shall cease immediately and shall be reported in writing to the Local Planning Authority. A Desk Study, Site Investigation, Risk Assessment and where necessary a Remediation Strategy must be undertaken in accordance with the following document:- Land Contamination: A Guide for Developers (WLGA, WAG & EAW, July 2006). This document shall be submitted to and agreed in writing with the Local Planning Authority. Prior to occupation of the development, a verification report which demonstrates the effectiveness of the agreed remediation, shall be submitted to and agreed in writing with the Local Planning Authority.*

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off site receptors.”

The Mining Remediation Authority (formerly known as the Coal Authority) were also consulted as part of the application process and provided the following response:

“The application site falls within the defined Development High Risk Area.

The Coal Authority records indicate that within the application site and surrounding area there are coal mining features and hazards, which need to be considered in relation to the determination of this planning application, specifically probable shallow coal mine workings associated with a thick coal seam outcrop.

Voids and broken/disturbed ground associated with such workings can pose a risk of ground instability and may give rise to the emission of mine gases.

The Coal Authority notes the supporting Desk Study and Preliminary Risk Assessment dated June 2025 prepared for the proposed development by Earth Science Partnership Ltd, which accompanies the application. This report has been informed by an appropriate range of sources of information.

Having reviewed the available evidence, the report author considers that there is currently a risk to the proposed development from possible shallow coalmine workings. Accordingly, recommendations have been made that in order to mitigate the risk, intrusive ground investigations are required. The findings of the intrusive site investigations should inform any remedial / mitigatory measures that may be required to ensure that the site is suitable for the development proposed.

The intrusive site investigations should be designed and undertaken by competent persons and should be appropriate to assess the ground conditions on the site in order to establish the coal-mining legacy present and the risks it may pose to the development and inform any remedial works and/or mitigation measures that may be necessary.

Mine Gas

It should be noted that wherever coal resources or coal mine features exist at shallow depth or at the surface, there is the potential for mine gases to exist. These risks should always be considered by the LPA. The Planning & Development team at the Coal Authority, in its role of statutory consultee in the planning process, only comments on gas issues if our data indicates that gas emissions have been recorded on the site. However, the absence of such a comment should not be interpreted to imply that there are no gas risks present. Whether or not specific emissions have been noted by the Coal Authority, local planning authorities should seek their own technical advice on.

SUDS

It should be noted that where SUDs are proposed as part of the development scheme consideration will need to be given to the implications of this in relation to the stability and public safety risks posed by coal mining legacy. The developer should seek their own advice from a technically competent person to ensure that a proper assessment has been made of the potential interaction between hydrology, the proposed drainage system and ground stability, including the implications this may have for any mine workings which may be present beneath the site.

Coal Authority Recommendation to the LPA

The Coal Authority concurs with the recommendations of the Desk Study and Preliminary Risk Assessment that coalmining legacy potentially poses a risk to the proposed development and that intrusive site investigation works should be undertaken prior to development in order to establish the exact situation regarding coal mining legacy issues on the site. Accordingly, the Coal Authority recommends the imposition of the following conditions:

- 1. No development shall commence until;*
 - a) a scheme of intrusive investigations has been carried out on site to establish the risks posed to the development by past coal mining activity, and;*
 - b) any remediation works and/or mitigation measures to address land instability arising from coal mining legacy, as may be necessary, have been implemented on site in full in order to ensure that the site is safe and stable for the development proposed.*

The intrusive site investigations and remedial works shall be carried out in accordance with authoritative UK guidance.

2. Prior to the occupation of the development, or it being taken into beneficial use, a signed statement or declaration prepared by a suitably competent person confirming that the site is, or has been made, safe and stable for the approved development shall be submitted to the Local Planning Authority for approval in writing. This document shall confirm the methods and findings of the intrusive site investigations and the completion of any remedial works and/or mitigation necessary to address the risks posed by past coal mining activity.

The Coal Authority therefore **has no objection** to the proposed development **subject to the imposition of the conditions to secure the above**. This is our recommendation for condition wording. Whilst we appreciate that you may wish to make some amendment to the choice of words, we would respectfully request that the specific parameters to be satisfied are not altered by any changes that may be made.

Please include as informative notes for applicants on any planning permission granted:

1 – Ground Investigations

Any intrusive activities which disturb or enter any coal seams, coal mine workings or coal mine entries (shafts and adits) requires a Mining Remediation Authority Permit. Such activities could include site investigation boreholes, excavations for foundations, piling activities, other ground works and any subsequent treatment of coal mine workings and coal mine entries for ground stability purposes. Application forms for Mining Remediation Authority permission and further guidance can be obtained from The Mining Remediation Authority's website at: www.gov.uk/get-a-permit-to-deal-with-a-coal-mine-on-your-property What is a permit and how to get one? – GOV.UK (www.gov.uk)

2 – Shallow Coal Seams

In areas where shallow coal seams are present caution should be taken when carrying out any on site burning or heat focused activities. To check your site for coal mining features on or near to the surface the Coal Authority interactive map viewer allows you to view selected coal mining information in your browser graphically. To check a particular location either enter a post code or use your mouse to zoom in to view the surrounding area".

Archaeology

Glamorgan Gwent Archaeological Trust were consulted as part of the application process and provided the following response:

“We have reviewed the detailed information contained on your website. We have consulted the information contained in the Historic Environment Record (HER), which shows that the application is immediately adjoining Glan Garnant Farmstead. The record notes this site as a potential historic farmstead identified as part of GGAT and Cadw’s Historic Farmsteads project, visible on Second Edition OS mapping. The application is for a proposed extension to accommodate 4 additional bedrooms, a lounge area, to the ground floor, office space to the attic and additional space to staff room and laundry room to the lower ground floor. We note the submitted documents, and a review of the historic ordnance survey mapping shows that the existing building was constructed during the late 1990s/early 2000s. The OS mapping also shows that the earlier adjacent buildings have also been modified. Aerial photography also shows the redevelopment of the application area, and it is considered that the area of the proposed extension has been disturbed from past development and landscaping activities. Therefore, it is considered due to the relatively limited scale of the proposed works and within an area that has been disturbed from previous development, that it is unlikely that significant archaeological remains or deposits will be encountered during the course of the works. As a result, there is unlikely to be an archaeological restraint to this proposed development. Consequently, as the archaeological advisors to your Members, we have no objections to the positive determination of this application. The record is not definitive, however, and features may be disturbed during the course of any work in the area. In this event, please contact this division of the Trust.”

Other Matters

Within their consultation response, Natural Resources Wales advised that their comments relate to matters which are included on their consultation topics list and that they do not rule out the potential for the proposed development to affect other environmental interests that are not included on this list. They subsequently advise the applicant that, in addition to planning permission, it is their responsibility to ensure they secure all other permits/consents/licences relevant to their development and direct them to refer to their website for further details. This can be included as an informative note on any given consent.

CONCLUSION

The decision to refuse planning permission has been taken in accordance with Section 38 of The Planning and Compulsory Purchase Act 2004, which requires that, in determining a planning application the determination must be in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises Future Wales - the National Plan 2040 and the Neath Port Talbot Local Development Plan (2011–2026) adopted January 2016.

The proposal fails to demonstrate that the proposed development is not likely to lead to adverse impacts on the Burry Inlet Inner of the Carmarthen Bay and Estuaries SAC. The proposal therefore fails to safeguard this European marine site and does not deliver sustainable development, contrary to Technical Advice Note (TAN) 5: Nature

Conservation and Planning (2009), Natural Resources Wales 'Advice to Planning Authorities for Planning Applications Affecting Nutrient Sensitive Special Areas of Conservation', the Conservation of Habitats and Species Regulations 2017 (as amended) and the duty under the Environment (Wales) Act 2016.

It is also considered that there has been insufficient evidence submitted to conclude that the development would not compromise the safe, effective and efficient use of the highway network, and would not have an adverse impact upon highway safety. The application also fails to demonstrate that the consequences of flooding can be acceptably managed over the lifetime of the development, nor has it been demonstrated, through the submission of an appropriate drainage statement, that the proposed development is capable of appropriately integrating SuDS into the scheme. Accordingly, the proposed development fails to demonstrate compliance with Policies SP16, SP20, SP21, TR2, EN8, and BE1 of the Adopted Neath Port Talbot Local Development Plan, or the requirements of TAN18, TAN15 and Planning Policy Wales.

It is further considered that the decision complies with Future Wales - the National Plan 2040, specifically Policies 4 (Supporting Rural Communities), 8 (Flooding), & 9 (Resilient Ecological Networks and Green Infrastructure) and the Council's well-being objectives and the sustainable development principle in accordance with the requirements of the Well-being of Future Generations (Wales) Act 2015.

RECOMMENDATION

Refused

Subject to the following conditions/reasons, which have been imposed for the reasons stated:-

- 1 The discharge from the proposed development would be within a river catchment for the Burry Inlet Inner of the Carmarthen Bay and Estuaries SAC, which has been identified as having ecological features sensitive to high levels of nutrients, where elevated levels of nitrogen have been recorded and a biological response to this observed. It has been concluded that a full HRA Screening and Appropriate Assessment is required but is unable to be undertaken at this stage due to a lack of appropriate data. As a result, it has not been established that the development would prevent further deterioration of water quality or ensure compliance with the conservation objectives of the Burry Inlet Inner of the Carmarthen Bay and Estuaries SAC. In the absence of such evidence, a conclusion of no adverse effect on the integrity of the SAC cannot be reached. The proposal is therefore contrary to Technical Advice Note (TAN) 5: Nature Conservation and Planning (2009), Natural Resources Wales 'Advice to Planning Authorities for Planning Applications Affecting Nutrient Sensitive Special Areas of Conservation', the Conservation of Habitats and Species Regulations 2017 (as amended), and the duty under the Environment (Wales) Act 2016.
- 2 The application as submitted fails to provide sufficient evidence that it would not compromise the safe, effective and efficient use of the highway network, and would not have an adverse impact upon highway safety or create unacceptable levels of traffic generation. The application subsequently fails to demonstrate compliance with the requirements of TAN18 and of Policies SP20, TR2 and BE1 of the Neath Port Talbot Adopted Local Development Plan.
- 3 The application has failed to demonstrate that the development is justified in this location and that the consequences of flood risk can be managed to an acceptable level. Accordingly, the Local Planning Authority adopts a precautionary approach to decision making. For this reason, the application is considered contrary to Policy BE1 of the Adopted Neath Port Talbot Local Development Plan, TAN15, Future Wales Policy 8 (Flooding), and Planning Policy Wales (Edition 12).
- 4 The application has not demonstrated, through the submission of an appropriate Drainage Statement, that the proposed development is capable of appropriately integrating SuDS into the scheme, and has therefore failed to demonstrate that surface water can be appropriately and sustainably managed at the site, whilst avoiding surface water flooding impacts to the property and third party land. The proposal is therefore contrary to Technical Advice Note 15: Development, Flooding and Coastal Erosion and contrary to Policies SP16 and EN8 of the Neath Port Talbot Adopted Local Development Plan.

Case Officer

Daisy Tomkins

Telephone No. 01639 686747

Date of Recommendation 26th May 2026