

Bridgend Local Development Plan 2018-2033

Statement of Common Ground, Porthcawl Waterfront Strategic Regeneration Site

Between

Bridgend County Borough Council

and

Natural Resources Wales

Statement Date: 31 August 2022



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1 Introduction

- 1.1 This is a joint statement produced by Natural Resources Wales (NRW) and Bridgend County Borough Council (BCBC) to address deliverability and flood risk issues in relation to the proposed Porthcawl Waterfront regeneration allocation (RLDP Policy PLA1) in the Bridgend Replacement Local Development Plan (RLDP). This statement clarifies Porthcawl and Newton's designation as a TAN15 Defended Zone.

2 Natural Resources Wales statutory duties and involvement in the planning process

- 2.1 Natural Resources Wales are a 'statutory consultee' in the plan process and are committed to supporting the delivery of sustainable development by working closely and proactively with key partners and customers to protect and enhance the environment and help direct development to the most appropriate locations.

3 Technical Advice Note 15: Development and Flood Risk - update

- 3.1 Technical Advice Note 15 Development, flooding and coastal erosion (TAN15) provides a framework to adopt a risk-based approach in respect of new development in areas at risk of flooding and coastal erosion. TAN15 was introduced in 2004 by the Welsh Government. It is technical guidance related to development planning and flood risk using a sequential characterisation of risk based on the Development Advice Map (DAM). An update to TAN15, which is supported by the FMfP, was initially released in September 2021 for implementation from December 2021. However, on the 24th November 2021 Welsh Government suspended the implementation of the new TAN15 until 1st June 2023. The Bridgend Strategic Flood Consequences Update (2022) SFCA has been prepared in accordance with the updated TAN15 and associated FMfP due to be implemented from June 2023.

4 Background context to Porthcawl Waterfront Regeneration Site

- 4.1 Porthcawl is a coastal community in the west of Bridgend County Borough. It plays a strategic role as a focus point for services, transport and community activity. It also plays an important role as a leisure and tourism destination. The RLDP and Porthcawl Placemaking Strategy seeks to channel regeneration-led growth to Porthcawl, through redevelopment of its waterfront, to capitalise on the town's role as a seaside and tourist destination (refer to Bridgend destination action plan 2018-2022). The town centre is seen as an integral element in the retail sector, providing an important focus for retailing and services for residents.
- 4.2 Porthcawl Waterfront is an underutilised, brownfield site occupying a prominent seafront position at the south of the town extending from Trecco Bay caravan site and

Rhych Point in the east to the existing harbour and town centre to the west, it is currently occupied by a variety of land uses including the former Council owned Sandy Bay Caravan Site, a fairground, a harbour, open space/recreation facilities and Salt Lake Car Park. The site is located within 6.4km (4 miles) of junction 37 of the M4 and is connected by the A4229. The A4106 links Porthcawl to Bridgend (via the A48) which is approximately 11-12km (7-8 miles) to the east. The Trecco Bay Holiday Park is immediately adjacent to the eastern boundary of the site, and cements Porthcawl as a strategically significant tourist destination in South Wales.

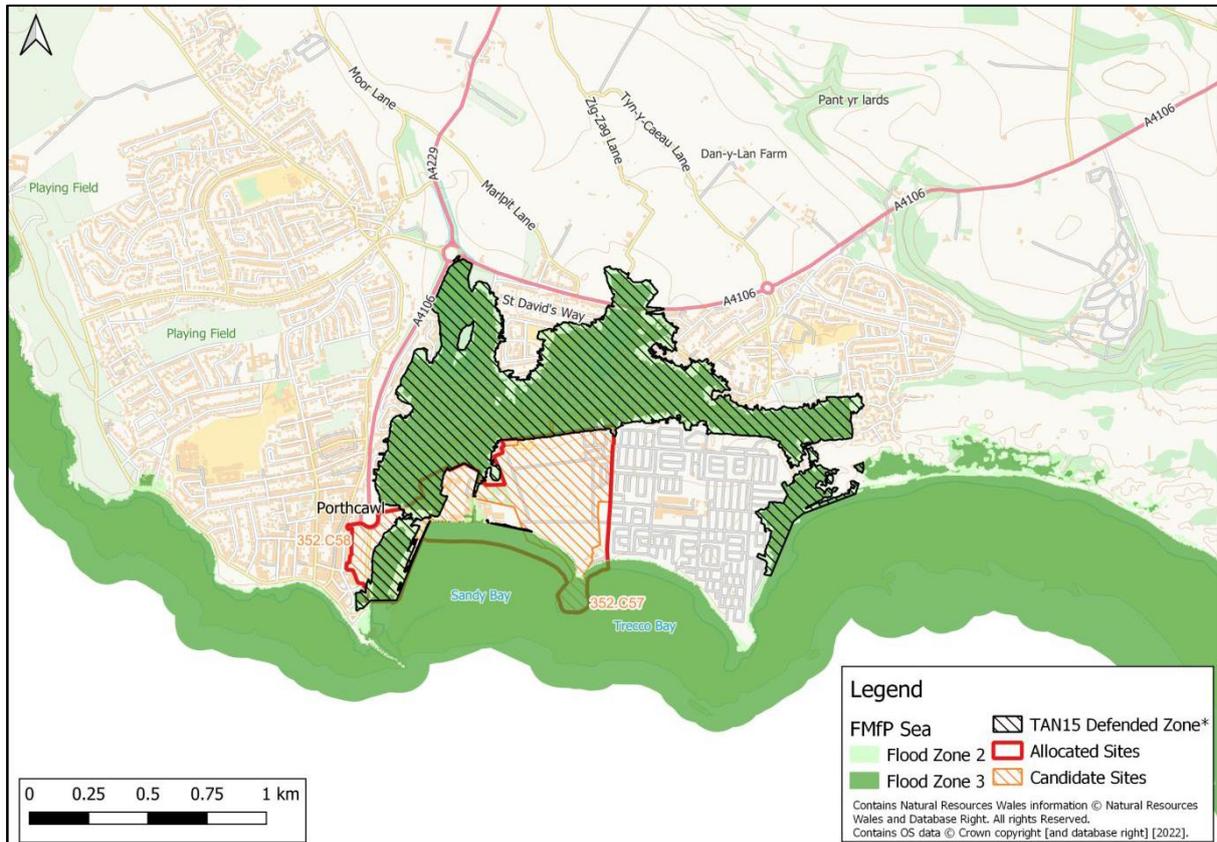
- 4.3 Porthcawl Waterfront is currently allocated for mixed-use development within the existing adopted Local Development Plan (2013) and has been a longstanding regeneration-led development proposal. This allocation is also supported by adopted Supplementary Planning Guidance (SPG), referred to as the “Seven Bays Project – Porthcawl Waterfront SPG”. The site is proposed for re-allocation within the Replacement LDP (2018-2033) as a comprehensive, regeneration-led, mixed-use development. The site has been subject to robust re-assessment of its sustainability, deliverability and viability credentials in the same manner as all other candidate sites. A significant body of evidence has been compiled to support and justify the re-allocation of this brownfield site (refer to RLDP accompanying technical documents).
- 4.4 The Replacement Local Development Plan RLDP seeks to deliver circa 1,100 homes (including 30% affordable housing), a new one form entry Welsh medium primary school, a four-classroom block extension at the existing English medium primary school, a new food store, leisure facilities, a bus terminus, recreation facilities, public open space, plus appropriate community facilities and commercial uses.

5 Background context - flooding issues in Porthcawl

- 5.1 The primary risk of flooding to Porthcawl is tidal which is expected to increase with sea level rise as a result of climate change. The main tidal flow path is shown to be along the Eastern promenade through the centre of the settlement to the area behind New Road. Much of this area is in Flood Zone 3, including a large number of existing residential and commercial properties, Porthcawl Primary School, and public facilities including Awel-y-mor community centre. There is another flow path and smaller area of flooding in Newton, along Beach Road to St John’s Drive. The Shoreline Management Plan (SMP) for Porthcawl is to hold the line for the next 50 years, with no active intervention planned in Newton beyond 20 years. SMP2 Policy 7.3 Rhych Point to Porthcawl Point (Sandy Bay) States that the vision for the next 50 years is to continue to manage the risk of coastal erosion and flooding to Porthcawl, therefore the policy is to hold the line through maintaining and upgrading existing defences, including extending defences over the relict dunes along the eastern shore of Sandy Bay, subject to the availability of public funding for coastal erosion and flood risk management and obtaining the necessary consents, licences and approvals. There are not expected to be impacts on the wider shoreline as Sandy Bay is bounded by the Western Breakwater and the resistant headland at Rhych Point. Defence improvements would be undertaken as part of the future development of Sandy Bay including the eastern promenade, Porthcawl Harbour and Western Breakwater.

5.2 Most of Porthcawl and Newton are protected by existing coastal flood defences that protect existing property against a 1in200year tidal event, in the present day. This is not currently (July 2022) recognised in the Flood Map for Planning as in its first iteration not all local authority flood defence assets were picked up. As a result, BCBC recently submitted to NRW and had approved, a flood map challenge (Appendix 1) to attribute a TAN15 Defended Zone to most of Porthcawl and Newton. This new Defended Zone will be included in the November 2022 update of the Flood Map for Planning (FMfP), and as such is recognised in the SFCA (Strategic Flood Consequences Assessment) update (2022) prepared to support the RLDP.

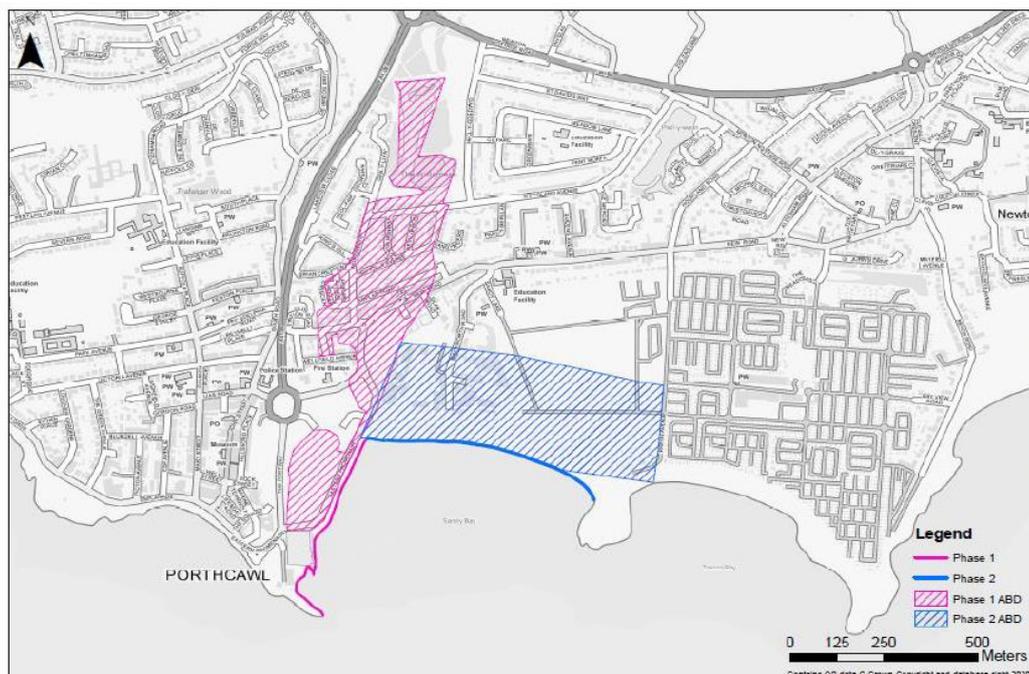
5.3 All types of otherwise appropriate development may take place in a TAN-15 Defended Zone, if they are able to demonstrate that it is acceptable in accordance with the acceptability criteria.



Map 1: Porthcawl FMfP Sea. *Pending November 2022 update.

5.4 As a result of predictions of future tidal flood risk in Porthcawl, BCBC is progressing with development of the Porthcawl Flood Defence Scheme. Once completed in late 2022, this scheme is designed to maintain for most areas of the town the current standard of flood protection for the next 100 years. This shall enable more favourable assessments of the Acceptability Criteria for development in the Defended Zone.

- 5.5 The flood defence scheme is expected to protect most areas for the next 100 years to a minimum of a 0.5% AEP (Annual Exceedance Probability) standard of protection. The flood frequency requirement of the Acceptability Criteria is therefore likely to be met as a result of these defence improvements. A risk of flooding may remain in the 0.1% AEP over the next 100 years, but this will be significantly reduced by the flood defences.
- 5.6 A detailed TUFLOW model was undertaken by BCBC in 2019 and can be requested to provide further information on flood risk in the area.
- 5.7 The Porthcawl Defence Scheme has been developed to be delivered in two phases. Phase 1 (Eastern Promenade) will protect the Salt Lake area and existing development to the north. This phase of the scheme will consist of the following measures:
- a) Repair and maintenance to the Western Breakwater to safeguard the structural integrity of the structure.
 - b) Strengthen and raise the existing parapet wall to reduce the risk of wave overtopping along Eastern Promenade.
 - c) Minor management measures to preserve the Sandy Bay relict dunes.
 - d) Installation of rock armour to protect the neck of Rhych Point.
- 5.8 Phase 2 (Coney Beach) will consist of flood and coastal erosion measures along the Coney Beach frontage to safeguard and enhance the existing flood protection to the frontage provided by the existing ad-hoc revetment. Phase 1 & 2 are expected to be finished by the end of 2022. The areas expected to benefit from the two phases of the Porthcawl Flood Defence scheme are shown in the figure below.



Map 2: Proposed areas benefiting from defences following coastal works

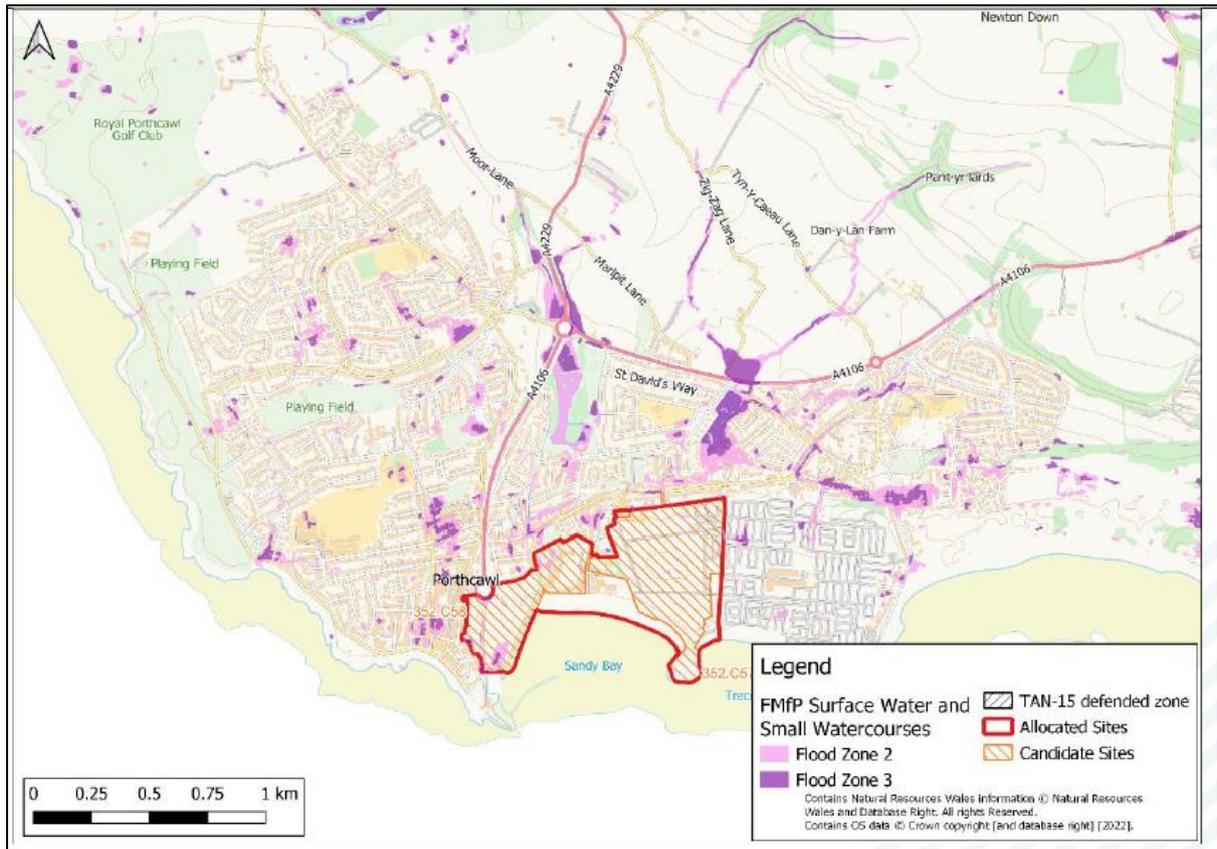
6 Updated Strategic Flood Consequences Assessment (2022)

- 6.1 Considering the revised TAN15 and publication of the FMfP, BCBC commissioned JBA Consulting to update its SFCA.
- 6.2 The updated SFCA (2022) sets out the context that the current allocated development site boundary includes significant areas of the coastal foreshore which is located in Flood Zone 3. Furthermore, the Porthcawl Regeneration Site encompasses the tidal flow paths through the Eastern Promenade car park and Mackworth Road, resulting in much of the western side of the site located in Flood Zones 2 and 3 hence the RAG (red, amber, green) rating of Amber. However, most areas of proposed redevelopment are located within the TAN-15 Defended Zone (excluding the existing arcade building) (FMFP to be updated in November), with areas outside of the Defended Zone consisting of the beach at Sandy Bay. All otherwise appropriate development is acceptable in a TAN-15 Defended Zone, if they are able to demonstrate that it is acceptable in accordance with the acceptability criteria.
- 6.3 The SFCA update (2022) concludes that the flood defence scheme should protect the site to a minimum of a 0.5% AEP standard of protection, including climate change for predictions for 100 years, hence the site will meet the flood frequency requirements. The site is therefore expected to be safe to develop, subject to a detailed Flood Consequences Assessment being produced for each individual planning application and careful flood resilient design.

Risk of Flooding from Surface Water

- 6.4 The FMfP Surface Water and Small Watercourses indicates that the Porthcawl area is generally not susceptible to surface water flooding with the majority of flood risk areas located in Flood Zone 2. Notable areas of surface water flood risk include:
- a) An area of ponding on agricultural land north of Nottage Road at its junction with Zig Zag lane. From this point surface water continues to flow in a southerly direction towards residential areas south of the Nottage Road, towards the north of Porthcawl.
 - b) Ponding to the north of Nottage Road at its junction with the A4229, where an unnamed watercourse is culverted beneath the highway junction.
 - c) Ponding where the watercourse flows south into the Wilderness Lake. The Bridgend PFRA identifies two incidents of surface water flooding in this area in October 1998 and December 2000.
 - d) There are two records for historic flooding on Marlpit Lane (October 1998 & December 2000), although the surface water flood map shows no areas of susceptibility on Marlpit Lane.
 - e) A small preferential flow path can be seen along St John's Drive and Mayfield Avenue in an East West direction, towards the eastern extent of Porthcawl, affecting several residential properties. The Bridgend PFRA identifies one incident of surface water flooding in this location in October 1998.

- f) Surface water and small watercourse flooding may be caused by tide locking of outfalls; a risk not well captured by current broadscale mapping techniques and exasperated by future sea level rise.

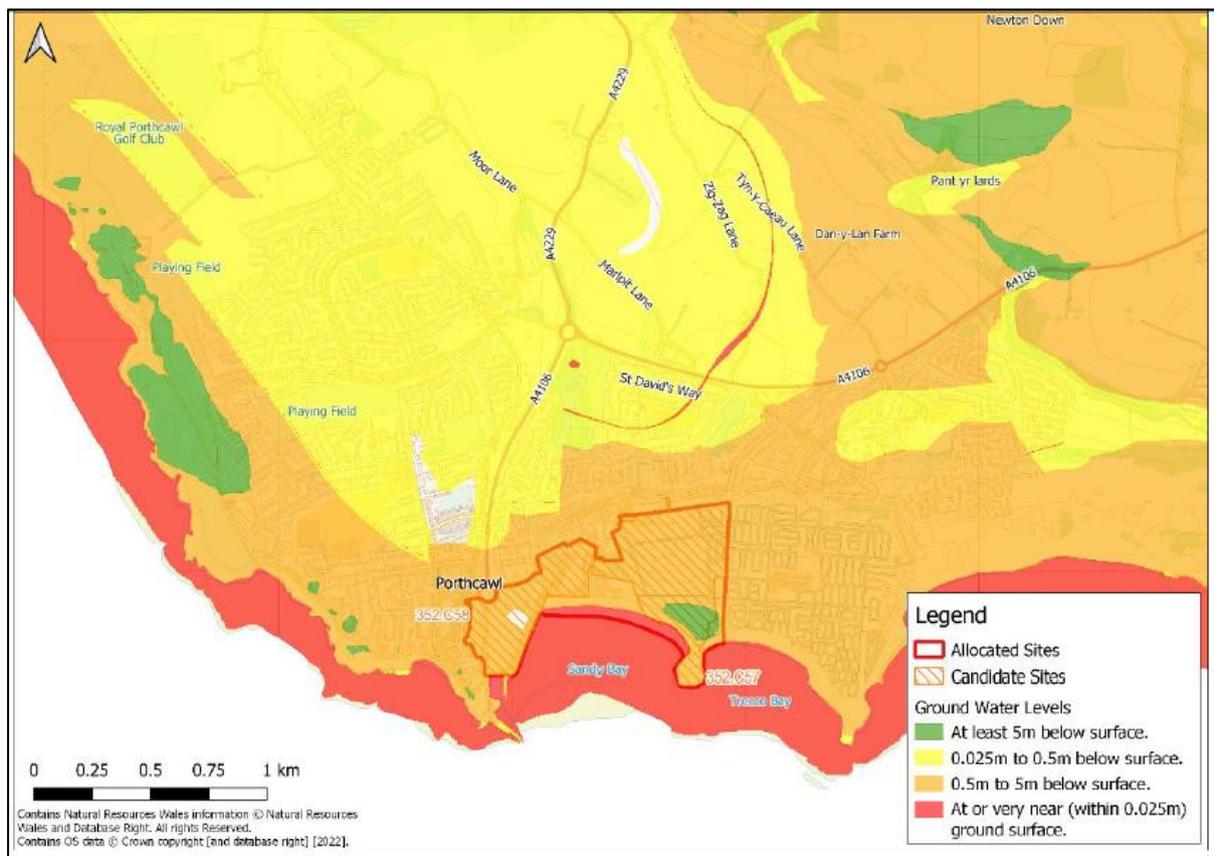


Map 3: Porthcawl FMfP Surface Water and Small Watercourses

- 6.5 The site has a several small areas located in Flood Zones 2 and 3 of the FMfP surface water and small watercourses, including The Porthway, the southern extent of the Eastern Promenade car park and Griffin Park tennis courts. However, the SFCA update (2022) concludes that it is anticipated that surface water on this site should be relatively easily managed through the use of SuDS techniques and good design. The design of these systems will need to consider the potential of periods of tide locking.

Risk of flooding from Groundwater

- 6.6 Groundwater levels below Porthcawl are predominantly between 0.5 and 5m below the surface. Groundwater levels in areas to the north and east of Porthcawl are significantly higher, between 0.025m and 0.5m below the surface.



Map 4: Porthcawl Groundwater

- 6.7 Groundwater across Porthcawl Regeneration Site is between 0.5m and 5m of the ground surface and is not expected to pose a significant risk to development.
- 6.8 In terms of other sources of Flood Risk there are no significant reports of sewer flooding recorded. DCWW will be consulted on a site-specific basis to confirm the hydraulic capacity of the sewer system. Also, no artificial sources of flood risk have been identified for this area.
- 6.9 Additional Detailed Flood Consequence Assessment
- 6.10 The SFCA update (2022) concludes that although the majority of Porthcawl is protected by formal defences, these reduce the risk of flooding rather than eliminating it. The residual effects and consequences of flooding should also be considered in a detailed Flood Consequence Assessments accompanying any future planning application. This includes consideration of defence failure, wave overtopping, tide locking and surface water flooding.

7 Conclusion

- 7.1 Most of Porthcawl and Newton are protected by existing coastal flood defences that protect existing property against a 1in200year tidal event, in the present day. Whilst

this is not currently (July 2022) recognised in the Flood Map for Planning BCBC recently submitted to NRW and had approved, a flood map challenge to attribute a TAN15 Defended Zone to most of Porthcawl and Newton. This new Defended Zone will be included in the November 2022 update of the Flood Map, and as such is recognised in the SFCA update (2022) prepared to support the RLDP.

- 7.2 In addition to the above, it is considered the Porthcawl Flood Defences Scheme, should ensure the Porthcawl Waterfront Regeneration site can be developed in compliance with the following requirements of the future revised TAN15. As such it is appropriate to reallocate this site, with detailed consideration of flood consequences influencing scheme design at planning application stage.

8 Areas of agreement

8.1 All parties to this Statement of Common Ground agree:

- a) Porthcawl and Newton are defined as a TAN15 Defended Zone. This new Defended Zone will be included in the November 2022 update of the Flood Map for Planning.
- b) As per the recommendations in the SFCA update (2022) residual effects of flooding should also be considered in a detailed Flood Consequence Assessments accompanying any future planning application. This includes consideration of defence failure, wave overtopping and tide locking.
- c) The Porthcawl Waterfront Regeneration Site (Policy reference PLA1) is considered appropriate for reallocation in the Bridgend RLDP.

Signatories

Bridgend County Borough Council

Richard Matthams
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Signature: 

Date: 31.08.2022

Natural Resources Wales

Gemma Beynon
Development Planning Team Leader

Signature: 

Date: 01.09.2022