

<b>PLANNING COMMITTEE</b> <b>REPORT OF THE ASSISTANT HEAD OF DEPARTMENT</b>	<b>DATE: 02/02/2026</b>
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**Number: 1**

**Application Number:** **C25/0686/11/LL**

**Date Registered:** **22/09/25**

**Application Type:** **Full**

**Community:** **Bangor**

**Ward:** **Bangor**

**Proposal:** **Proposal to erect up to 48 dwellings and associated development**

**Location:** **Cae Incline Fields, Bangor, LL57 4HP**

**Summary of the**

**Recommendation:** **TO APPROVE SUBJECT TO CONDITIONS**

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## **1 Description:**

1.1 This is a full application for 48 dwellings on a site earmarked for residential development (Site T4) within the Anglesey and Gwynedd Joint Local Development Plan together with associated development. All residential units would be affordable units.

1.2 The proposal includes:

- Construction of 48 dwellings (comprising 34 houses and 14 flats), along with their associated garden areas;
- Improving access with the A5 to pedestrians and vehicles and creating a network of internal paths and associated parking spaces;
- Improving the footway connection to the bus stop on the western boundary of the site;
- Creating play areas;
- Soft and hard landscaping;
- Installation of foul water and surface water drainage to serve the development, including a pumping station.

1.3 The development would consist of the following mix of units:

- 8 x 1 bedroom flats
- 6 x 2 bedroom flats
- 5 x 2 bedroom bungalows
- 1 x 3 bedroom bungalow (assisted living)
- 13 x 2 bedroom two-storey houses
- 12 x 3 bedroom two-storey houses
- 2 x 4 bedroom two-storey houses
- 1 x 5 bedroom two-storey house

1.4 All buildings would either be single- or two-storey and it is proposed that the development would assimilate with the typical local character, retaining traditional roof and window forms on a domestic scale whilst providing architectural interest through a variety of forms, materials and details of the buildings.

The proposed external materials (some of which will be provided for approval) are:

- Off-white render;
- Stone features on the gables of the buildings;
- Timber cladding for use on some buildings at first-floor level as a traditional soft finish;
- Welsh Slate for the roofs;
- Energy efficient white UPVC double-glazed windows;
- Porches with pitched roofs and some bay windows to reflect the local context.

1.5 This is a grassland site on the outskirts, but within the development boundary, of the City of Bangor opposite the city's Crematorium. The site lies within the Dyffryn Ogwen Landscape of Outstanding Historic Interest and adjacent to the Scheduled Ancient Monument CN 415 of the Penrhyn Quarry Railway which also forms part of the World Heritage Site. The surrounding grounds nearby Penrhyn Castle are also a Grade II\* Registered Park. A grade II listed building, "Incline Cottage", is near the eastern boundary of the site. The Coed Cegin Wildlife Site is immediately north of the site.

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1.6 It was confirmed that the applicant had undertaken a pre-application consultation in accordance with Article 1 of the Town and Country Planning Act (Development Control Procedure) (Wales) (Amendment) 2016, as the proposal is a development that is defined as major by the Welsh Government (more than 10 dwelling houses).

1.7 The information submitted for consideration as part of the application includes:

- Plan for completion of archaeological survey
- Heritage Impact Statement
- Bat activity surveys
- Initial Ecological Assessment
- Results of Cofnod environmental information audit
- Green Infrastructure Statement
- Transport statement
- Water Conservation Strategy
- Construction Environmental Management Plan
- Construction Traffic Management Plan
- Pollution Prevention Plan
- Noise Impact Assessment Report
- Affordable Housing Statement
- Planning Statement
- Community and Language Statement
- Pre-application Consultation Report

## **2. Relevant Policies:**

2.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and paragraph 2.1.2 of Planning Policy Wales emphasise that planning decisions should be in accordance with the Development Plan, unless material considerations indicate otherwise. Planning considerations include National Planning Policy and the Local Development Plan.

2.2 The Well-being of Future Generations (Wales) 2015 places a duty on the Council to take reasonable steps in exercising its functions to meet the 7 well-being goals within the Act. 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, 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.

### **2.3 Anglesey and Gwynedd Joint Local Development Plan 2011-26, adopted 31 July 2017**

PS 1: The Welsh Language and Culture

PS 2: Infrastructure and Developer Contributions

ISA 1: Infrastructure provision

ISA 5: Provision of open spaces in new housing developments

PS 4: Sustainable transport, development and accessibility

TRA 2 : Parking standards

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TRA 4: Managing transport impacts

PS 5: Sustainable development

PS 6: Alleviating and adapting to climate impacts

PCYFF 1: Development boundaries

PCYFF 2: Development criteria

PCYFF 3: Design and place-shaping

PCYFF 4: Design and landscaping

PCYFF 6: Water conservation

PS 16: Housing provision

PS 17: Settlement Strategy

TAI 1: Housing in the Sub-regional Centre and the Urban Service Centres

TAI 8 An appropriate mix of housing

TAI 15: Affordable housing threshold and distribution

PS 19: Conserve and where appropriate enhance the natural environment

AMG 5: Local biodiversity conservation

PS 20: Preserving and where appropriate enhancing heritage assets

AT1: Conservation areas, world heritage sites and registered landscapes, parks and historic gardens

AT 4: Protection of undesignated archaeological sites and settings

Supplementary Planning Guidance (SPG): Affordable housing

Supplementary Planning Guidance: (SPG): Housing Mix

Supplementary Planning Guidance (SPG): Maintaining and Creating Distinctive and Sustainable Communities

Supplementary Planning Guidance (SPG): Open spaces in new housing developments

Supplementary Planning Guidance (SPG): Planning Obligation

## 2.4 National Policies:

Future Wales: The National Plan 2040

Planning Policy Wales (Edition 12, February, 2024)

Technical Advice Note 2: Planning and Affordable Housing

Technical Advice Note 18: Transportation

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Technical Advice Note 20: Planning and the Welsh Language

Technical Advice Note 24: The Historic Environment.

### **3. Relevant Planning History:**

3.1 C20/1030/11/LL - Construction of 66 dwellings (to include 13 affordable homes, new access and associated works: Withdrawn 13/03/23

### **4. Consultations:**

Community/Town Council: No response received

Transportation Unit: Parking

There are several errors in the parking plan, therefore, we advise the applicant to re-examine the parking situation of the houses.

- Parking Spaces 23 and 28 - we will not accept roadside parking spaces; parking should face in a forward direction to the road rather than along the side of the road as proposed in the application.
- Parking Spaces 29, 30, 31, 32 – two parking spaces are required for two-bedroom flats in accordance with parking guidelines.

#### Impact on the Highway Network

The road connecting to the site is a 40mph road and the applicant has confirmed that vehicles travel southwards on average (85th percentile) of 37.7mph therefore, the visibility of 90 metres to the north is acceptable in accordance with the guidelines, and visibility to the south is also standard.

The proposed plans include a site access of 5.5m width and a radius of 10m, with the roads within the site being 4.8m wide and 2m footpaths being acceptable.

We agree with the assessment of the need for a 'Ghost island right-turn lane' for the site as the road is a class 1 road, that the limit is 40mph and that the number of traffic movements meet the DMRB's guidance for the need for a 'Ghost lane'.

#### Footpaths

The authority will not adopt the number of footpaths within the site, however there may be some paths that are important for future public use. We believe that further discussions are needed for the

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identification of those paths and where responsibilities for those paths would sit in the future.

#### Walking and Cycling Links

The walking and cycling links between the site and the city of Bangor are inadequate, and the developer is not proposing any improvements to ensure that residents of the estate can walk or cycle safely into the city.

To ensure safe access to the walking network, consideration should be given to providing a crossing at the site entrance to cross the A5 Road, linking to a better quality path that would strengthen the walking network. This would enable residents to have easy access to the city, as well as create a safe route for children to attend Ysgol Glancegin in Maesgeirchen.

#### Public Transport

We welcome the intention to install a new bus shelter and widen the bus stop noted on the proposed plan; this will help to encourage residents to use Public Transport more regularly. However, we believe that more improvements need to be introduced if they really intend to promote the use of public transport.

It would be useful to have a direct link on foot from the site to the bus stop on the east side of the road. That would facilitate access for residents. Along with this, there is also a need to consider installing a new bus stop next to the crematorium and consider a safe path for residents to cross the main road.

#### Conclusion

We advise the applicant to amend the plans recognising the above concerns.

Trees Unit:

#### Comments 13/10/25

The Trees Report is generally acceptable, but the applicant was asked to move a drainage pool to avoid the roots of an ancient tree.

The development of a link path with Lôn Las Ogwen should not begin unless a complete link can be achieved – a path halfway would lead the public to a sensitive habitat.

#### Comments 15/12/25

Amended plans have responded to the concerns raised, no objection to the proposal.

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Biodiversity Unit:

This application is for the erection of up to 48 Dwellings and Associated Development. The applicant has included ecological surveys, a green infrastructure statement and biodiversity enhancements.

The applicant has consistently followed the step-wise approach of Planning Policy Wales. The development avoids an unnecessary impact on biodiversity in many ways including retaining many trees and shrubs on site and lighting design. Preserving existing trees and shrubs along with the lighting scheme should allow bats to continue to commute and forage for food in the area.

The applicant has also minimised the impact of the development on biodiversity by leaving gaps between sites with high levels of biodiversity and the development area, some hedges will be lost but several native trees and hedges will be planted across the site to compensate for this loss. Planting wildflower meadows will also facilitate a net benefit to biodiversity on the site.

Having visited the site and reviewed the surveys and the green infrastructure statement, I believe that this site will be well managed to protect wildlife and result in a net benefit to biodiversity.

Public Protection Unit:

The application has included a noise and air quality report, and the Service will respond to the reports in turn.

**Noise** The noise report produced by KP Acoustic Ltd, dated 22/9/25, with reference 30308.NIA.01 is divided into three different assessments. Assessment A - internal noise level, Assessment B: proposed fixed equipment and Assessment C - building noise.

**Noise assessment A** The Service accepts the details contained in Assessment A – noise interference to a proposed residential use. It is important that the materials chosen for the unglazed and glazed elements, as indicated by the consultant, must be verified by the supplier that the specification of the proposed windows meets the attenuation figures contained in table 5.1 and table 5.2. Building elements to be tested in accordance with the BS EN ISO 10140 series of Standards.

Section 5.3 referred to ventilation and it is essential that the applicant confirms the final ventilation design with the noise consultant to ensure that internal noise levels are not compromised. A condition such as the following may be considered: - residential developments must meet the following internal noise limits: Bedrooms (23:00 - 07:00): 30dB LAeq and 45LAmix, Living rooms (07:00 - 23:00): 35dB LAeq, Gardens and outdoor amenity areas (07:00 - 23:00): 50dB LAeq. Any mechanical ventilation equipment installed must

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meet a noise rating curve of 25.

Reason: to protect the residents in the future

Section 5.4 of the report provides mitigation measures for external areas and the Service would recommend that conditions could be imposed on these if the application was approved. - An acoustic barrier must be erected for external areas as detailed in the section of the noise report referred to KP Acoustic Ltd, dated 22/9/25, reference 30308.NIA.01.

Reason: to protect the residents in the future

#### **Assessment B – Noise from proposed fixed works ]**

The exact unit has not been selected for the development and therefore only a preliminary assessment has been undertaken. Until the proposed unit has been selected, it is difficult to be able to fully assess this section. A sound grade level has been recommended by the noise consultant which may be conditional.

- To safeguard the amenity and living conditions of neighbouring occupiers from noise pollution which may result from the development, the sound rating level (established in accordance with BS 4142:2014+A1:2019) of any plant, machinery and equipment installed or operated in connection with the development shall be designed so that it achieves a rating level which is at least 5dB below existing background levels, when measured in accordance with BS 4142:2014+A1:2019. Air Source Heat Pumps will be required to be included as part of the noise assessment.
- Once the unit has been selected along with the design and location, the applicant must conduct and submit to the authority a noise assessment that complies with BS 4142 and/or its subsequent improvements to determine whether noise resulting from development exceeds the level specified in condition 1 above. If Condition 1 is exceeded, then the survey submitted must also include mitigation measures to ensure compliance with the noise level specified in condition 1.
- Reason: to protect current and prospective residents of the area.

#### **Noise assessment C – Construction**

Building noise can have an impact on the two residential properties that are very close to this development. It is essential that good practice is implemented throughout the construction phase. We agree with the statement made by the noise consultant that the location of the noise limit in the noise sensitive property would be for the garden area and ground floor, as the work will only take place during daylight hours.

The report has implemented a noise target level of 70dB in the nearest noise-sensitive properties. The Service would have to disagree with this level. Having considered the BS5228 guidance, it states within

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BS5228 "For projects of significant size such as the construction of a new railway or trunk road, historically, there have been two methods of determining whether construction noise levels are significant or not.", then goes on to mention the two historical levels of 70dB and 75dB, which the noise consultant has used in their assessment (page 118 of BS5228-1:2009), this section of the guidance also continues to state; "the above principle has been extended over time to include a series of noise levels covering the whole period of the day/week taking into account the varying sensitivity through these periods", referring to method 1 of the ABC method and method of Example 2 – a change of 5 dB(A).

The Service considered this area to fall within category A and therefore a noise threshold of 65dB.

Due to the proximity of this development to the noise-sensitive properties, these levels must be considered, especially when the ambient noise is between 51-64dB.

Further noise mitigation must be implemented in relation to the construction phase and further steps must be taken to predict noise levels in relation to the noise threshold outlined in section E.3 Significance based on the noise change of BS5228.

- A noise barrier must be installed, and a specification must be agreed with the Local Authority following an updated noise report to specify the design and height.

### **Play Area**

It was noted that the applicant had moved the play area as suggested by the Service in the pre-consultation. However, it is also noted that a second play area has been noted on the plans submitted, located adjacent to Incline Cottage. Given the proximity of this second play area to residential properties, there is potential for noise disturbance arising from children's play activities, including shouting and general outdoor noise. To mitigate this impact, it is recommended that the applicant either

- Installs an appropriate acoustic barrier between the play area and the residential boundary to reduce noise transmission; or considers moving the second play area to a less sensitive location within the site, ideally towards the lower end of the development, away from Incline Cottage and the crematorium. These measures would help ensure that residential amenity is maintained whilst still providing adequate play provision within the development.

**Air Quality** Following a review of the air quality assessment submitted, the Service can confirm that we have no further comments to provide. The report has considered the potential impact of nitrogen oxide (NOx), including emissions from the nearby crematorium, as requested by the Service. The assessment concludes that the expected

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impact is negligible and that pollutant levels remain below the relevant Air Quality Standards.

The Service cannot give an absolute guarantee that emissions from the crematorium flue will have no impact on the proposed development. However, the findings of the Air Quality report show that any potential impact would be negligible and would remain within established air quality standards. It is important to note that 'negligible' does not mean that there will be no impact at all, but that any impact is expected to be very small.

### **Construction Hours**

In order to protect the residents of the area, any demolition and construction works should take place between the hours of 08:00-18:00 Monday - Friday, 08:00-13:00 Saturday, and not at all on Sundays and Bank Holidays. During demolition and construction works, best practice methods should be used to reduce noise and vibration from the works and consider the recommendations of 'BS5228: Control of Noise and Vibration on Construction and Open Sites.

**Drainage** It would be recommended that details of who is responsible for the maintenance of the pumping station and the drainage of the site be made clear to the Planning Authority.

**Note** The Cremation Act 1902 (Section 5) states that no crematorium shall be built closer than 200 yards to any dwelling-house (182.880m), unless permission is given by the owner of the property.

Drainage Unit (SDC)(SuDS) Have been in discussion with the application's agent, Incline Field, Bangor. We are satisfied with the information and can now offer no objections for the Planning application.

Housing  
Strategic Unit:

1	<p><b>Gwybodaeth am angen:</b> Dengys yr isod nifer o ymgeiswyr sydd yn dymuno byw yn yr ardal:-</p> <p>812 o ddewisiadau ar gofrestr Tai Teg am eiddo canolraddol</p> <p>Mae'r nifer o ymgeiswyr o'r gofrestr aros tai cyffredin am eiddo cymdeithasol ar gyfer pob ward yn ardal Bangor i'w gweld isod:</p> <table border="1" data-bbox="468 494 770 774"> <thead> <tr> <th>Ardal</th><th>Ymgeiswyr</th></tr> </thead> <tbody> <tr><td>Deiniol</td><td>382</td></tr> <tr><td>Dewi</td><td>484</td></tr> <tr><td>Garth</td><td>411</td></tr> <tr><td>Glyder</td><td>417</td></tr> <tr><td>Hendre (Bangor)</td><td>377</td></tr> <tr><td>Hirael</td><td>441</td></tr> <tr><td>Marchog</td><td>275</td></tr> <tr><td>Menai (Bangor)</td><td>387</td></tr> </tbody> </table>	Ardal	Ymgeiswyr	Deiniol	382	Dewi	484	Garth	411	Glyder	417	Hendre (Bangor)	377	Hirael	441	Marchog	275	Menai (Bangor)	387	Ffynhonnell y data:	<p><b>Sylwadau:</b></p> <p><i>** Fel all y ffigyrâu fod wedi ei dyblygu**</i></p>														
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Marchog	275																																		
Menai (Bangor)	387																																		
2	<p><b>Gwybodaeth am y math o angen:</b> Dengys yr isod nifer o ystafelloedd gwely mae'r ymgeiswyr yn dymuno:</p> <p><b>Nifer o stafelloedd gwely (perchnogi neu ran berchnogi)</b></p> <table border="1" data-bbox="468 965 928 1111"> <thead> <tr> <th>Nifer stafell gwely</th><th>Angen fel %</th><th>rhent</th><th>prynu</th></tr> </thead> <tbody> <tr><td>1 gwely / bed</td><td>10%</td><td>8%</td><td>1%</td></tr> <tr><td>2 gwely / bed</td><td>49%</td><td>32%</td><td>17%</td></tr> <tr><td>3 gwely / bed</td><td>37%</td><td>17%</td><td>20%</td></tr> <tr><td>4+ gwely / bed</td><td>4%</td><td>2%</td><td>2%</td></tr> </tbody> </table> <p><b>Nifer o stafell wely (Tim Opsiynau Tai)</b></p> <table border="1" data-bbox="468 1224 794 1385"> <thead> <tr> <th>Nifer stafell wely</th><th>Angen fel %</th></tr> </thead> <tbody> <tr><td>1 gwely / bed</td><td>35%</td></tr> <tr><td>2 gwely / bed</td><td>40%</td></tr> <tr><td>3 gwely / bed</td><td>17%</td></tr> <tr><td>4 gwely / bed</td><td>7%</td></tr> <tr><td>5 gwely / bed</td><td>1%</td></tr> </tbody> </table>	Nifer stafell gwely	Angen fel %	rhent	prynu	1 gwely / bed	10%	8%	1%	2 gwely / bed	49%	32%	17%	3 gwely / bed	37%	17%	20%	4+ gwely / bed	4%	2%	2%	Nifer stafell wely	Angen fel %	1 gwely / bed	35%	2 gwely / bed	40%	3 gwely / bed	17%	4 gwely / bed	7%	5 gwely / bed	1%	Ffynhonnell y data:	<p><i>** Fel all y ffigyrâu fod wedi ei dyblygu**</i></p>
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3	<p><b>Addasrwydd y Cynllun:</b> Ar sail y wybodaeth uchod ymddengys bod y Cynllun yn :-</p> <p><b>Cyfarch</b> angen yn yr ardal</p>		<p><i>Disgwyllir fod cynlluniau yn cynnwys 20% o tai fforddiadwy.</i></p>
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4.	<p>Petai'r Gymdeithas Tai yn partner ar gyfer y datblygiad hwn fydd angen gofyn bod yr dyluniad yr eiddo cydymffurfio gyda safon LLC (DQR)</p>		<p><i>Noder bod y cais ar ran cymdeithas dai Adra ac felly angen cydymffurfio gyda safon LLC (DQR)</i></p>
5.	<p><b>Lefel disgownt:</b></p> <p><i>Nodi'r Datganiad Tai Fforddiadwy mae bwriad i ddarparu unedau rhent cymdeithasol a chanolraddol sydd yma – nid eiddo fforddiadwy i'w prynu.</i></p>		

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Conservation Officer:

The site is located on the outskirts of the City of Bangor with several historic designations near and on the site. "Incline Cottage" is a grade II listed building along with the boundary walls of Penrhyn Castle which backs onto the site. The former Penrhyn quarry road is an ancient monument, and the Penrhyn Castle estate and Park to the rear of the site has been designated as a Historic Registered Park and Garden (HRPG). The Park also forms part of the slate industry World Heritage Site.

It must be noted that there is no objection in principle to the application, and it is felt that these revised plans are a significant improvement on the previous ones with the number reduced to enable the historical assets to be viewed and read better.

The Heritage Impact Statement notes that the inspiration for the design of the houses came from the village of Llandygai, which is a very impressive village. It is noted that the layout of the houses in a small cluster follows the pattern of the village of Llandygai but also protects the view from the "Incline Cottage" listed property off the road which is to be welcomed.

However, given the location of the site with the historic assets as a backdrop, it is felt that the proposed houses should consider the inclusion of a chimney as part of the design which would reflect more of the inspiration from the houses of the village of Llandygai, which is a traditional feature in historic locations such as this. The above Statement refers to materials in part 8.2.2 and states; -

*"A mix of render, natural stone, timber cladding, and slate roofs would be employed, to add interest and evoke traditional building practices and the character of existing structures in the vicinity – such Incline Cottage which serves as a direct precedent for the proposed material palette. This approach ensures that the proposed dwellings integrate into the surroundings, create a sense of place and continuity and respect the significances and settings of heritage assets whilst utilising contemporary building techniques and devices"*

But it is not believed that the new houses without a chimney would cope with the area or respect the old ways of building. It is recognised that these houses would be affordable housing and therefore, it is not required to consider the installation of a functional chimney, but fake/non-functional ones for aesthetic reasons only. It must be reiterated that there is no objection to the application, but to suggest improvements to the design within a site where there are so many historic designations.

It is also required to ensure that the treatment of the boundary materials between each property and the hard landscaping would cope with the area without significantly disrupting the historic layout.

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Education Department:

Enw Ysgol Cynradd	Capasit i D-BL.6	Niferoedd (Medi 2025)										Rhagamcanion Niferoedd D-BL.6 (Cyfrifiad Medi 2025)		
		M	D	1	2	3	4	5	6	Cyfansw m D-BL.6	Med i 202 6	Med i 202 7	Med i 202 8	
Glancegi n	210	2 4	2 2	2 5	2 4	2 8	2 6	3 2	3 2	189	181	173	169	

Enw Ysgol Uwchra dd	Capasi ti (BL.7 – 13)	Niferoedd (Medi 2025)										Rhagamcanion Niferoedd BL.7 - 13 (Cyfrifiad Medi 2025)		
		7	8	9	10	11	12	13	Cyfansw m	Me di 202 6	Me di 202 7	Me di 202 8		
Friars	1328	17 6	20 8	21 9	21 4	22 0	11 3	11 3	1263	127 0	126 8	125 9		
Tryfan	628	83	87	11 7	87	97	40	30	541	540	538	520		

Language  
Adviser:

<b>The linguistic risk/impact identified by the applicant:</b>	Neutral to slight positive.
<p><b>The Language Unit's brief opinion:</b></p> <p>Agree or Disagree that the document includes a fair analysis of key factors.</p> <p>Evidence to support the opinion and assessment of impact.</p> <p>Any changes required.</p>	<p>Here is a comprehensive Statement on the whole. However, there is a lack of consideration of the indirect cumulative impact. That is, how the proposed development contributes towards other developments in the Bangor area.</p> <p>Although the author has noted that Adra has confirmed the demand locally, there is no reference to numbers/data from the Housing Options Team/Tai Teg to support the exact local need in the language statement.</p> <p>Although the Statement includes an estimate of the number of potential residents (90.5), there is no suggestion of the anticipated number of children. Whilst acknowledging that the intention of the development is to meet a local need, it must be recognised that as local residents move to their new homes, their</p>

	former homes will be available for new residents to move into in due course. According to the latest statistics, 30 is the number per year for Ysgol Glancegin (the nearest primary school to the development), 227 for Ysgol Friars and 100 for Ysgol Tryfan (both of which are secondary schools).
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Welsh Water:

Latest comments 8/1/26

Propose a condition to submit and agree a Pollution Water Drainage Plan to control the impact on the public sewer. Inform of the need for a Sustainable Drainage System.

Guidelines for the developer.

The Welsh Government's Transportation Unit:

Advise that the Welsh Government as the authority of the A5 trunk road is not offering guidance in this case.

Cadw:

Expresses concern about the impact of the development on heritage assets but confirms that these concerns could be overcome by imposing conditions to ensure that the applicant:

- Submits and implements a Heritage Management Plan, including a timetable/work programme for the initial work and a long-term commitment to continue to manage the historic assets.
- Secures scheduled monument consent for the works to CN415 scheduled monument along with a timetable for the works.
- Introduces and implements a Historic Environment Interpretation Plan.

North Wales Police:

No further observations to offer.

NHS:

No response received.

Heneb (Gwynedd Archaeological Service) :

An archaeological evaluation associated with previous proposals for this site confirmed the survival of multi-period burial archaeology, from the Mesolithic period onwards. This is not so important that it deserves to be kept in place, but it is of local and regional significance and needs to be recorded. If planning permission is granted, it is recommended that the local planning authority should require a

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proportionate mitigation programme to be put in place.

Welsh Historic Gardens Trust: No response received.

Public Consultation: A notice was placed in the press and on the site, and nearby residents were informed. The advertising period has ended and no comments were received on the application.

## **5. Assessment of the material planning considerations:**

### **The principle of the development**

5.1 The site is within the Bangor development boundary as noted in the Anglesey and Gwynedd Joint Local Development Plan and has been designated under reference T4 as a site for residential development. Bangor has been identified as a Sub-regional Centre under policy TAI 1. This policy supports housing developments to meet the Plan's strategy, through housing designations and suitable windfall sites located within the development boundary, based upon the indicative provision contained in the Policy.

5.2 The T4 designation within the Plan states an estimate of 72 units for this site; however, the proposal in this case is to provide 48 units on the site which is approximately 19 units per hectare. Whilst this is significantly lower than that recommended by criterion (3) of policy PCYFF 2, which expects a density of 30 units per hectare, this policy states that a lower density could be considered where local circumstances or site restrictions require a lower density.

5.3 A previous application was received on this site for 66 units, however Cadw had significant concerns about that proposal due to the direct adverse impact that the development would have on the Scheduled Ancient Monument of Penrhyn Slate Quarry Railway and the location of Penrhyn Castle, a Grade II\* scheduled historic park and garden of national importance. This amended plan has been designed to overcome these concerns and the Planning Statement states that lower housing densities will be proposed this time to respect the value of the heritage assets that abut the site.

5.4 By recognising the points discussed above, it is considered that the principle of erecting residential units at the density proposed in this application is acceptable and consistent with the requirements of policies TAI 1 and PCYFF 2 which relate to the overall nature of the development.

### **Housing Considerations**

5.5 The indicative housing supply level for Bangor over the Joint Local Development Plan period amounts to 969 units - 393 on designated sites and 576 on windfall sites. During the period between 2011 and 2025, a total of 821 units were completed in the city and the windfall land bank i.e. sites with extant planning permission on sites not designated for housing, stood at 164 units as of April 2025.

5.6 Taking all of the above information to account, it is noted that the provision is already met through the sites in the land bank. In such circumstances, consideration will be given to the units that have been completed thus far within the lower tier, the Main Centres. Policy PS 17 in the LDP states that 53% of the housing growth will be located within the Sub-regional Centre and Urban Service Centres. A review of the situation in relation to the provision within the Sub-regional Centre and

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Urban Service Centres tier in April 2025 indicated that, based on the 2155 units foreseen in the indicative supply, that 1,317 units had been completed and that there were 297 additional units in the land bank (and expected to be completed) and 449 units on housing designations but which had not been granted planning permission. This therefore means there is a shortfall of 92 units in terms of the windfall provision within this tier.

5.7 The observations of the Planning Inspector are also noted, regarding the existing shortage of housing provision in Bangor, in an appeal decision for four flats on higher floors in another building on Bangor High Street (ref. appeal CAS-02351-T1Y3R70) when the Inspector noted:

*"5 : Strategic Policy PS 17 in the JLDP states the general approach to the location and distribution of developments within the area of the Plan, including making it compulsory for a higher proportion of new developments (53%) to happen within a settlement tier of the Sub-regional Centre and Urban Services Centre. Policy TAI 1 of the JLDP notes Bangor as the area's Sub-regional Centre where housing to meet the strategy of the Plan would be provided through housing designations and suitable windfall sites within the development boundary, based on the indicative provision.*

*7.....the housing provision foreseen in the JLDP is indicative rather than fixed. Moreover, I acknowledge that it cannot be fully guaranteed that all designated sites and windfall sites will become available."*

5.8 Given that the land is earmarked for housing and its location within the county's main populated centre, together with the fact that the proposal would contribute positively to filling the housing shortage gap within the lower tier of the Urban Service Centres, it is considered that the development would assist to meet the LDP's housing targets in a positive manner and therefore, be in line with the requirements of strategic policy PS 17 and policy TAI 1.

### **Affordable Housing**

5.9 The aim of policy TAI 15 is to seek the appropriate provision of affordable housing in developments. The proposal is for a 100% affordable housing development by a Social Housing Association with the intention of providing a mix of different tenures (e.g. social rent, intermediate affordable rent). A comprehensive Affordable Housing Statement was submitted as part of the application which clearly demonstrates that there is a real need for affordable housing in the area with high numbers in Bangor wards on waiting lists for affordable rental housing. It can be seen from the comments of the Strategic Housing Unit above that a clear need has been identified. In the case of the application, the affordable contribution exceeds the expected thresholds that would be required in an open market development of 48 units, where 9.6 affordable units would be expected in accordance with the guidance of the Supplementary Planning Guidance: Affordable Housing.

5.10 A mix of houses of varying sizes and numbers of bedrooms is proposed, comprising of 14 flats (1 and 2 bedrooms), 6 bungalows (2 and 3 bedrooms) and 29 two-storey houses (2-5 bedrooms) and their size will comply with the Welsh Development Quality Requirements and close to measurements contained in the Supplementary Planning Guidance: Affordable Housing. It is noted that this proposal would meet the need of the whole of Gwynedd. The proposed mix is considered to respond to the need identified in the waiting lists for a particular type of unit with justification and evidence included in the Affordable Housing Statement and the Housing Mix Statement. The proposal would provide a balance of units of an appropriate type to reflect demand. The size, mix and tenure are therefore considered to comply with the requirements of policies TAI 15 and TAI 8 of the LDP with proven justification.

### **Visual amenities**

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5.11 The site is located on the outskirts of Bangor on a triangular plot parallel to the A5 highway and adjacent to Bangor Crematorium. It is green agricultural land on a slope with the ground level slightly above the highway. The boundaries of the site are a mix of mature trees, hedges, the boundary wall of Penrhyn Park and a hedge and pavement near the road. Overall, it is considered that views of the development would be restricted to close locations of the A5 road.

5.12 A Heritage Statement was submitted as part of the application as the site is a sensitive location in nature, due to its proximity to several important conservation features such as Scheduled Ancient Monument CN 415, namely Penrhyn Quarry Railway, "Incline Cottage", a grade II listed building, and a World Heritage Site designation which all abut the eastern boundary of the site. The site itself is within the Dyffryn Ogwen Landscape of Outstanding Historic Interest designation and the grounds around nearby Penrhyn Castle are also a Grade II\* Scheduled Park. The Heritage Statement explains the rationale for the proposed layout and design.

5.13 The previous application for 66 was withdrawn as it was deemed that a development of that density would have a detrimental effect on heritage assets. Housing numbers have now been reduced and the submitted layout plan of the development has been designed in a manner that is more considerate of the Monuments and listed assets to the east. The houses would be located away from the assets and placed in groups allowing unobstructed views of the Penrhyn Estate wall and the listed building of Incline Cottage. Extensive open areas will be maintained near the assets and travel routes will also be included which would enable the distinction and appreciation of the old and the new.

5.14 The design of the houses is varied and standard in appearance and includes bungalows, houses and two-storey flats all with slate pitched roofs. Some of the houses would be in white render and others would have a wood cladding finish, with stone details on the most prominent visible houses. The design is considered appropriate and respects the rural/heritage context. The Conservation Officer's comments about the lack of a chimney are noted and that this would be more considerate of the characteristics of Llandygai houses. However, while desirable, it is not considered a sufficient reason to refuse the proposed design given that views from other houses are limited.

5.15 Favourable comments were received from Cadw in relation to the design principles and keeping an open space between the houses and historic assets is welcomed along with plans to improve and maintain parts of the scheduled ancient monument within the site. The proposed measures indicate that the impact of the development on the historic environment would be able to be reduced to an acceptable scale. Conditions are required to be included on any consent for a Heritage Management Plan to be submitted and implemented, including a timetable/work programme for the initial work and a long-term commitment to continue the management of the historic assets. That it is necessary to secure a scheduled monument consent for the work on the CN415 scheduled monument, together with a timetable for the work and finally the submission and implementation of a Historic Environment Interpretation Plan.

5.16 On the basis of the above, the layout, scale, design and finish of the development are considered to be appropriate to the site and respect its site context and position in the Local Registered Historic Landscape. It is therefore believed that the proposal meets the design requirements of policy PCYFF 3 of the LDP as well as the requirements of strategic policy PS 20 and policy AT 1 which require consideration to be given to the enhancement and protection of heritage assets.

### **General and residential amenities**

5.17 **Overlooking and loss of privacy** There are only two residential properties in the immediate vicinity of the application site, Nursery Cottage and Incline Cottage, and both properties are accessed via the existing vehicular entrance and a track across the field. As Nursery Cottage (south-eastern

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corner) is surrounded by mature trees, it is not considered that there would be any impact on the privacy and residential amenities of this property. As already stated, the estate has been designed to avoid disturbing the conservation features, the Scheduled Ancient Monument and the listed building of Incline Cottage and as such the residential houses have been positioned away from the property. It is considered that the distance, slope and location of the housing in the development have been arranged in such a way that it would not have an unacceptable detrimental impact on the amenities and privacy of the residents of Incline Cottage.

5.18 **Noise Disturbance** A Noise Report was received as part of the application which has addressed the internal noise levels of the proposed units, fixed equipment and construction noise. The Public Protection Service accepts the report's conclusions and notes the importance of selecting appropriate materials for the finishes, windows, ventilation and fencing to the gardens to minimise the impact of noise from the road. It is intended to install air source heat pumps for the houses but the exact units have not been selected by the developer. Therefore, Public Protection suggests that conditions be included to ensure that the heat pumps meet the appropriate noise standards and that a design and location plan should be submitted with a noise report if the application is granted. The Noise assessment includes information regarding construction hours and identifies the houses that are most sensitive to noise, suggesting that a noise barrier needs to be erected to protect Incline Cottage and PP suggests a condition to agree on the details of the barrier. Public Protection has also expressed concern about the play area located parallel to Incline Cottage, noting the potential for it to disturb the residents and recommending the installation of an acoustic barrier between the play area and the house. While the concerns are noted, it is not believed that there would be significant harm to the neighbour given the likely time periods of children using a play area in this case. The Public Protection Unit also concludes that emissions from the crematorium's flue would likely be negligible or very small on the residents of the development. Several conditions are proposed to protect the interests of the neighbouring houses which are deemed reasonable. With the proposed conditions, it is considered that the proposal would be acceptable in terms of compliance with the requirements of criterion 7 of policy PCYFF 2, which relate to the protection of the health and safety and the amenities of local occupants.

### Transport and access matters

5.19 It is proposed to use an existing agricultural access and track path course which runs across the field and serves Nursery Cottage and Incline Cottage for access to the estate. The access will need to be widened and a new estate road provided and parking spaces created and it is also proposed to provide a ghost island and extend the width of the pavements. A comprehensive Transport Statement was submitted with the application. The Transportation Unit's comments (see consultations above) confirm that the access is within the 40 miles per hour limit and is acceptable but some concerns have been raised about some elements of the proposal. A response was received from the developer to the concerns. Among the concerns was the lack of a direct link from the estate to the nearby bus stop. However, it is understood that the Design Out Crime Officer, North Wales Police has advised against providing a direct link path and a reasonable explanation has been accepted not to do so.

5.20 The main matters that need to be overcome are the two parallel parking spaces provided, the need to provide more parking spaces for the two-bedroom flats and the safe pedestrian crossing approach. The Transportation Unit's latest comments confirm their concerns regarding the safety of residents wishing to walk or cycle to the local school, to their workplace or to access wider services in Bangor town centre, and that there are concerns about the suitability to build the proposed provision to meet the relevant standards and as a result, the Transportation Unit considers that the proposed provision would not adequately meet the needs of pedestrians and cyclists. The Transportation Unit is of the opinion that it is possible to carry out work to include the provision of a pedestrian crossing in order to provide a safe route from the development towards the city centre through a s278 agreement with

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the Highways Authority; which would be linked to works in relation to the provision of a suitable access to the site; and that a plan indicating such suitable improvements can be agreed. To this end, a planning condition to agree the improvements (to include a pedestrian crossing) and its provision prior to the habitation of the dwellings is acceptable in this case.

5.21 Whilst it is recognised that the number of parking spaces for the flats does not comply with the standards, given the location of the development on the outskirts of the city of Bangor, which is an accessible location for alternative modes of transport as well as other requirements to provide open and empty spaces on site, and the agent's response to the Transportation Unit's comments confirming that census information confirms that the number of people living in flats in the area who own a car is low (60% without a car, 33% with one car and 8% with two or more cars), the number of parking spaces for the flats in this development is deemed acceptable. In terms of the parallel parking spaces, the agent is in discussion with the Transportation Unit and we understand that with minor modifications to the parking arrangement the matters could be resolved and conditioned, and a further report on this will be provided at the Committee. The Transportation Unit has confirmed that the access is acceptable and therefore, it is considered that the proposal would be able to provide a safe access to the development. The proposal is therefore considered acceptable on the basis of road safety and parking needs through appropriate conditions and complies with the requirements of Policies TRA 2 and TRA 4 of the LDP along with relevant national advice.

5.22 Policy PS 4 Sustainable transport, development and accessibility and policy PS 5 Sustainable Development of the LDP states that development will be located to reduce the need to travel by private transport and encourage opportunities for all users to travel as often as possible using alternative modes with particular emphasis on walking, cycling and the use of public transport. Given the development's location on the outskirts of Bangor, with close access to footpaths and bus stations and access to trains, the site is believed to be sustainable.

### **Biodiversity Matters**

5.23 Comprehensive information relating to the ecology and biodiversity of the site was submitted on the application including a Preliminary Ecological Evaluation, Bat Activity Survey, Cofnod Information, Green Infrastructure Statement, Construction Environmental Management Plan and landscaping plans. It is understood that there have been extensive pre-application discussions regarding these matters and it is considered that the intention is to maximise the conservation of the natural environment and retain a significant amount of green space within the site for the benefit of conservation with a biodiversity benefit as well. Policies PS 19 and AMG 5 seek to protect and/or enhance the natural environment and protect the conservation of local biodiversity. As can be seen from the Biodiversity Unit's comments, the development is considered to avoid an unnecessary impact on biodiversity by retaining several trees and shrubs and providing a lighting scheme intended to compensate for any hedges lost. On the basis of favourable comments from the Biodiversity Unit it is considered that the proposal complies with the requirements of policies PS 19 and AMG 5 together with the requirements of chapter 6 of Planning Policy Wales and the step-wise approach. Conditions can be set that the development is fully implemented in accordance with the recommendations contained in the reports.

### **Educational matters**

5.24 The relevant policy within the context of educational contributions for residential developments is Policy ISA 1 of the LDP. Consideration must also be given to the contents of the SPG: Planning

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Obligations document when discussing this application. A financial contribution may be requested to improve the associated infrastructure, facilities, services and work, when these will be necessary to make the proposals acceptable.

5.25 Using the standard methodology which considers the type of units proposed, it is estimated that a development for 6 flats (2 bedrooms) and 34 dwellings would have the potential to produce the following numbers:

- Primary School = 14 children
- Secondary School years 7-11 = 10 children
- Secondary School years 12-13 = 0.7 children

5.26 As part of the statutory consultation, confirmation was received from the Education Department that capacity was available at Ysgol Glancegin and secondary schools, Ysgol Friars and Ysgol Tryfan. Specifically:

- Ysgol Glancegin: Capacity 210 – Total September 2025 – 189. Projected numbers: September 2026 – 181; September 2027 – 173; September 2028 - 169.
- Ysgol Friars: Capacity 1328 – Total September 2025 – 1263. Projected numbers: September 2026 – 1270; September 2027 – 1268; September 2028 - 1259.
- Ysgol Tryfan: Capacity 628 – Total September 2025 – 541. Projected numbers: September 2026 – 540; September 2027 – 538; September 2028 - 520.

5.27 Having fully assessed the proposal in accordance with all relevant requirements as well as the comments of the Education Department, it is considered in this case that there is sufficient capacity within the local schools. Therefore, it is deemed that the proposal would not create a direct need for additional education facilities and that there would be no justification to request a financial contribution. The proposal is considered acceptable and in accordance with the relevant requirements of policy ISA 1 as well as the relevant guidelines noted within Supplementary Planning Guidance: Planning Obligations.

### **Linguistic matters**

5.28 As this is a development that accumulatively provides more than the indicative housing provision in Bangor, a Language Statement had to be submitted to support the application. This notes:

- Services within the settlement and area are of good quality and are able to absorb the relatively moderate growth level that the proposal would provide.
- Overall, the use of Welsh locally is stronger than the national picture but is below the level across the County as a whole, and there is a marked decline in skills between the 2001 and 2021 Census although there is some sign of recovery between 2011 and 2021.
- There is an important need to keep young people in their community as they join the work-force, and provide opportunities for adults to stay and thrive in the City, and this will require meeting local needs for housing (and other developments) as this will help retain the local population and foster the growth of the Language.
- There is a clear need for affordable housing, which the Proposed Development will help to meet.
- It is intended to take the following measures for moderate mitigation, which would include:

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- Managing the affordable units, marketing locally, using a Welsh name on the development, information packs for the residents, bilingual signage during and after construction and using local contractors.

5.29 The Language Unit was consulted and a brief opinion was received from them noting that the statement was generally comprehensive. Nevertheless, it is noted that there is a lack of consideration of the indirect cumulative effect. That is, how the proposed development contributes to other developments in the Bangor area. While acknowledging the Language Unit's concerns about cumulative impact, it must be borne in mind that the city of Bangor is the county's main populated settlement where the highest demand for housing would be expected. It must be remembered that the land has been specifically earmarked for housing and a high list of local residents in the Bangor wards have been identified in need of affordable housing. The proposal would provide a range of housing for diverse needs enabling the accommodation of a single young population, couples, families and an older generation within the local community. Given that the site has been designated for housing and is for 100% affordable housing, no irrefutable evidence has been submitted to show that the proposal would have a detrimental effect on the Language. With the mitigation measures proposed and highlighting the linguistic character of the area, the proposal is considered acceptable based on the requirements of Policy PS 1 together with the SPG: Maintaining and Creating Unique and Sustainable Communities. As is customary, it is intended to impose appropriate conditions to ensure that Welsh names are agreed for the estate and the houses.

### **Open spaces**

5.30 Policy ISA 5 notes that new housing proposals for 10 or more houses in areas where existing open spaces cannot satisfy the needs of the proposed housing development, are expected to provide a suitable provision of open spaces. Paragraph 6.1.29 of the LDP states that in order to inform the open space requirements on future proposals, the Fields in Trust (FIT) benchmark standard of a minimum 2.4 hectares per 1,000 population should be used. This includes 1.6ha of outdoor sports facilities (of which 1.2ha are formal playing fields) and 0.8ha of children's play space (of which 0.25ha are equipped play areas). The estimate made indicates a lack of provision of outdoor sports and play areas for children with equipment in this area.

5.31 By following the FIT methodology, it is noted that a development of the size in question provides 215.79m<sup>2</sup> of children's play areas with equipment. The development includes two purpose-built play areas that meet the need. Details of any equipment intended to be installed on the site do not appear to have been confirmed, but there is an intention to impose a condition to agree the equipment.

5.32 In a case such as this, it is considered, and it has already been agreed with similar developments, that it would be reasonable to include a condition to agree the exact details of the type of equipment that would be suitable for the site and as a result, it would be acceptable in accordance with the relevant requirements of policy ISA 5.

### **Infrastructure matters**

5.33 It can be seen from Welsh Water's response that confirmation is provided regarding existing services such as sewerage and water treatment systems and that it would be able to cope with this increase in housing. In line with Welsh Water's recommendation, it is deemed reasonable to impose a suggested condition to ensure that a foul water drainage plan is submitted and agreed to ensure compliance with the relevant requirements of policies PS2 and ISA1. It is also noted here that an

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application for a licence for the Suds system would need to be submitted to ensure that this is also in line with the relevant requirements.

### **Archaeological Matters**

5.34 Comments were received from Heneb stating their satisfaction that their comments and Cadw's comments on the PAC consultation have been considered. It will be confirmed depending on the implementation of a landscaping plan, management and interpretative measures that the impact has been adequately considered. A condition is required to be included that an archaeological field examination is completed prior to any development and that an assessment is submitted following the work. With the condition, it is considered that the proposal meets the requirements of policy AT4 that relate to the protection of non-designated archaeological sites.

### **Agricultural Land**

5.35 Criterion (6) of Policy PS 6 'Alleviating and Adapting the Effects of Climate Change' states that the best and most versatile agricultural land will be protected. Agricultural land of grades 1, 2 and 3a are the best and most versatile land. From the Welsh Government's predictive information about agricultural land, this site is identified as standard 2 and 3a. In line with the guidance in paragraph 3.59 of Planning Policy Wales (which was the same at the time of preparing the Plan) the site was designated in the Plan as there was no previously used land or land of lower agricultural grade available to meet the expected growth level for Bangor.

5.36 Part of the Planning Statement, together with an Agricultural Land Quality Report, has been submitted with the application to justify the development of the site. These reports highlight that there are no lower quality lands available around Bangor. It also highlights that there is a very significant need for affordable housing in the City which can justify the use of land outside the development boundary, although this is not the intention here. As this site has been designated as a housing site it is therefore preferable to other lands outside the boundary. The shape of the site means that it is only used as grassland. Looking at aerial imagery/streetscapes since 2009 there are no animals to be seen on this site. Therefore, it concludes that only limited weight should be given to the loss of this small area of higher standard agricultural land and it is therefore deemed that the proposal is not contrary to the requirements of policy PS6.

## **6. Conclusions:**

6.1 The site has been specifically designated for housing and therefore the principle of developing the site has been accepted. The fact that the development would provide 48 units that would be 100% affordable responds positively to the needs that have already been identified and is considered to contribute greatly to the affordable housing needs of the settlement. It is appreciated that extensive discussions have taken place prior to the submission of an application to ensure quality development that considers the sensitive conservation nature of the site, and the layout and scale are considered to respond well to its context. Full consideration has been given to the comments received and appropriate conditions are proposed in line with the recommendations of the relevant consultants. In assessing the current proposal in its entirety, no substantial adverse effects contrary to relevant local planning policies and relevant national guidance have been identified; therefore, to this end, it is considered that the proposal is acceptable.

## **7. Recommendation:**

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7.1 To delegate powers to the Senior Planning Manager to approve the application, subject to the following conditions and 106 for a financial contribution for highway improvements:

Approve - conditions

Time five years

In accordance with the plans

Must submit and agree on a programme for providing affordable housing

Restrict the use to C3 use class residential dwellings only

Removal of Permitted Development Rights

Slate

Agree on the finish

Landscaping Conditions

Implement the objectives of the Green Infrastructure Statement

Agree on the details of any play equipment

Welsh Water Condition

Highways Conditions

Public Protection Conditions to include working hours

Cadw Conditions

Archaeological Condition

A Welsh name must be given to the estate/houses