

Application No. / Rhif Cais: **PA/20/00054/MJR**
Date / Dyddiad: **06/07/2020**

Amity Planning Consultants
Suite 103
Creative Quarter
Cardiff
CF10 1AF

Dear Sir/Madam

Town and Country Planning Acts 1990 (As Amended)

Pre Application Enquiry No : PA/20/00054/MJR

Proposal: DEMOLITION OF 188 RESIDENTIAL UNITS OF BETWEEN 2 – 4 STOREYS HIGH AND THE DEMOLITION OF THE 14 STOREY BLOCK OF FLATS TO ACCOMMODATE THE CONSTRUCTION OF 370 NEW RESIDENTIAL DWELLINGS. THE DWELLINGS WOULD PROVIDE A MIX OF 2 STOREY PROPERTIES AND BLOCKS OF FLATS OF UP TO 7 STOREYS HIGH AND AN OLDER PERSON'S SCHEME OF UP TO 15 STOREYS HIGH. PROPOSALS FOR THE SITE ALSO RELATE TO A SEPARATE PROJECT TO DEVELOP A NEW PEDESTRIAN/ CYCLE BRIDGE OVER THE RIVER TAFF LINKING THE AREAS OF GRANGETOWN AND BUTETOWN. THE MARL PUBLIC OPEN SPACE WOULD BE RE-DEVELOPED AS AN INTEGRAL PART OF THE PROPOSALS.

Location: CHANNEL VIEW, GRANGETOWN, CARDIFF

You have requested the Local Planning Authority's feedback on certain land-use planning considerations, specific technical matters, and scope of supporting documentation in respect of the anticipated hybrid outline/full planning application for the redevelopment of channel view and accompanying Environmental Statement in the context of the Covid 19 pandemic and uncertainty for the future.

Changes in the Proposal

No revised concept masterplan has been submitted at this time (I would refer you to the Council's Masterplanning Expectations Document available on the Website or on request) but the development is now noted to comprise:

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comprises of previously developed residential land, and the residential redevelopment of this land does not raise any land use policy concerns.

The red line boundary includes a significant area of land designated as open space in the latest open space survey (May 2019) comprising a mixture of formal and informal recreational open space and amenity open space which has also been defined as Accessible Natural greenspace (ANG). Given this any loss of open space in this location would need to be assessed against Policy C4 of the adopted Local Development Plan (LDP) and approved Supplementary Planning Guidance (SPG) set out the Green Infrastructure SPG Technical Guidance Note (TGN) relating to Protection and Provision of Open Space in New Developments (November 2017) and Planning Obligations SPG are relevant.

Policy C4 seeks to protect open space that has significant functional (including land that can accommodate formal/or informal recreational uses), conservation, environmental or amenity value through only allowing proposals where:

- They would not cause or exacerbate a deficiency of open space in accordance with the most recent open space study; and
- The open space has no significant functional or amenity value; and
- The open space is of no significant quality; or
- The developers make satisfactory compensatory provision; and in all cases
- The open space has no significant nature or historic conservation importance.

This policy reflects national planning policy relating to open space set out in Planning Policy Wales and Technical Advice Note 16 relating to Sport, Recreation and Open Space (January 2009).

In order to address this policy framework any future planning application would need to be accompanied by an thorough assessment of the loss of open space against these issues and further guidance on assessing compensatory provision, the quality, functional, amenity, nature and historic conservation value of open space is set out in the Planning Obligations SPG and TGN relating to Protection and Provision of Open Space in New Developments (see extracts below).

In terms of the need for compensatory provision it is important to note that the overall figures for recreational open space set out in the open space survey show that the Grangetown ward has a significant deficit of 37.99 hectares of recreational open space (based on the 2.43 ha per 1,000 population standard). It is noted that the pre-application documents state that the development will likely result in the loss of an area of formal open space (in the form of a football pitch) and therefore the loss of recreational open space in this location will exacerbate a local and city wide deficiency of recreational open space. In order to address this matter satisfactory compensatory provision will be required and further guidance on providing compensatory provision is provided in the Planning Obligations SPG (see relevant extracts below).

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Key Principles

6.3 *Where a development proposal involves the loss of an area of functional open space, developers will be expected to compensate for the loss of the facility, either through in-kind provision, or through a financial contribution toward replacement facilities in the local area.*

6.5 *Compensatory open space / replacement facilities should be located within an area that serves the catchment population affected by the loss of the functional open space (refer to Ch 5, para 5.21).*

Amount of Compensatory Open Space to be Provided

6.7 *Proposals will be assessed on a site by site basis, having regard to the open space function of the resource to be lost and the needs of the locality. The quantity and community benefit of the compensatory area should be at least equal to the scale and type of the functional open space being lost. For example if the proposal involves the loss of a children's play area, a replacement play area or an equivalent financial contribution will be sought.*

6.8 *In some circumstances it may be appropriate to provide an alternative form of functional open space provision that caters to the needs of the local population. For example, the loss of an area of informal open space may be better compensated for by investment in qualitative improvements to other open space in the locality (such as a sports pitch).*

6.9 *The specifications for the replacement facility and / or the equivalent level of financial contribution will be provided by the Council's Parks Services Division.*

In terms assessing functional and amenity value the TGN relating to Protection and Provision of Open Space in New Developments states:

4.3.4 *The characteristics of these open spaces can vary considerably and their particular amenity value may be based on different factors. The basis of assessing the amenity value of an area, whether recreational or amenity open space, will relate to:*

- a) *Visual Amenity - For a site to possess visual amenity value, it must be located where the general public can gain significant "visual access". It must contribute to the visual character and environmental quality of the surrounding area. There will be an objection to proposals which would adversely affect the appearance of open spaces which significantly contribute to the visual appearance of an area.*



- b) *Leisure Amenity - Areas of woodland, allotments, ornamental gardens and public rights of way, by definition are not considered suitable for active sports and recreation. However, such amenity open spaces can provide an important informal open space resource for local people and accommodate passive activities such as walking, dog exercise and nature studies. The importance of such areas is heightened if there are limited alternative areas of recreational and amenity open space in the locality or if the areas make a contribution to the city-wide provision of open space. Proposals which would cause unacceptable harm to areas of leisure amenity value will be opposed.*

In terms of assessing quality the TGN relating to Protection and Provision of Open Space in New Developments states:

4.4.1 A quality value assessment tool is in use by the Parks Service to assess the comparative condition and value of existing open spaces within their type. Proposals that affect open spaces of high quality and / or high value will be opposed.

Details of the assessment tool and up to date average scores can be provided on request.

In addition to addressing the loss of existing open space Policy C5 of the adopted LDP requires developers of new housing to provide public open space for future occupiers commensurate with their needs and I note this site would also qualify on this basis.

Finally, part of the site is identified as a River Corridor on the LDP Proposals Map and Policy EN4 River Corridors is relevant. This states that the natural heritage, character and other key features of Cardiff's river corridors will be protected, promoted and enhanced, together with facilitating sustainable access and recreation. The key point is to ensure development proposals respect key features/factors of the river corridor and this would need to be taken account in any application that is submitted for the proposed development of the site. In this respect it is noted that the pre-application proposes a new pedestrian/cycle bridge between Butetown and Grangetown and provision improved pedestrian/cycle links and related enhancements. These will provide a more integrated and higher quality public realm on the waterfront and facilitate wider access to the river corridor.

In relation to a potential A1 (convenience) retail unit, the pre - application site is not located within a designated centre as defined by policies R2, R4 and R5, and is out of centre in terms of retail policy. Any proposed A1 retail units should therefore be assessed against Policy R6: Retail Development (Out of Centre)

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Policy R6 only allows for retail development outside the Central Shopping Area, District and Local Centres identified on the Proposals Map if the proposal would meet the following criteria:-

- (i) There is a need for the proposed floorspace (with precedence accorded to establishing quantitative need);
- (ii) That need cannot satisfactorily be accommodated within or adjacent to the Central Shopping Area, within a District or Local Centre;
- (iii) The proposal would not cause unacceptable harm to the vitality, attractiveness or viability of the Central Shopping Area, a District or Local Centre or a proposal or strategy including the Community Strategy, for the protection or enhancement of these centres;
- (iv) The site is accessible by a choice of means of transport; and
- (v) The proposal is not on land allocated for other uses. This especially applies to land designated for employment and housing, where retail development can be shown to limit the range and quality of sites for such use.

Paragraph 5.282 of the LDP states that in addition to local centres identified on the proposals Map, there are numerous smaller groups of shops and individual corner shops across the county that provide valuable shopping facilities to surrounding communities.

Provided the commercial floorspace is of an appropriate scale to provide a complementary convenience goods top-up function to serve the new residents, this element of the proposal would raise no land use policy concerns. It is acknowledged that expenditure will be localised and that given the scale, and format proposed would not likely cause unacceptable harm to the City Centre, or vitality or viability of established District or Local Centres.

A potential new A3 unit proposed would need to be assessed against Policy R8: Food and Drink Uses of the LDP, and the Food, Drink and Leisure Uses Supplementary Planning Guidance (November 2017).

Policy R8 identifies that food and drink uses are most appropriately located in the City Centre, the Bay and District and Local Centres subject to amenity considerations, highway matters and crime and fear of crime considerations and where they do not cause unacceptable harm to the shopping role and character of designated centres. Food and drink uses are unlikely to be acceptable within or adjacent to residential areas, where they would cause nuisance and loss of amenity.

Paragraph 1.4 of the SPG also acknowledges that there are instances where the provision of appropriately sized retail (including A3) units may be actively encouraged or required as part of redevelopment plans. However, the Council would seek to restrict any future A3 use to a coffee shop/café only in this instance.

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Environmental Impact Assessment/Environmental Statement

The development is Environmental Impact Assessment (EIA) Development . You are seeking feed back on the scope and appropriateness of available baseline data upon which the conclusions of the Environmental Statement (ES) will be based, in the context of the impact of the Covid 19 pandemic currently and in respect of uncertainty for the future.

You have proposed that the Transport Statement / associated ES Chapter be progressed using existing Traffic data source available for the past 5 years, with appropriate adjustments for growth.

You have suggested that likely Air Quality impacts and proposed Air Quality Assessment and associated ES Chapter be progressed on the basis of existing traffic data obtained from DoT's Road Traffic Statistics Manual Count Points in addition to the above traffic data.

You have therefore specifically asked for consideration of the following changes to the scope of the Environmental Statement from the previous EIA Scoping Opinion. I will respond to each bullet.

- ***Exclusion of consideration of matters relating to a Marine Licence/Flood Risk Activity Permit, as a result of the removal of the bridge from the development proposals.***

This is acceptable subject to a commentary on precautionary measures being included within the Planning Statement and CEMP given the site abutment with the river.

- ***Exclusion of Heritage ES Chapter, as a result of the removal of the pedestrian bridge from the development proposals. This will instead be addressed by way of a standalone, desk-based assessment.***

This is acceptable. It was anticipated that this chapter would have concentrated on precautionary measures related to the Ancient Monument [wreck of the Louisa] which can be noted in the within the Planning Statement.

- ***Exclusion of Water Framework Directive, as a result of the removal of the pedestrian bridge from the development proposals.***

This is accepted.



• ***Incorporation of Design into the Townscape and Visual Impact ES Chapter***

This is accepted.

Our Placemaking/design team have offered the following commentary on the draft proposals put forward by Powell Dobson.

Layout

Generally consider a Good overall layout of perimeter blocks, landscaping approach and connectivity.



Footbridge/Cyclebridge

The strategy for a footbridge remains strongly supported as it would enable a convenient, direct and quiet route for pedestrians and cyclists over the Taff.

It is hoped that this element of the project may reappear at a later date / in a later phase.

Landscaping, The Marl, Living Streets and Garden Strategies

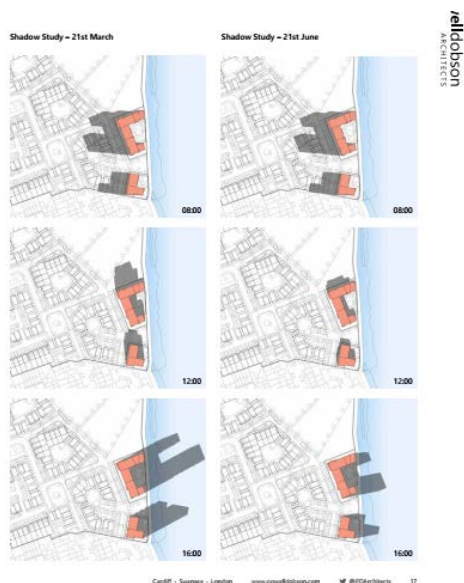
All of these landscape strategies are good and could be worked up in future applications.

Buildings 6-12 storeys

- Tall Buildings SPG becomes relevant.
- There are several possible weaknesses with these blocks.
- A revised shadowing study should include the whole of the site, not just the tall buildings. The buildings to the west side of the street are likely to be in shadow from the tall building for part of the day (as is shown), and then within their own



shadow later in the day, which has not been made clear. This impacts on the amenity and quality of life for those residents concerned.



The interface with Cardiff Bay Trail needs its own strategy.



3D Image showing relationship of towers to the river edge

The architectural approach is positive. The architects could carry this forward into the detailed design, ensuring balconies for private amenity space.

- The layout and orientation of the units generally ensures sufficient daylight. It is suggested that that lower units with less sunlight in the winter could have bigger windows.

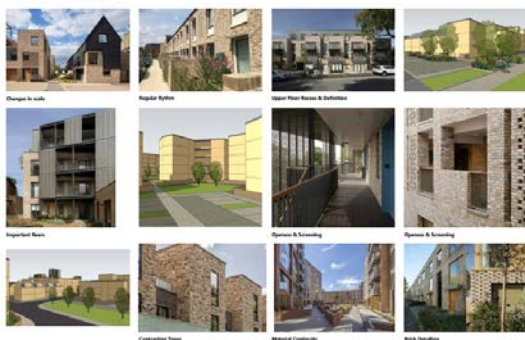
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8. Architectural Design - Buildings



Cycle Storage

Cycle storage strategy

Will need to relate to all unit-types.

Streets

Streets and spaces have a good, legible approach with sufficient interest and enclosure.

Going forward, if streets are to be adopted, early dialogue with Highways would help to ensure design a holistic, deliverable design.

It is recommended that utilities plans are drawn up as streets are being designed, to ensure no tree-planting conflict with services.

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3D Image showing main square size and massing

“Overall, the plans look really promising and there’s been several good design ideas started”.

I would therefore be pleased if this is taken on board and incorporated into the TVIA.

- ***Progression of the Transport Assessment and associated ES Chapter on the basis of the available traffic data from surveys undertaken within the most recent five years.***
- ***Progression of the Air Quality Assessment on the basis of the usual baseline traffic data obtained from the DoT’s Road Traffic Statistics Manual Count Points in the area in addition to the above traffic data.***

It is difficult to provide direction at this time, never in recent history has an event such as Covid 19 had such a profound effect on people and traffic movement. Neither can future short, mid and long term movements or modes be predicted with any degree of certainty. There is definitely no empirical basis on which to expect traffic data from the last 5 years to be relevant to the prediction of actual future movements; but I accept that this is all that we have. It is also clear that it is not appropriate for Environmental Statements to Crystal Gaze.

In associated fields such as air quality and noise, it is noted that a number of the professional institutions are giving thought to this, and locally, technical consultees are adapting their standard responses based on the advice of their professional bodies.

e.g. The Institute of Acoustics has made recommendations to its members in terms of modelling during the pandemic.

Practically, in terms of conditional planning permissions, there may be a shift to post completion survey as opposed to pre-development predictions based on older datasets, however this is anecdotal at the moment and I have no objection to the ES using last available substantive data as a baseline in terms of

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ascertaining a relative impact based on proposed levels and character of accommodation.

Suggested ES Content

You have suggested that the ES now comprise the following Chapters:

Townscape and Visual Impact

Townscape and Visual Impact Assessment
Townscape Visually Verified Views

... and presumably now, Design.

In response to the WYG scoping report, relating to the Townscape and Visual Impact Assessment Chapter within the Environmental Statement,

The overview and commentary is accepted.

There will be a need to ensure a consistency of the description of the proposal at the point of submission of the ES as there may be differences in the descriptions provided by inputting consultants as the project develops.

In respect of the Methodology employed. The Guidelines for Landscape and Visual Impact Assessment 3rd Edition and the Landscape Institute's Guidance Note, Visualisation of development, and Technical Information Note 05/2017 Townscape Character Assessment, as revised, and other references cited are accepted as the basis of analysis.

The Study areas defined as site boundary; 1km; and 5km for site, townscape and landscape analysis of visual effects are considered appropriate.

The Equipment cited is considered appropriate as is the proposed splicing and correction methodology.

The explanation of the data and manipulation of data sources to develop the Zone of Theoretical Visibility (ZTV) is accepted

Viewpoint selection

The principle of viewpoint selection (to be developed by field study) based on receptor viewpoints toward the site from 10 viewpoints covering a range of views from different directions is considered appropriate. The cited 10 sites are considered appropriate in terms of impact and mix.



However, it is considered that there is an underlying tendency toward longer views which show the scheme as distant and all encompassing. The Urban Design Officer has suggested that there would be value in showing a few closer views, including: a view of the future scheme from within the Marl as view 1 is useful but distant (maybe from the path by Jim Driscoll Way), a view from about 38 Channel View Road, and also an additional view from the Cardiff Bay Trail, just to the south of where Avondale Gardens joins.

I would be pleased if WYG could incorporate these viewpoints.

The further information presented in respect of the General Assessment Methodology :

- Establishing the landscape baseline; Landscape value;
- Criteria to determine landscape value
- Value Criteria
- Assessment of the Landscape Effects;
- Sensitivity of the landscape receptors
- Criteria for landscape susceptibility
- Susceptibility Criteria

And specifically in respect of the Visual effects assessment

- Establishing the visual baseline
- Predicting and describing visual effects
- Sensitivity of the visual receptors
- Indicative criteria for visual sensitivity
- Category Indicative criteria
- Considerations for assessing magnitude of visual change

are acknowledged; and consistent with the cited Landscape Institute Guidance and Technical notes and are acceptable.

In summary the scope and methodology of the TVIA are considered appropriate to Judge the overall significance of visual effects for the purposes of the Environmental Statement subject to the inclusion of the additional viewpoints..

Traffic and Transportation

Transport Assessment

Transport Implementation Strategy

Travel Plan

Air Quality

Air Quality Assessment

Traffic Flow Data (latest complete year)



Meteorological Data

Ecology

Phase 1 Habitat Survey (inc. building inspection survey for bats)
Targeted Species Surveys (as required)

Landscape and Arboriculture

Soil Resource Survey
Soil Resource Plan
Tree Survey
Tree Constraints Plan
Tree Protection Plan

The Planning Arboricultural advisor only reminds me that Councils Supplementary Planning Guidance and accompanying Technical Guidance Notes offer a fully comprehensive guidance in terms of upfront landscape details needed to support any full/reserved matters application which will assist in the production of the above.

Contamination

Site Investigation Report

Colleagues in Land Contamination confirm that available records, indicate that part of the enquiry site is an historic landfill/raise. Activities associated with this use may have caused the land to become contaminated. In addition former landfill/raise sites have been identified within 250m of the proposed development. Landfill/raise sites are associated with the potential generation of landfill gases, within subsurface materials, which have the potential to migrate to other sites.

As part of the planning process, the Developer will need to consider the risk to human health and the environment from potential contamination and ground gases at/in the vicinity of the site prior to commencement of the development. Consequently a contamination and ground gas assessment of the site, in line with current guidance, is required to identify any associated risks and to determine whether further assessment and/or remediation is required to ensure the site is made suitable for use.

It is acknowledged that the scope of the proposed Environmental Statement includes a chapter on Contamination, informed by a Site Investigation Report. Depending on the information submitted with a formal planning application, Shared Regulatory Services may request conditions to be applied to any planning permission as may be granted to ensure the above issues are addressed.

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**Flooding and Drainage
Flood Consequences Assessment
Drainage Strategy**

**Utilities and Energy
GPR Scan
Services Appraisal**

In addition to the Environmental Statement and associated technical appendices detailed above, you have proposed that the Hybrid application will be accompanied by the following plans and documents:

- **OS Red-line Plan**
- **Masterplan, encompassing scale parameters and landscape strategy (for Outline application)**
- **Full suite of architectural plans (for Phase 1 full application)**
- **Topographical survey**
- **Design and Access Statement**
- **Planning Statement**
- **PAC Report**
- **Heritage Statement**

Conclusion

On the basis of the responses I have received from internal Council departments I would confirm that the identified scope of supporting documentation is considered comprehensive and appropriate and I look forward to receiving the finalised application submission.

Additionally Colleagues in Building Control remind me that the new dwellings will require automatic fire suppression systems (sprinklers) and notice of demolition under section 80 of the Building Act but are happy to provide advice and guidance through the later design stages as required.

Yours faithfully

**James Clemence
HEAD OF PLANNING**

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