EXPEDITE

PLANNING STATEMENT

Pre-Application Consultation (PAC)

Asset House Phase II & St Mary's House | Penarth Road, Butetown, Cardiff | June 2026

Prepared by	Expedite Planning Ltd
On behalf of	Urban Centric (Penarth Road) Ltd
Site address	51-59 & St Mary's House, Penarth Road, Butetown, Cardiff CF10 5DL
LPA reference	Pre-Application Consultation — SP819
Date	June 2026

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1 INTRODUCTION

Purpose of this Statement

This Planning Statement has been prepared by Expedite Planning Ltd on behalf of Urban Centric (Penarth Road) Ltd (the Applicant) to support the Pre-Application Consultation (PAC) for the proposed development at Asset House Phase II & St Mary's House, 51-59 Penarth Road and St Mary's House, Butetown, Cardiff CF10 5DL.

The submission relates to a proposed development for co-living accommodation and ancillary commercial uses at Asset House Phase II & St Mary's House, Penarth Road, Cardiff.

This Planning Statement sets out the planning context and policy framework applicable to the proposed development, and evaluates the proposed development against the relevant development plan policies and material considerations.

The Pre-Application Consultation Process

Pre-Application Consultation (PAC) is a statutory requirement in Wales for major development proposals under Section 2A of the Town and Country Planning (Development Management Procedure) (Wales) (Amendment) Order 2016. The PAC process requires applicants for major development to undertake formal consultation with specified consultees before submitting a planning application.

The PAC process for a major development requires a minimum 28-day public consultation period and engagement with specialist consultees listed in Schedule 4 of the Development Management Procedure (Wales) Order 2012. A PAC Report summarising the consultation undertaken and how responses have been addressed must accompany the formal planning application.

The applicant recognises the importance of the PAC process in facilitating constructive engagement with Cardiff Council, statutory consultees and the wider community ahead of the formal planning application.

Background

The proposed development at Asset House Phase II & St Mary's House represents an evolution of the consented co-living scheme at 51-59 Penarth Road (LPA Reference: 25/01022/FUL, approved by Cardiff Council Planning Committee on 12 February 2026).

The wider site now includes St Mary's House, a four-storey office building adjoining the consented scheme to the northeast. The proposed development seeks to incorporate St Mary's House within a larger, integrated scheme, increasing the building height from 9 to 13 storeys and the number of co-living units from 168 to 223.

The proposed development also relates to Asset House Phase I at 63 Penarth Road (LPA Reference: 24/02716/FUL), which was approved on 10 December 2025 and is currently under construction. The three phases are intended to be read as a coherent co-living quarter on Penarth Road.

Structure of this Statement

Following this introduction, this Planning Statement is structured as follows:

- Section 2 describes the site and its surroundings;
- Section 3 sets out the relevant planning history;
- Section 4 describes the proposed development;
- Section 5 sets out the planning policy framework;
- Section 6 evaluates the proposals against the relevant planning policies; and
- Section 7 summarises the planning merits of the scheme.

2 THE SITE AND SURROUNDINGS

Site Location and Description

The application site is located on Penarth Road (A4160) in Butetown, Cardiff, and comprises 51-59 Penarth Road and St Mary's House, Penarth Road. The combined site has an area of approximately 0.23 hectares. The site has a postal address of 51-59 & St Mary's House, Penarth Road, Butetown, Cardiff CF10 5DL.

The existing buildings on the 51-59 Penarth Road part of the site include a former tyre garage (previously King David Tyres) and a hand car wash. These buildings are in poor condition and have limited commercial value. The site is largely surfaced and provides surface-level car parking.

St Mary's House is a four-storey office building located immediately to the northeast of the consented Phase II site. The building currently provides office accommodation and is in active use. The building has a distinctive curved glazed frontage to Penarth Road and Trade Street, and its retention forms a key element of the current proposals.

Site Context and Surroundings

The site occupies a prominent position on Penarth Road, which provides a key gateway route into Cardiff city centre from the south. The immediate surrounding context is characterised by a mix of land uses and building typologies:

- To the north, across Penarth Road, are existing residential properties fronting onto Percy Street and Harpur Street, together with the Central Quay regeneration area;
- To the west, at 63 Penarth Road, is the Asset House Phase I development, which has been granted planning permission (24/02716/FUL) and is currently under construction;
- To the south along Trade Street Lane are commercial and light industrial buildings, beyond which the consented Suffolk House development is proposed;
- To the east, St Mary's House fronts onto Trade Street, with further commercial and office buildings beyond;
- To the northwest is the Central Quay regeneration area, where high-rise mixed-use development is being brought forward by Rightacres Property.

The site is exceptionally well connected to public transport. Cardiff Central railway station is approximately 320 metres to the northeast. Cardiff Bus Interchange and Cardiff Central Bus Station are within 400 metres. The site is also within easy walking distance of the commercial core of Cardiff city centre.

Development Plan Designations

The site is located within the Cardiff Central Business Area (CBA) and the Cardiff Central Enterprise Zone (CEZ) as designated under the Cardiff Local Development Plan 2006-2026 (adopted January 2016). The site is not within a Conservation Area and there are no listed buildings on or immediately adjacent to the site.

3 PLANNING HISTORY

Planning History of the Site and Wider Area

The application site and immediately surrounding area have the following relevant planning history:

LPA Reference	Decision	Date	Description
24/02716/FUL	Approved	10 Dec 2025	Asset House Phase I, 63 Penarth Road — co-living (168 units, 9 storeys). Under construction.
25/01022/FUL	Approved	12 Feb 2026	Asset House Phase II, 51-59 Penarth Road — co-living (168 units, 9 storeys). Fallback position for current proposals.
EPL 24.021 PAC	Completed	Mar–Apr 2025	PAC for 51-59 Penarth Road (Phase II only). Informed the consented scheme.

Significance of Planning History

The planning history of the site and its immediate context is particularly significant for the assessment of the current proposals. The committee report for 25/01022/FUL (dated 12 February 2026) provides detailed officer commentary on a wide range of material planning considerations, including co-living policy, amenity standards, design, heritage, flood risk and planning obligations.

Key conclusions from the committee report for 25/01022/FUL include:

- The principle of residential development is well established in the surrounding area and the site's city centre location is considered highly suitable for high-density residential use;
- The site falls within the CBA and CEZ, which are designated for mixed-use development with a focus on employment, transport and residential uses;
- A car-free development approach is both policy compliant and positively supported in this location;
- The combined schemes (Phase I and Phase II) would result in a total of 445.6m² of external amenity space and 1,360.4m² of internal communal amenity space;
- The LPA is developing a specific co-living policy framework for inclusion in the replacement LDP, reflecting the growing importance of this housing typology.

The current proposals represent a logical evolution of the approved scheme, extending the building to incorporate St Mary's House and responding to the evolving design approach of the wider Penarth Road co-living quarter.

4 THE PROPOSED DEVELOPMENT

Overview

The proposed development comprises the demolition of the existing buildings at 51-59 Penarth Road and the construction of co-living accommodation in a single building of up to 13 storeys, together with the retention and cosmetic upgrading of St Mary's House, commercial floorspace (Class A1/A3) and 18 office suites at ground and lower floor level.

The scheme is intended to be read as the third phase in a coherent co-living quarter on Penarth Road, alongside the approved Phase I (24/02716/FUL) and Phase II (25/01022/FUL) schemes.

Co-Living Units

The development will provide a total of 223 co-living units comprising the following mix:

Unit Type	Floor Area (m^2)	No. of Units	Notes
Studio Type A	24	TBC	Standard studio
Studio Type B	24	TBC	Corner studio
Studio Type C	25	TBC	Larger studio
Studio Type D	26	TBC	Premium studio
Studio Type E	27	TBC	Premium corner studio
Total	—	**223 (293 beds)**	

The Studio units (Types A–E) form the core of the co-living offer, providing self-contained private living spaces each with an en-suite bathroom, compact kitchenette and living/sleeping area. All unit sizes comfortably exceed the minimum benchmarks indicated in the Mayor of London's Large-Scale Purpose Built Shared Living (LSPBSL) guidance and the emerging Cardiff co-living standards.

Commercial and Office Uses

The ground floor of the new-build element will provide four commercial units (comprising two units within the new-build and two retained within St Mary's House) suitable for Class A1 (retail) or Class A3 (food and drink) uses.

St Mary's House will also provide 18 office suites, maintaining an element of employment use within the building. The retention of office use within St Mary's House is consistent with Policy EC3 and responds to the requirements of Policy KP10 for mixed-use development within the CBA.

Communal Amenity Provision

The development has been designed to provide high-quality communal amenity space in accordance with the emerging Cardiff co-living standards (minimum 4–4.5m^2 of internal communal space per unit; minimum 1m^2 of external space per unit; approximately 50% of internal communal space comprising kitchen and dining facilities). Key communal facilities include:

- A substantial ground floor amenity hub comprising a residents' lounge, co-working space, gymnasium, meeting rooms, cycle storage and parcel lockers;
- Communal kitchen and dining areas distributed across multiple floors, serving defined groups of residents and designed to promote community interaction;
- Roof terraces and external amenity space at upper levels, with green/brown roofs incorporated where practical;
- A Winter Garden and additional amenity lounges at upper floors;
- Shared access arrangements for residents of the new-build element and St Mary's House, maximising the overall communal offer.

Access, Parking and Servicing

Consistent with the approved Asset House Phase II scheme, the proposed development will be car-free. Cycle storage for up to 200 cycles will be provided at ground floor level. Pedestrian access will be from Penarth Road and Trade Street.

Design and Materials

The architectural design of the new-build element responds to the design language established by Asset House Phase I and the consented Phase II scheme. At 13 storeys, the new-build element will be taller than the consented 9-storey Phase II, but remains consistent with the emerging building heights along the Penarth Road corridor and within the broader CEZ.

St Mary's House will be subject to a programme of cosmetic upgrading, including improvements to the facade, windows and ground floor frontage. The existing building form and massing will be retained, with the upgrading works intended to integrate the building visually with the new-build element.

Green Infrastructure and Sustainability

The site currently provides zero green infrastructure. The proposals will introduce street trees and SuDS planters, roof terrace planters, green roofs, and ecological enhancements including bat boxes and bird boxes. The development will be all-electric, targeting a minimum EPC rating of B, and will incorporate air source heat pumps and photovoltaic panels.

5 PLANNING POLICY FRAMEWORK

Introduction

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the development plan unless material considerations indicate otherwise. The relevant development plan comprises Future Wales: The National Plan 2040 and the Cardiff Local Development Plan 2006-2026 (adopted January 2016).

National Policy

Planning Policy Wales (PPW) Edition 12 (February 2024) sets out the land use planning policies for Wales. PPW supports the creation of sustainable places and promotes high-quality design, sustainable transport, and the efficient use of land.

Future Wales: The National Plan 2040

The following Future Wales policies are relevant:

- FW Policy 2 (Shaping Urban Growth and Regeneration): supports major development at main urban settlements, including Cardiff;
- FW Policy 6 (Housing): requires development plans to allocate sufficient land for housing to meet identified needs;
- FW Policy 9 (Resilient Ecological Networks and Green Infrastructure): requires developers to demonstrate biodiversity net gain;
- FW Policy 16 (Renewable Energy and District Heat Networks): large scale mixed use development should, where feasible, connect to district heat networks;
- FW Policy 17 (Renewable and Low Carbon Energy): supports renewable and low carbon energy development at all scales.

Technical Advice Notes

The following Technical Advice Notes (TANs) are relevant:

- TAN 2: Planning and Affordable Housing — affordable housing requirements;
- TAN 4: Retail and Commercial Development;
- TAN 5: Nature Conservation and Planning — biodiversity and ecological assessment;
- TAN 11: Noise — noise assessment requirements;
- TAN 12: Design — design assessment criteria;
- TAN 15: Development, Flooding and Coastal Erosion (March 2025) — flood risk assessment within the TAN 15 Defended Zone;
- TAN 18: Transport (2007) — transport assessment and sustainable travel;
- TAN 21: Waste (2017) — waste management facilities;
- TAN 23: Economic Development (2014) — employment land assessment.

Cardiff Local Development Plan 2006-2026

The Cardiff Local Development Plan (LDP) 2006-2026 was adopted in January 2016. The following key and detailed policies are relevant to the assessment of the proposed development:

Key Policies

- KP2(A): Cardiff Central Enterprise Zone and Regional Transport Hub;
- KP4: Master Planning Approach;
- KP5: Good Quality and Sustainable Design;
- KP6: New Infrastructure;
- KP7: Planning Obligations;
- KP8: Sustainable Transportation;
- KP10: Central and Bay Business Area;
- KP15: Climate Change;
- KP16: Green Infrastructure;
- KP17: Built Heritage;
- KP18: Natural Resources.

Detailed Policies

- H3: Affordable Housing;
- H6: Change of Use or Redevelopment to Residential Use;
- EC1: Existing Employment Land;
- EC3: Alternative Use of Employment Land and Premises;
- EN6: Ecological Networks and Features of Importance for Biodiversity;
- EN9: Conservation of the Historic Environment;
- EN11: Protection of Water Resources;
- EN12: Renewable Energy and Low Carbon Technologies;
- EN13: Air, Noise, Light Pollution and Land Contamination;
- EN14: Flood Risk;
- T1: Walking and Cycling;
- T5: Managing Transport Impacts;
- C3: Community Safety/Creating Safe Environments;
- C5: Provision for Open Space, Outdoor Recreation, Children's Play and Sport;
- W2: Provision for Waste Management Facilities in Development.

Supplementary Planning Guidance

- Green Infrastructure (including Technical Guidance Notes on Ecology and Biodiversity; Trees and Development; River Corridors);
- Managing Transportation Impacts (incorporating Parking Standards) (July 2018);
- Planning for Health and Wellbeing (November 2017);
- Planning Obligations (January 2017, including Education Memorandum July 2023);
- Residential Design Guide (January 2017);
- Tall Buildings Design Guide;
- Waste Collection and Storage Facilities (October 2016).

Emerging Policy Context

Cardiff Council is currently preparing its replacement Local Development Plan (Replacement LDP). The Replacement LDP is at an early stage. Whilst the emerging policies carry limited weight, they indicate the direction of policy travel, including the LPA's growing recognition of co-living as a legitimate and valued housing type for urban locations.

6 PLANNING ASSESSMENT

6.1 Principle of Development and Land Use

The site is located within the Cardiff Central Enterprise Zone (CEZ) and Central Business Area (CBA), as designated under the LDP. Policy KP2(A) supports major mixed-use development within the CEZ and CBA, including residential use. Policy H6 supports the change of use or redevelopment of previously developed land for residential use in sustainable locations.

The partial retention of St Mary's House for commercial and office uses is consistent with Policy EC3, which permits alternative uses on employment land where retention is not commercially viable and the proposal supports the objectives of the LDP.

The proposed development is consistent with the strategic objectives of Policy KP2(A) in delivering high-density mixed-use development within the CEZ. The principle of co-living accommodation in this location has been firmly established through the grant of planning permission for the Phase II scheme (25/01022/FUL).

6.2 Design, Scale and Massing

The proposed development comprises a 13-storey new-build element together with the retained and upgraded St Mary's House. The committee report for 25/01022/FUL noted that the area features development reaching up to 12 and 13 storeys to the south and west, and that the 9-storey Phase II scheme was acceptable in terms of scale and massing. The current proposals extend the consented scheme by four storeys.

The DAS sets out a detailed assessment of daylight and sunlight impacts on both future occupiers and existing neighbouring properties, including shadow analysis for equinox and solstice dates. The proposals maintain acceptable daylight and sunlight standards for neighbouring properties.

6.3 Amenity of Future Occupiers

The co-living concept provides a contemporary housing model in which residents exchange smaller private units for access to high-quality communal amenity space. The LPA has indicated, through the determination of the Phase II application, that it will assess co-living proposals against the following benchmarks:

- Individual units of between 22 and 27m², including a double bed, bedside cabinet, 1m wardrobe, informal seating, desk/work space and en-suite facilities;
- A minimum of 4-4.5m² of internal communal amenity space per unit;
- A minimum of 1m² of external amenity space per unit; and
- Conveniently located shared kitchen and dining facilities, with approximately 50% of internal amenity space comprising kitchen/dining provision.

The proposed development meets or exceeds these benchmarks. The Studio units range from 24m² upwards, and all unit types include en-suite facilities and a compact kitchenette.

6.4 Impact on Neighbouring Amenity

The neighbouring properties most likely to be affected by the proposed development are the residential properties on the northern side of Penarth Road. The DAS includes a shadow analysis confirming that the proposed 13-storey development maintains acceptable daylight and sunlight levels for neighbouring residential properties.

6.5 Transport and Highway Matters

The proposed development will be car-free, consistent with the approved Phase I and Phase II schemes and in accordance with TAN 18 and Cardiff's parking standards. The site's public transport connectivity, with Cardiff Central station within 320 metres, strongly supports a car-free approach.

Cycle storage for up to 200 cycles will be provided at ground floor level. The Transport Statement submitted with this PAC confirms that the development will not have any unacceptable highway impacts and that the car-free approach is appropriate given the site's public transport accessibility.

Highway improvements to Penarth Road and Trade Street Lane, including the signalised pedestrian crossing secured through the 25/01022/FUL S106 agreement, will benefit both the proposed development and the wider public realm.

6.6 Green Infrastructure and Ecology

The site currently provides no green infrastructure. The proposed development will deliver a net gain in green infrastructure through street trees, SuDS planters, roof terraces and ecological enhancements. The Green Infrastructure Statement submitted with this PAC demonstrates compliance with LDP Policy KP16 and the Cardiff Green Infrastructure SPG.

A Preliminary Roost Assessment (PRA) has been undertaken for the site, including St Mary's House. The PRA findings will inform the detailed ecological strategy for the development. The site is located approximately 140 metres from the River Taff SINC, which will not be adversely affected by the proposals.

6.7 Sustainability and Energy

The proposed development will be all-electric, avoiding on-site fossil fuel combustion and achieving a minimum EPC rating of B. Air source heat pumps and photovoltaic panels will be incorporated. The Energy Strategy Report submitted with this PAC sets out the proposed energy strategy in detail, including consideration of the Cardiff District Heat Network.

6.8 Flood Risk and Drainage

The application site lies within Flood Zone 3 on the NRW Flood Map for Planning. However, the site benefits from the protection of the Cardiff Bay Barrage and is located within the TAN 15 Defended Zone. The Flood Consequences Assessment (FCA) submitted with this PAC confirms that the site will remain flood-free during a 1% annual probability flood event, consistent with the conclusions of the FCA prepared for the consented 25/01022/FUL scheme.

SAB Approval will be required for surface water drainage. The Drainage Strategy submitted with this PAC demonstrates compliance with Schedule 3 of the Flood and Water Management Act 2010 and Cardiff Council's SuDS requirements.

6.9 Air Quality and Noise

The operational air quality impacts of the proposed development are expected to be insignificant, consistent with the conclusions of the AQA for the consented Phase II scheme. The Noise Impact Assessment submitted with this PAC identifies traffic from Penarth Road and commercial activity as key noise sources and recommends appropriate mitigation measures in accordance with TAN 11.

6.10 Land Contamination

The site has a history of commercial and light industrial uses, including the former King David Tyres garage and hand car wash. The Geotechnical / Geoenvironmental Report (Tier 1) submitted with this PAC covers the full combined site, including St Mary's House, and confirms that the site can be remediated to a standard suitable for the proposed residential and commercial uses.

6.11 Planning Obligations

The proposed development will be subject to planning obligations pursuant to LDP Policy KP7. It is anticipated that the following contributions will be sought:

- Affordable Housing contribution — calculated in accordance with Policy H3 (20% provision);
- Community Facilities contribution — based on the number of bedrooms;
- Economic Development contribution — in lieu of any employment land affected by the proposals;
- Public Open Space contribution — in lieu of on-site open space provision;
- Highway improvements — including the signalised pedestrian crossing on Penarth Road already secured through the 25/01022/FUL S106 agreement (£135,000);
- Public Realm improvements — coordinated with the approved Phase I and Phase II strategy.

The applicant acknowledges that viability may affect the level of obligations that can be delivered and will submit a Financial Viability Assessment with the formal planning application if required.

7 SUMMARY AND CONCLUSIONS

This Planning Statement has been prepared by Expedite Planning Ltd on behalf of Urban Centric (Penarth Road) Ltd in support of the Pre-Application Consultation for the proposed development at Asset House Phase II & St Mary's House, 51-59 Penarth Road and St Mary's House, Butetown, Cardiff.

The proposed development will deliver 223 co-living units (293 bedrooms) in a 13-storey new-build building, together with four commercial units, 18 office suites within the retained and upgraded St Mary's House, extensive communal amenity facilities and up to 200 cycle spaces. The development is car-free.

The proposed development represents a logical and policy-supported evolution of the consented Asset House Phase II scheme (25/01022/FUL). The key planning merits of the proposals are as follows:

- Principle: The site is located within the Cardiff Central Enterprise Zone and Central Business Area, where major mixed-use development, including residential use, is strongly supported;
- Design: The 13-storey development is consistent with the emerging building heights along the Penarth Road corridor and within the broader CEZ;
- Amenity: All unit types meet or exceed the emerging Cardiff co-living standards for private unit size, and the communal amenity provision is generous;
- Transport: The car-free development approach is strongly supported by the site's exceptional public transport connectivity;
- Flood Risk: The site benefits from the TAN 15 Defended Zone status and the FCA confirms the site will remain flood-free;
- Green Infrastructure: The proposals deliver a net gain in green infrastructure on a currently GI-deficient brownfield site;
- Sustainability: The all-electric design strategy ensures alignment with national and local climate change policy;
- Regeneration: The development makes a significant and positive contribution to the regeneration of a key brownfield gateway site within the Cardiff Central Enterprise Zone.

For the reasons set out in this Planning Statement and in the supporting technical documents submitted with this PAC, it is submitted that the proposed development is in accordance with the development plan and there are no material considerations that would justify a refusal of planning permission.

Expedite Planning looks forward to engaging constructively with Cardiff Council, statutory consultees and the local community during the PAC process.