



**CIVIL ENGINEERING
SOLUTIONS**

FLOOD CONSEQUENCE ASSESSMENT

THE MOORLANDS, GOLDCLIFF ROAD, NEWPORT

NP18 2AU

Date May 2026

Version Final

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Revision History

Revision Reference	Date Issued	Amendments	Issued to
Draft Report	19/05/2026		Client

Table of Contents

1	Summary	1
2	Introduction	2
3	Description of Development.....	3
4	Existing Flood Risk.....	5
5	TAN15 (2025) Requirements.	13
6	Site Specific Assessment	17
7	Drainage Statement	23
8	Discussion	23
9	Recommendations	25
10	Appendices.....	26

1 Summary

This Flood Consequence Assessment (FCA) has been prepared to support a proposed change of use of existing buildings and land at The Moorlands, Goldcliff Road, Newport from agricultural to residential use. The site is located within Flood Map for Planning Zone 3 (tidal) and within a defended floodplain associated with the Caldicot and Wentlooge Levels. The assessment demonstrates that, whilst the site cannot be shown to be flood-free during the 0.5% AEP (1 in 200 year) tidal event including climate change, and flood consequences during the extreme 0.1% AEP event exceed the tolerable thresholds defined in TAN15 (2025), the proposal relates to the re-use of existing buildings within an established defended area. When considered in the context of the wider strategic flood defence system, the availability of safe refuge, and the predictable nature of tidal flooding, it is concluded that the consequences of flooding can be appropriately managed.

Proposal	Proposed change of use planning application for agricultural use to residential.
Address	The Moorlands, Goldcliff Road, Goldcliff, Newport NP18 2 AU.
NGR:	335692, 183228
Planning Application reference:	Newport City Council 25/0986
Flood Zone FMfP:	Flood Zone 3 (Tidal) – Located within a TAN15 Defended Zone forming part of the Caldicot and Wentlooge Levels floodplain.
Flood Risk Assessment Standing Advice Followed:	TAN15 (2025).
Ground level at the development site.	5.8m to 6.9m OD (LiDAR)
Proposed FFL:	Not applicable. No new development or finished floor levels are proposed as part of this change of use application. Existing floor levels will remain unchanged.
Access and Egress	Access and egress are available via Goldcliff Road; however, this route is likely to become inundated during extreme tidal events. Safe refuge is available within the upper floors of the existing dwelling. Tidal flooding is predictable, and advance warning of extreme events is typically available, enabling managed evacuation or shelter-in-place procedures.
Surface water drainage:	No changes to site runoff characteristics are proposed. The development will not increase runoff rates or volumes. SuDS will be required as part of any future redevelopment in accordance with SAB requirements.
Assessment Date:	19/5/2026.

Overall, the development represents the continued use of an existing site within a defended floodplain, and whilst not fully compliant with numerical TAN15 criteria, the residual risks can be appropriately managed through a combination of refuge, warning, and emergency planning measures.

2 Introduction

Civil Engineering Solutions Ltd has been commissioned to prepare a Flood Consequence Assessment (FCA) Report complying with the requirements of Technical Advice Note 15 (TAN15) 2025 for a proposed change of use planning application for a range of outbuildings with an existing agricultural use to residential use at “The Moorland”, Goldcliff Road, Goldcliff, Newport, NP18 2AU.

2.1 Client Details

Client:	Jacqui Harris-Price
Client Address:	The Moorlands, Goldcliff Road, Goldcliff, Newport NP18 2 AU.

2.2 Site Details

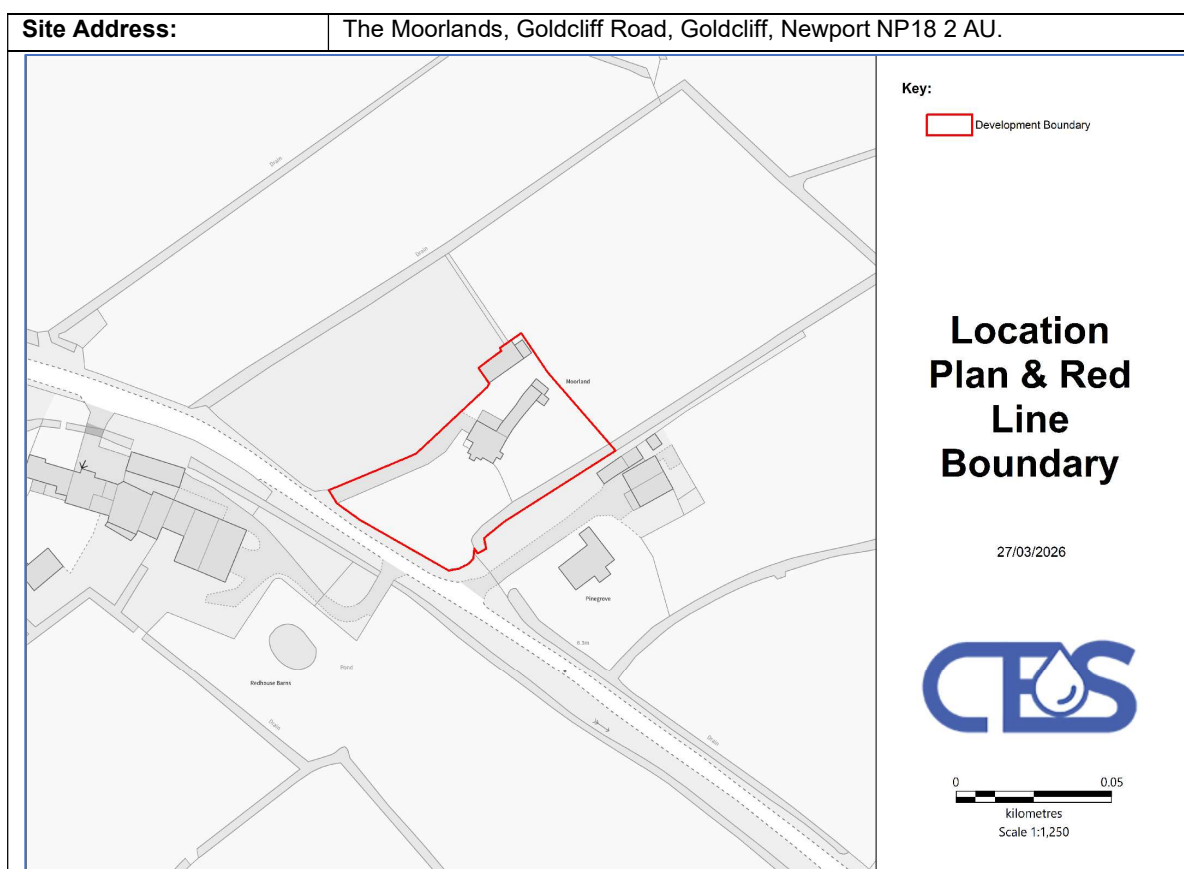


Figure 1: Location Plan.

Site NGR:	335692, 183228
Grid Ref:	ST356832
What three words:	cakes.nods.slide
Total Site Area:	0.1254Ha
Planning Authority:	Newport City Council 25/0986

3 Description of Development

The proposed development comprises a change of use of a defined area of land and associated outbuildings from agricultural to residential use at the Moorlands, Goldcliff Road, Goldcliff, Newport, South Wales. The area subject to the change of use includes an existing range of attached outbuildings, a former hay barn footprint now accommodating a vehicle parking building with a lean-to garden equipment store, and the associated residential curtilage highlighted on the submitted site layout drawings. No new built development is proposed as part of this application.

The change of use is intended to regularise the residential use of the land and buildings, which no longer serve any practical agricultural function, and to support a future planning application for the removal and rebuilding of the structurally substandard outbuildings as an extension to the main dwelling.

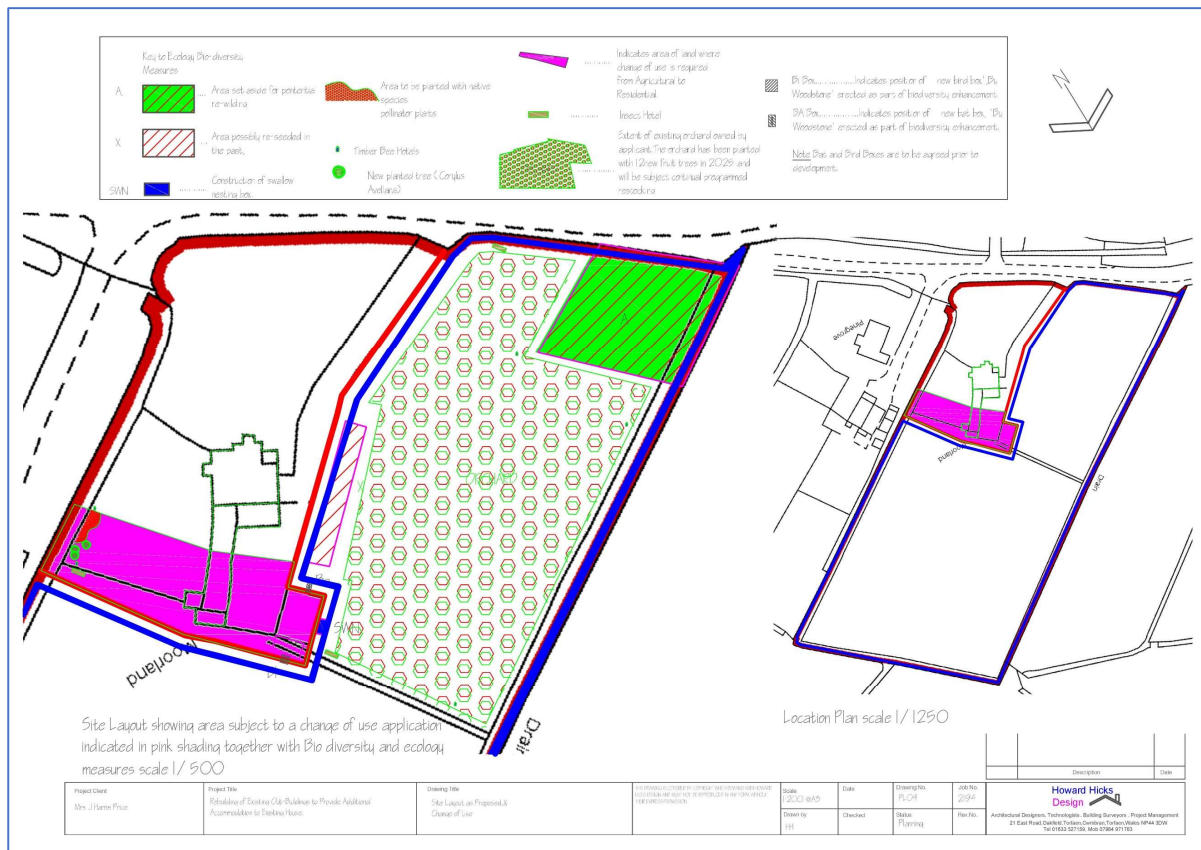


Figure 2: Location Plan and proposed change of use.

A copy of the existing and proposed development plans are provided in Appendix A.

3.1 Topography - LiDAR Ground Levels

LiDAR has been downloaded from the DataMapWales web portal "Welsh Government LiDAR tile catalogue and imported into MapInfo Professional GIS for review. The ground level information identifies the site to have ground levels between 5.8m and 6.9m OD.

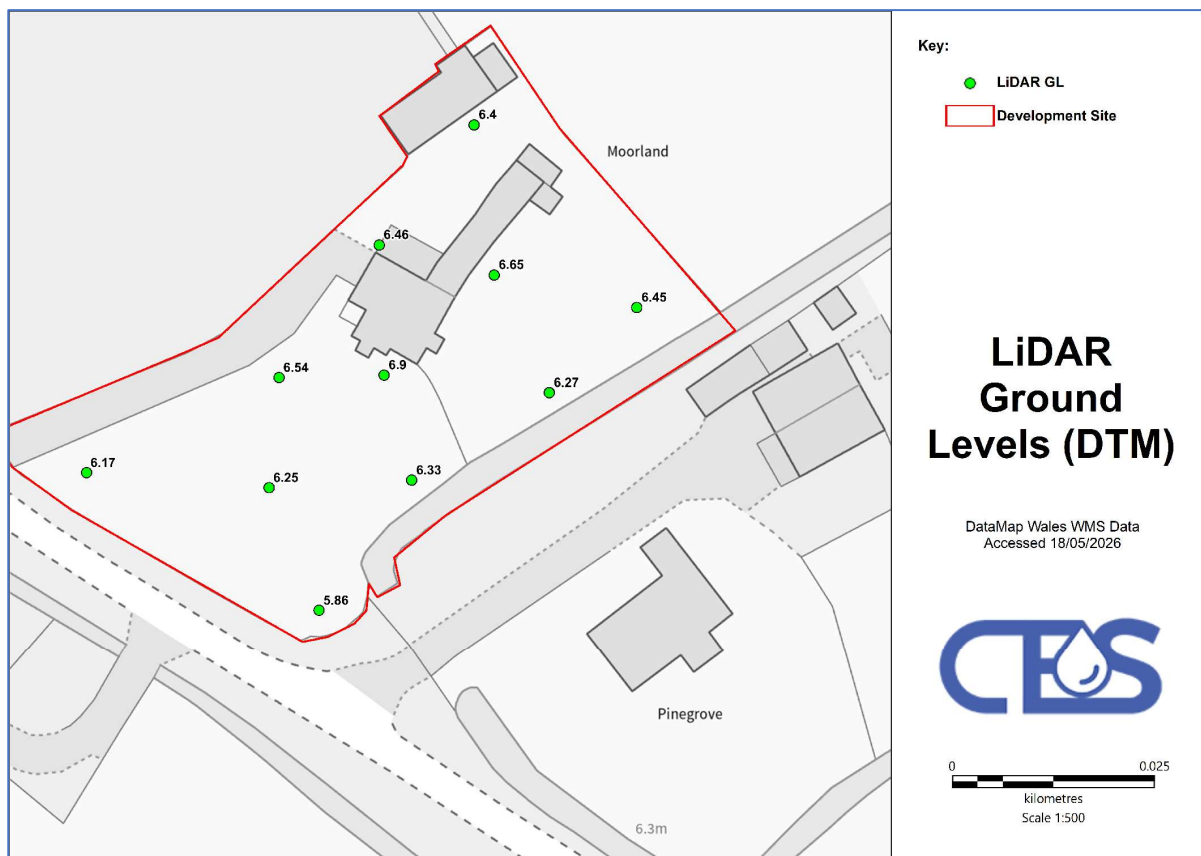


Figure 3: Point Inspected LiDAR Ground Levels (DTM)



Figure 4: Google Earth Streetview Image.

4 Existing Flood Risk

The existing known flood risks associated with this development site will be reviewed based on the following datasets.

- Flood Map for Planning (FMfP) classifications.
- Historical Flood Mapping.
- Flood Warning/Alert areas published by NRW
- Consultation response by Natural Resources Wales (NRW).

4.1 Flood Map for Planning

The Welsh Government published the revised Technical Advice Note 15: Development, Flooding and Coastal Erosion on 31 March 2025. This updated guidance replaces the previous version of TAN15 and introduces new requirements for Flood Consequence Assessment (FCA) reporting in Wales.

As part of the updated policy framework, the Flood Map for Planning (FMfP) has been formally adopted and now forms a key component of the Wales Flood Map. The FMfP is hosted by Natural Resources Wales and the Data Map Wales geo-portal, and is used to identify flood risk for planning purposes. It replaces the Development Advice Map (DAM) previously used alongside the earlier version of TAN15.

The FMfP provides the most up-to-date information on flood risk zones, including Zone 1, Zone 2, Zone 3 and TAN15 Defended Zones. It is updated every six months to reflect changes in modelled flood extents. NRW is responsible for managing and updating the FMfP and has authority to consider FMfP data when reviewing FCA reports submitted in support of planning applications.

Planning authorities and developers must now use the FMfP as the starting point for assessing flood risk in the planning system. The revised TAN15 outlines the actions required when considering development in each flood zone, with a strong presumption against new highly vulnerable development in Zone 3, unless exceptional circumstances apply.

4.1.1 Flood Map for Planning - Rivers

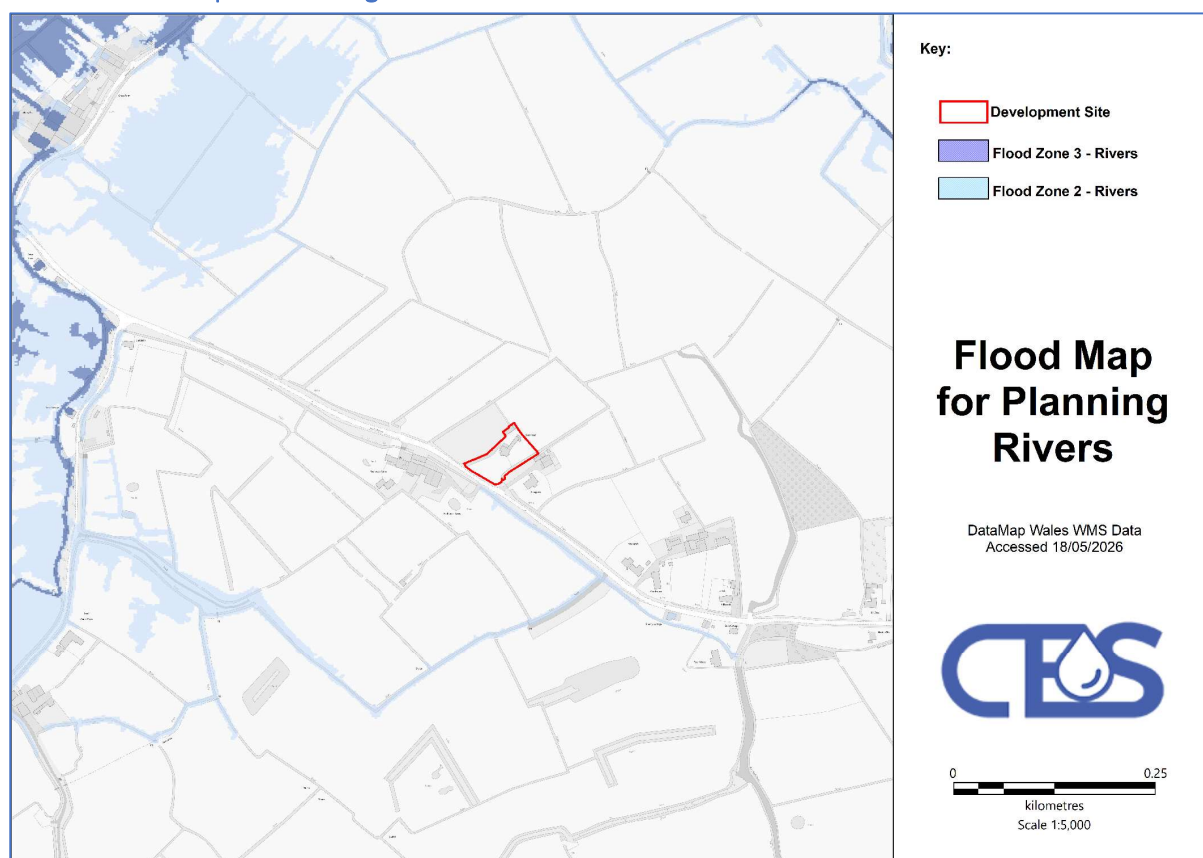


Figure 5: FMfP Flood Zone Classifications – Rivers

Flood Map for Planning: Assessment of Rivers Flood Zone Classification	
Flood Zone 1 (Rivers)	Less than 1 in 1000 (0.1%) (plus climate change) chance of flooding in a given year.
Flood Zone 2 (Rivers)	Less than 1 in 100 (1%) but greater than 1 in 1000 (0.1%) chance of flooding in a given year, including climate change.
Flood Zone 3 (Rivers)	A greater than 1 in 100 (1%) chance of flooding in a given year, including climate change.
Notes:	The site is not located with a FMfP fluvial flood risk classification area.

4.1.2 Flood Map for Planning - Seas

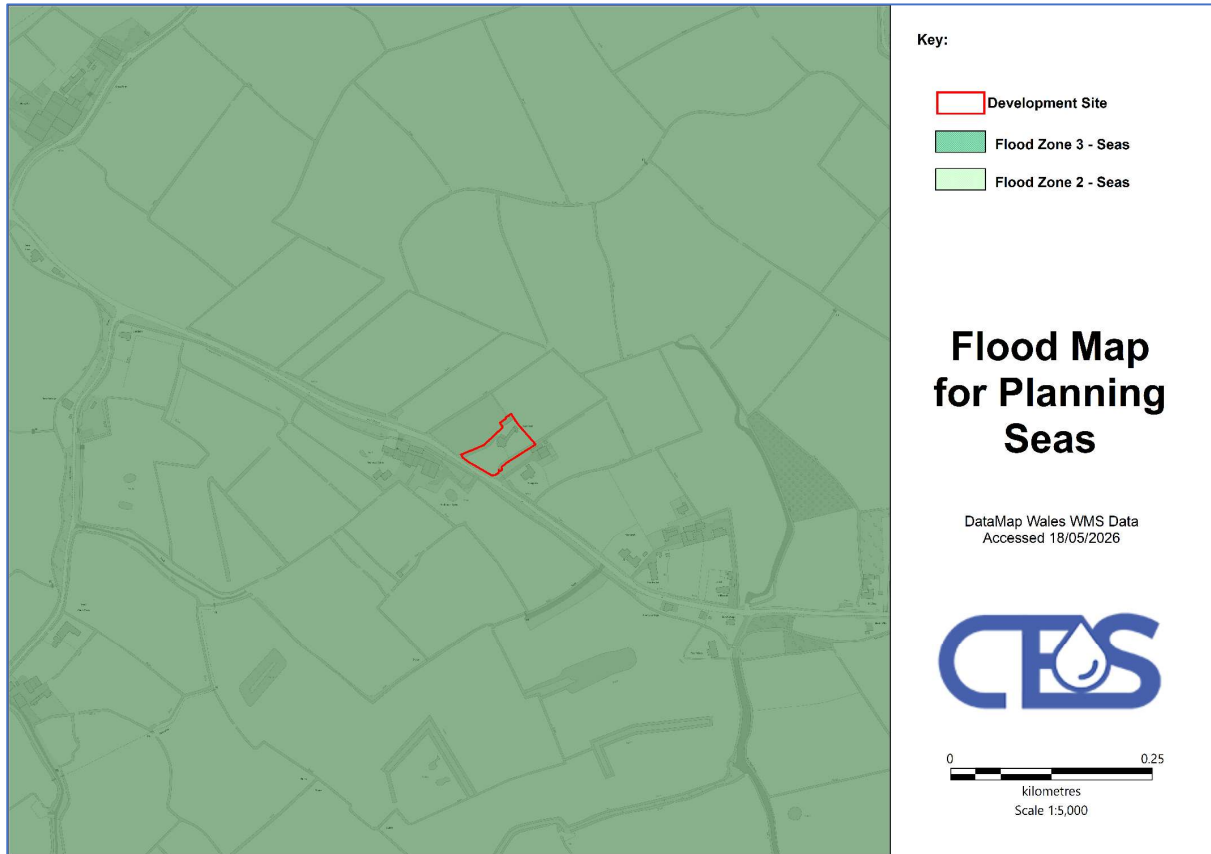


Figure 6: FMfP Flood Zone Classification - Seas

Flood Map for Planning: Assessment of Seas Flood Zone Classification	
Flood Zone 1 (Seas)	Less than 1 in 1000 (0.1%) (plus climate change) chance of flooding in a given year.
Flood Zone 2 (Seas)	Less than 1 in 200 (0.5%) but greater than 1 in 1000 (0.1%) chance of flooding in a given year, including climate change.
Flood Zone 3 (Seas)	A greater than 1 in 200 (0.5%) chance of flooding in a given year, including climate change.
Notes:	

4.1.3 Flood Map for Planning – Surface Water

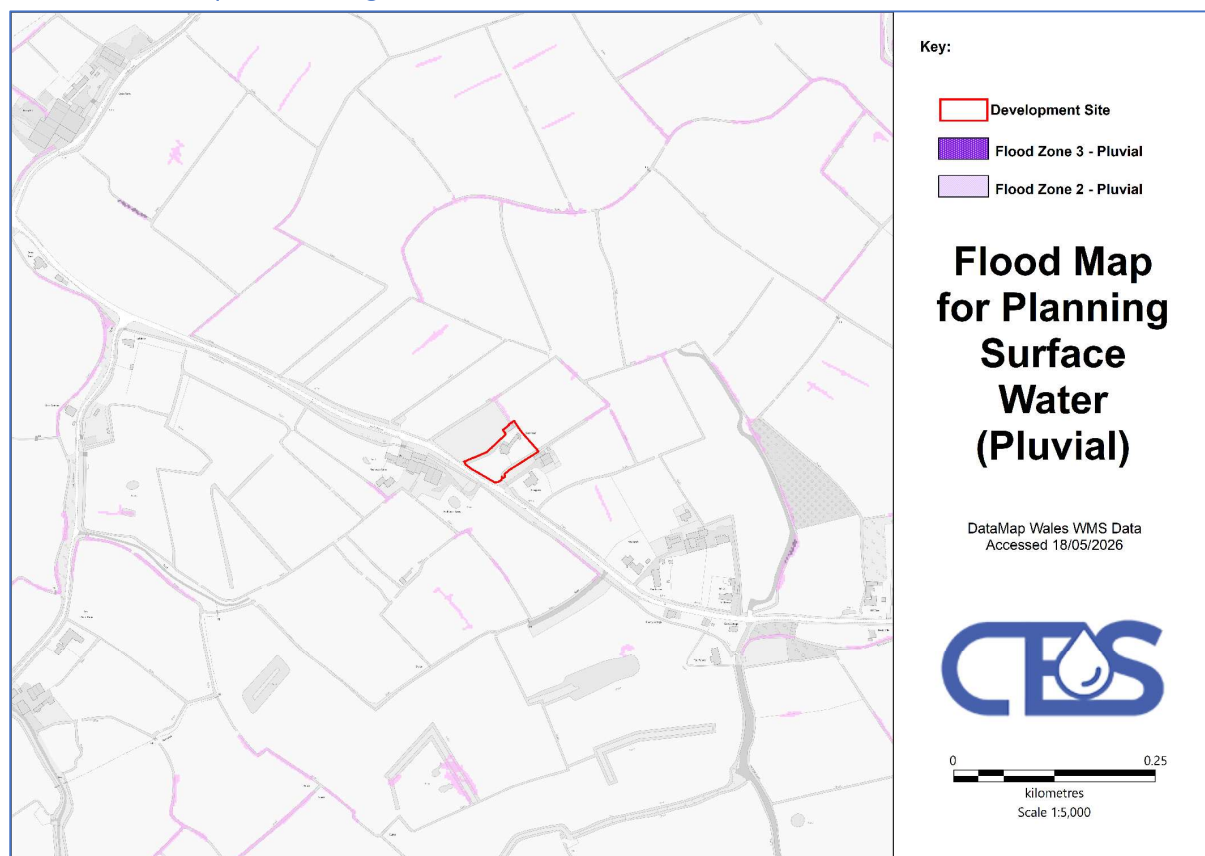


Figure 7: FMfP Flood Zone Classifications Surface Water

Flood Map for Planning: Assessment of Surface Water Flood Zone Classification	
Flood Zone 1 (Rivers)	Less than 1 in 1000 (0.1%) (plus climate change) chance of flooding in a given year.
Flood Zone 2 (Rivers)	Less than 1 in 100 (1%) but greater than 1 in 1000 (0.1%) chance of flooding in a given year, including climate change.
Flood Zone 3 (Rivers)	Less than 1 in 100 (1%) but greater than 1 in 1000 (0.1%) chance of flooding in a given year, including climate change.
Notes:	

4.1.4 Flood Map for Planning – TAN15 Defended Zones

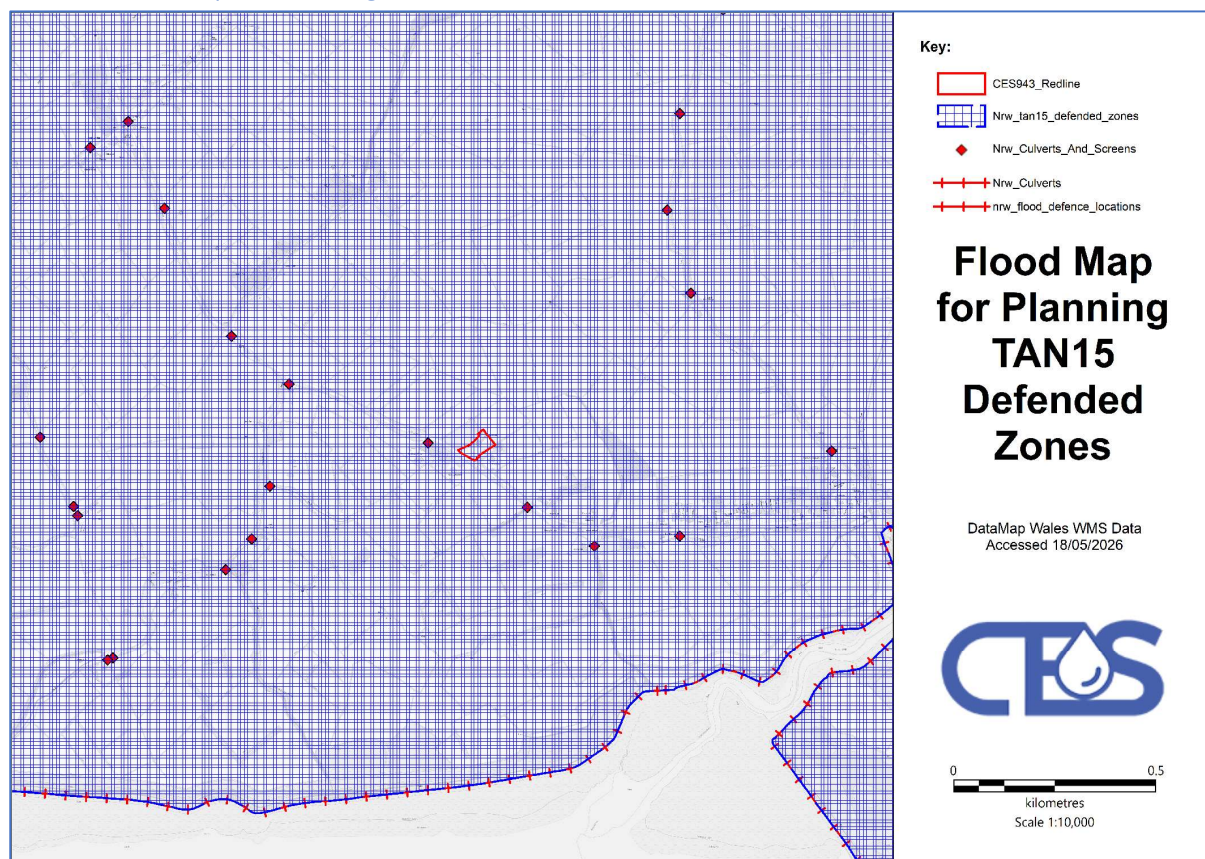


Figure 8: FMfP TAN15 Defended Zones and Flood Defence Infrastructure

Flood Map for Planning: Definition of Flood Map for Planning flood zones			
	Flooding from rivers	Flooding from the sea	Flooding from surface water and small watercourses
TAN15 Defended Zones	Areas where flood risk management infrastructure provides a minimum standard of protection against flooding from rivers of 1:100 (plus climate change and freeboard).	Areas where flood risk management infrastructure provides a minimum standard of protection against flooding from the sea of 1:200 (plus climate change and freeboard).	Not applicable.
Notes:	The development site is contained within a Tidal TAN15 Defended zone.		

4.2 Historical Flood Mapping.

A search of the DataMapWales dataset identifies the development site has no records of historic flooding.

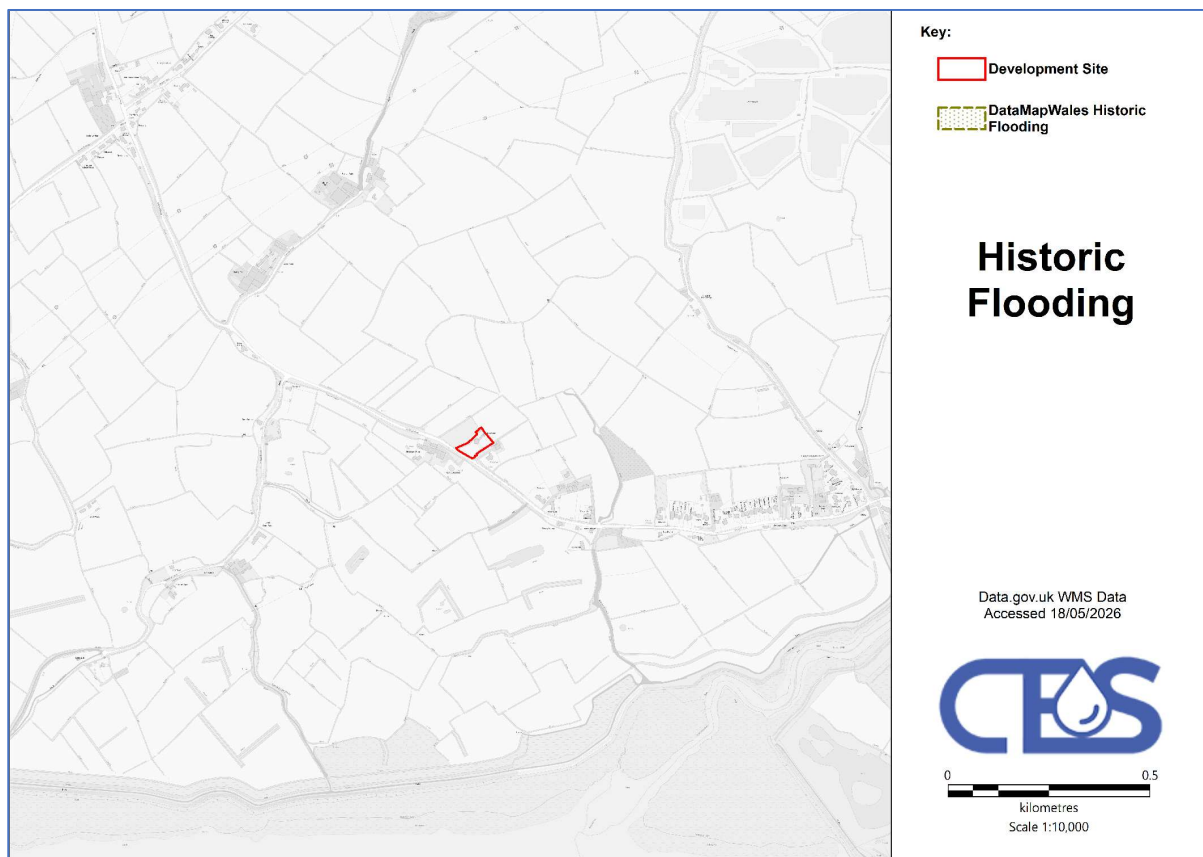


Figure 9: DataMapWales - Historic Floodmap

4.3 Flood Warnings and alert areas

The proposed development site is located within current flood watch and alert areas.

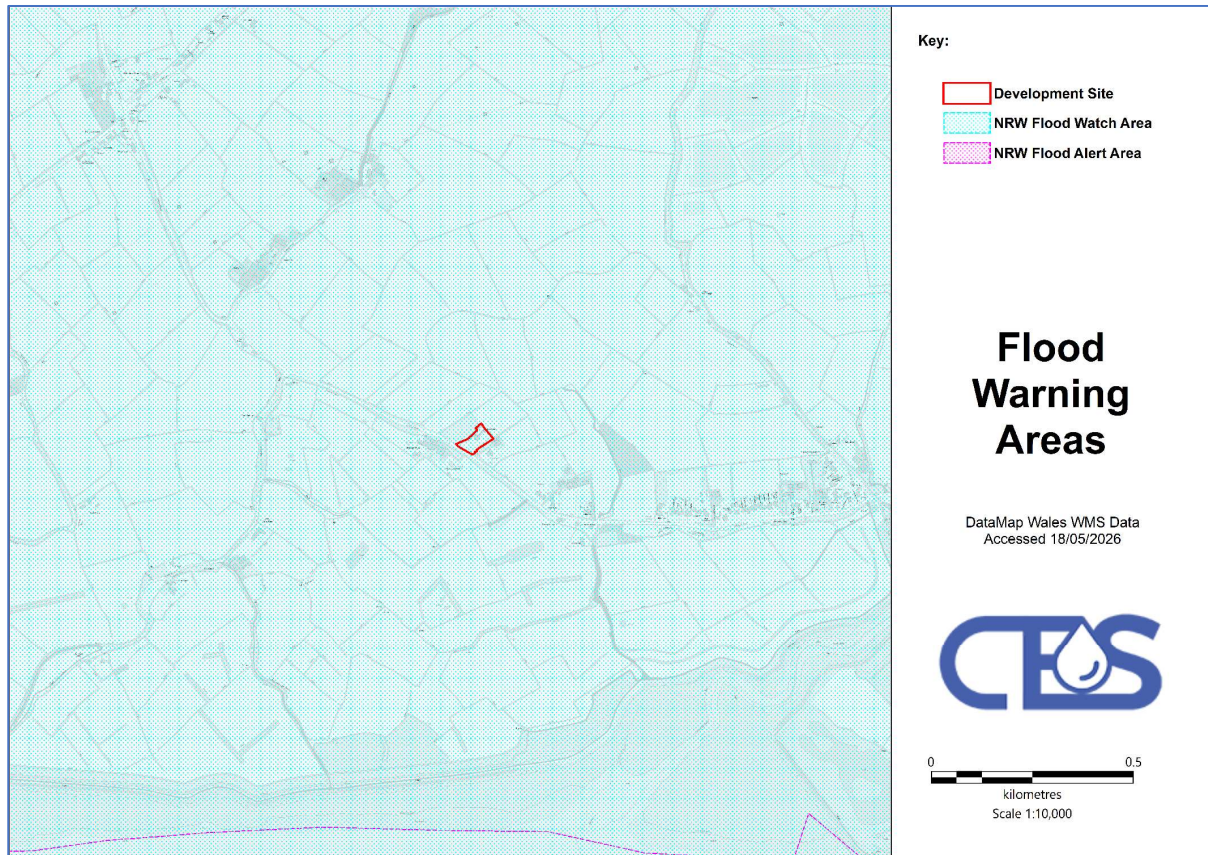


Figure 10: Flood Watch and Warning Areas.

4.4 Natural Resource Wales Consultation & Modelling Data

Natural Resources Wales (NRW) provided two sets of hydraulic modelling outputs as part of the consultation response, comprising the Caldicot and Wentlooge flood modelling (2016) and a subsequent updated modelling dataset (2022).

The 2016 modelling, undertaken for NRW by JBA Consulting, represents a comprehensive coastal flood risk assessment incorporating extreme tidal water levels and wave overtopping processes. Wave overtopping was calculated using industry-standard methods (EurOtop) and applied within the hydraulic model as inflow discharges behind defences, thereby enabling representation of combined tidal and wave-driven flooding mechanisms. As such, the model outputs are considered to provide a precautionary assessment of coastal flood risk, particularly within exposed estuarine and coastal locations where overtopping is a significant flood mechanism.

In contrast, the 2022 updated modelling dataset provided by NRW does not include explicit representation of wave overtopping and instead characterises flood risk primarily on the basis of tidal water levels and defence performance. Consequently, the updated modelling predicts reduced flood extents and shallower flood depths relative to the 2016 dataset.

At the application site, this difference in modelling approach is reflected in the predicted flood characteristics, with the 2022 model indicating lower flood depths than those derived from the 2016 modelling. This variation is considered to arise principally from the inclusion of wave overtopping within the 2016 assessment, which increases flood volumes and depths landward of defences, together with refinements to model inputs and defence representation within the updated dataset.

In accordance with NRW guidance and best practice for Flood Consequence Assessments (FCA), both datasets have been reviewed. The more recent 2022 modelling provides the most up-to-date representation of tidal flood risk; however, the 2016 modelling remains important in demonstrating the potential influence of wave overtopping as a secondary mechanism, and therefore represents a more precautionary scenario.

Maximum modelled flood level grids for both the 2016 and 2022 datasets have been extracted and interrogated using MapInfo Professional GIS software. The assessed maximum modelled flood levels for the defended scenario at the site are summarized in Table 1 below.

Table 1: Maximum Modelled Stage at the Application Site

Assessment of Maximum Modelled Stage levels for the Defended scenario (m OD)		
	T200CC	T1000CC
2016 Caldicot Defended HMax	6.87	7.91
2022 Newport Defended HMax	Nil	6.59
Note: The 2016 modelling applied a sea level rise allowance of +1.06 m relative to a 2014 tidal baseline, whereas the 2022 modelling applied an uplift of +1.12 m to an updated 2021 extreme tidal baseline. During development of the 2022 model, updated UKCP18 climate change guidance was published; however, the modelling team elected to retain the pre-UKCP18 (FCDPAG3-based) allowances to maintain consistency with the partially completed model runs.		

Neither the 2016 nor the 2022 modelling reports explicitly present the design extreme tidal levels (e.g. T200 water levels in mOD) used to derive flood level outputs. Accordingly, interrogation of the model outputs has been undertaken by sampling maximum water levels within the HMax grid datasets.

This indicates that the 2016 modelling produces peak tidal levels of approximately 9.64 mOD (T200CC) and 9.97 mOD (T1000CC). Equivalent sampling of the 2022 dataset identifies slightly lower values of approximately 9.43 mOD (T200CC) and 9.77 mOD (T1000CC).

Welsh Government (March 2026) has published updated UKCP18-based climate change guidance, identifying mean sea level rise allowances for Newport of approximately +1.25 m (70th percentile) and +1.68 m (95th percentile) relative to the 1981–2000 baseline period.

Coastal design sea levels within the Bristol Channel increase progressively from west to east in the vicinity of the site. Based on the Coastal Flood Boundary dataset (2017), the T200 extreme tidal levels range from approximately 8.25 mOD (chainage 398) to 8.83 mOD (chainage 386). The closest representative boundary node (chainage 394) indicates a T200 level of 8.41 mOD and a T1000 level of 9.18 mOD.

Application of the 70th percentile climate change allowance (+1.25 m) results in indicative future design tidal levels of approximately 9.66 mOD (T200) and 10.43 mOD (T1000). The derived T200CC level aligns reasonably well with the sampled 2016 model outputs, whereas the corresponding T1000CC level exceeds both the 2016 and 2022 modelled climate change scenarios, reflecting differences in modelling assumptions and approach.

NRW has not provided information on formal flood defence crest levels as part of the consultation response. Review of LiDAR data along the coastal defence line indicates crest levels of approximately 10.0 mOD. Whilst such levels may provide an appropriate standard of protection against present-day still water tidal conditions, they are unlikely to provide a sufficient standard of protection against future extreme events incorporating sea level rise and wave overtopping and may require raising over time.

The NRW consultation response is provided in Appendix C.

4.5 Site Specific Flood Modelling & Analysis

No site-specific flood modelling has been undertaken for this assessment.

5 TAN15 (2025) Requirements.

5.1 Vulnerability Categories

TAN15 categorises development types into the following classifications based on the nature of the development or use.

Table 2: TAN15 (2025) 5.1 Figure 4 – Development vulnerability categories.

Vulnerability category	Types
Highly vulnerable development	All residential premises (including hotels, Gypsy and Traveller sites, caravan parks and camping sites). Schools and childcare establishments, colleges and universities. Hospitals and GP surgeries. Especially vulnerable industrial development (e.g. power generating and distribution elements of power stations, transformers, chemical plants, incinerators), and waste disposal sites. Emergency services, including: ambulance stations, fire stations, police stations, command centres, emergency depots. Buildings used to provide emergency shelter in time of flood
Less vulnerable development	General industrial, employment, commercial and retail development. Transport and utilities infrastructure. Car parks. Mineral extraction sites and associated processing facilities (excluding waste disposal sites). Public buildings including libraries, community centres and leisure centres (excluding those identified as in Highly Vulnerable category and emergency shelters). Places of worship. Cemeteries. Equipped play areas. Renewable energy generation facilities (excluding hydro generation).
Water compatible development	Boatyards, marinas and essential works required at mooring basins. Development associated with canals. Flood defences and management infrastructure. Open spaces (excluding equipped play areas). Hydro renewable energy generation.

The existing development site is classified as Less Vulnerable Development, and the proposed development is classified as being within the Highly Vulnerable Development category under TAN15 (2025).

5.2 TAN15 Acceptability Criteria/Policy

Acceptability criteria under TAN15 is based on the proposed vulnerability classification and the current/future flood risk site classifications. Table 3, Table 4 and Table 5, below identifies the published flood risk acceptability compliance for Fluvial, Tidal and surface water flood risk respectively.

Table 3: TAN15 (2025) – Fluvial (River) Flood Risk Acceptability Criteria

Fluvial (River) Flood Risk Acceptability Criteria			
Flood Zone	Highly Vulnerable Development	Less Vulnerable Development	Water Compatible Development
Zone 1	Acceptable in principle	Acceptable in principle	Acceptable in principle
Zone 2	Acceptable if allocated in LDP and FCA shows risk is manageable	Acceptable subject to FCA and resilient design	Acceptable
Zone 3	Not permitted on greenfield land; redevelopment only in exceptional circumstances with Ministerial notification	Redevelopment only in exceptional circumstances; must meet tolerable conditions	Acceptable
TAN15 Defended Zone	Only acceptable if allocated in LDP and compliant with tolerable conditions and resilient design	Redevelopment acceptable if not over-intensified and flood risk managed	Acceptable

The proposed development is considered acceptable in terms of fluvial flood risk

Table 4: TAN15 (2025) - Tidal Flood Risk Acceptability Criteria

Tidal Flood Risk Acceptability Criteria			
Flood Zone	Highly Vulnerable Development	Less Vulnerable Development	Water Compatible Development
Zone 1	Acceptable in principle	Acceptable in principle	Acceptable in principle
Zone 2	Acceptable if allocated in LDP and FCA shows risk is manageable	Acceptable subject to FCA and resilient design	Acceptable
Zone 3	Not permitted on greenfield land; redevelopment only in exceptional circumstances with Ministerial notification	Redevelopment only in exceptional circumstances; must meet tolerable conditions	Acceptable
TAN15 Defended Zone	Only acceptable if allocated in LDP and compliant with tolerable conditions and resilient design	Redevelopment acceptable if not over-intensified and flood risk managed	Acceptable

The proposed re-designation of the site from agricultural to residential use may be considered under TAN15 guidance despite its location within Flood Zone 3, noting that the site lies within a defended tidal flood risk area.

The existing use of the land and buildings is agricultural, which is classified as less vulnerable development. TAN15 allows the re-use or redevelopment of such sites to be assessed on a case-by-case basis, provided that the development can be justified and that the consequences of flooding can be demonstrated to be acceptable for the proposed residential use.

Table 5: TAN15 (2025) - Surface Water Flood Risk Acceptability Criteria

Surface Water Flood Risk Acceptability Criteria			
Flood Zone	Highly Vulnerable Development	Less Vulnerable Development	Water Compatible Development
Zone 1	Acceptable in principle	Acceptable in principle	Acceptable in principle
Zone 2	Acceptable if allocated in LDP and FCA shows risk is manageable	Acceptable subject to FCA and resilient design	Acceptable
Zone 3	Not permitted on greenfield land; redevelopment only in exceptional circumstances with Ministerial notification	Redevelopment only in exceptional circumstances; must meet tolerable conditions	Acceptable
TAN15 Defended Zone	Not applicable for surface water flooding	Not applicable	Not applicable

The development site is located within an area that is not affected by surface water flooding. On this basis, the proposal is compliant with TAN15 guidance and is considered acceptable in relation to surface water flood risk.

5.3 Local Development Plan Policy Compliance

To satisfy the requirements of TAN15 (2025), the proposed development must demonstrate compliance with Section 11 acceptability criteria. An assessment of the proposal against these criteria is provided below.

- No increase in flooding elsewhere.
- Occupiers aware of flood risk.
- Escape/evacuation routes present.
- Flood emergency plans and procedures agreed and in place.
- Flood resistant and resilient design.
- Acceptable consequences for type of use.

5.3.1 No increase in flooding elsewhere.

The proposed development comprises a change of use of existing buildings and land from agricultural to residential use, with no new built development or alteration to ground levels proposed as part of this application.

As such, the proposal will not result in any change to existing floodplain storage, flow routes, or hydraulic characteristics of the site. There will be no increase in impermeable area associated with the application, and therefore no increase in surface water runoff rates or volumes.

On this basis, the proposed development will not increase flood risk elsewhere and is compliant with TAN15 requirements.

5.3.2 Occupiers aware of flood risk.

The development site is located within a defended tidal flood risk area (FMfP Flood Zone 3 – Seas), and the nature of the flood risk has been clearly identified within this Flood Consequence Assessment.

It is recommended that future occupiers are made aware of the potential residual flood risk associated with extreme tidal events, including the potential effects of defence exceedance and wave overtopping. This can be achieved through appropriate conveyance of information during the property sale or occupancy process.

Given the established residential use of the main dwelling and the preparation of this FCA, it is considered that the requirement for occupier awareness can be adequately satisfied.

5.3.3 Escape/evacuation routes present - Flood emergency plans and procedures agreed and in place

Access and egress to the site are provided via Goldcliff Road; however, this route may become inundated during extreme tidal events, particularly in breach or overtopping scenarios.

In such circumstances, safe refuge is available within the upper storeys of the existing dwelling. Due to the tidal nature of flood risk at this location, there is typically a degree of advance warning associated with extreme events through meteorological and tidal forecasting. This provides opportunity for occupants to take appropriate action, including evacuation where necessary.

Emergency response would be coordinated via the emergency services, and occupants can make use of NRW flood warning services where available. A site-specific flood plan can be prepared, if required, to formalise procedures for evacuation and refuge.

Accordingly, the development is considered to satisfy TAN15 requirements in respect of safe access, egress, and emergency planning.

5.3.4 Flood resistant and resilient design

The current application relates solely to a change of use, with no physical redevelopment proposed at this stage. As such, no specific flood resistance or resilience measures are incorporated within this application.

Notwithstanding this, any future redevelopment or rebuilding of the existing outbuildings would need to incorporate appropriate flood resilience and resistance measures in accordance with TAN15 guidance and best practice. Such measures may include:

- Raised finished floor levels where appropriate;
- Use of flood-resistant materials below design flood levels;
- Incorporation of resilient internal finishes and construction;
- Provision of safe access to upper floor refuge areas.

The potential for future incorporation of such measures ensures that the development can be made compliant with TAN15 requirements over its lifetime.

5.3.5 Acceptable consequences for type of use

The proposed development represents a change to a highly vulnerable use within a defended tidal flood risk area. As such, it is necessary to demonstrate that flood consequences are acceptable.

The analysis of NRW modelling datasets indicates that:

- The defended scenario provides a degree of protection under present-day conditions;
- Flooding is primarily associated with extreme tidal events, including the influence of wave overtopping (as represented in the 2016 model);
- Residual risk remains in exceedance events, particularly under future climate change scenarios.

Despite this, the consequences of flooding are considered acceptable for the following reasons:

- The development relates to the re-use of existing buildings, rather than new development on undeveloped land;
- Safe refuge is available within the existing dwelling;
- Flood warning and forecasting provide opportunity for managed response;
- No increase in flood risk will arise as a result of the development;
- Future adaptation and resilience measures can be incorporated if redevelopment is progressed.

When considered in the context of TAN15 (2025), the site-specific circumstances and nature of the proposal, the consequences of flooding are considered to be acceptable.

6 Site Specific Assessment

6.1 General Overview

This section provides a site-specific assessment of flood consequences in accordance with TAN15 (2025), drawing upon NRW-provided hydraulic modelling datasets (2016 and 2022), site topography, and the nature of the proposed development.

The site is located within Flood Map for Planning (FMfP) Flood Zone 3 (tidal), within a defended area. Flood risk is therefore associated with residual mechanisms, including defence exceedance, breach, and wave overtopping.

Ground levels across the site range between approximately 5.8 mOD and 6.9 mOD, based on LiDAR data. Maximum modelled flood levels derived from NRW datasets indicate that extreme tidal events, particularly when incorporating climate change allowances, have the potential to exceed local ground levels under defended exceedance scenarios.

The proposed development comprises a change of use of existing buildings and land, with no new construction or ground level modification proposed at this stage. Consequently, the assessment focuses on evaluating flood consequences to the site and its occupants, rather than flood risk alteration.

6.2 TAN15 Compliance Requirements

In accordance with TAN15 (2025), highly vulnerable development located within areas at risk of tidal flooding must be assessed against defined design events to demonstrate that flood consequences are acceptable.

For tidal flooding, TAN15 requires that highly vulnerable development should be flood-free during the 0.5% Annual Exceedance Probability (AEP) event (1 in 200 year) including climate change, and that flood consequences during the extreme 0.1% AEP (1 in 1000 year) event including climate change remain within defined tolerable limits.

The applicable TAN15 design standards for flood-free conditions are presented in Table 6 below.

Table 6: TAN15 (2025 Figure 5 – Flood events in which development must be flood-free.

Vulnerability Categories		Flood event type	
		Rivers	Sea
Highly vulnerable development	Emergency services (command centres and hubs)	0.1%+CC (1 in 1000)	0.1%+CC (1 in 1000)
	All other types	1%+CC (1 in 100)	0.5%+CC (1 in 200)
Less vulnerable development		1%+CC (1 in 100)	0.5%+CC (1 in 200)
Water compatible development that may be occupied by people			

A comparison of NRW modelled extreme tidal water levels with on-site ground levels (5.8 mOD to 6.9 mOD) indicates that design tidal levels, including climate change allowances, exceed site levels under defended exceedance scenarios. This is supported by both the 2016 modelling dataset (which incorporates wave overtopping processes) and the 2022 updated model.

On this basis, it is concluded that:

The development site cannot be demonstrated to remain flood-free during the 0.5% AEP tidal event including climate change.

In addition to the flood-free requirement, TAN15 (2025) defines tolerable flood conditions that must not be exceeded during the extreme 0.1% AEP event. These criteria are summarised in Table 7 below.

Table 7: TAN15 (2025) Figure 6 - Tolerable conditions in an extreme flood event.

Types of development	Maximum depth of flooding (mm)	Maximum velocity of flood waters (metres/sec)
Highly vulnerable development	600	0.15
Less vulnerable development Infrastructure associated with highly vulnerable development e.g. car parks, access, paths and roads Water compatible development (limited to those built elements of development that may be occupied by people)	600	0.3
The above figures are tolerances below which new development may be acceptable. Each site, however, must be considered individually, and a judgement taken in the context of the circumstances which could prevail at that site. Emergency services developments are not shown because they must be flood-free in a 0.1% event		

Interrogation of the NRW model outputs indicates that, under extreme tidal conditions, flood levels significantly exceed existing site ground levels, resulting in predicted flood depths in excess of the 600 mm tolerable threshold for highly vulnerable development.

Whilst flood velocities are anticipated to remain relatively low due to the tidal and ponded nature of flooding within the defended floodplain, the exceedance of the depth criterion represents a departure from TAN15 tolerable condition thresholds.

Accordingly:

The development does not comply with the TAN15 tolerable condition thresholds for highly vulnerable development during the 0.1% AEP tidal event including climate change.

Notwithstanding the above, the site benefits from the presence of a strategic tidal flood defence system protecting the Caldicot and Wentlooge Levels. Available information indicates that these defences currently provide a standard of protection broadly consistent with present-day design conditions, thereby limiting the frequency and extent of tidal flooding under current climate conditions.

However, in the absence of future improvement works to maintain this standard of protection in response to projected sea level rise:

- The frequency of defence exceedance and overtopping events will increase;
- Extensive areas of the Caldicot Levels would become susceptible to tidal inundation;
- Such impacts would extend beyond rural land, affecting established residential and commercial areas across the Levels, including parts of Newport's urban extent.

This demonstrates that the residual flood risk affecting the site forms part of a wider strategic flood risk context, rather than a localised anomaly.

Notwithstanding the exceedance of flood-free and tolerable thresholds identified above, TAN15 requires that the acceptability of development is determined through a site-specific assessment of flood consequences, taking into account:

- The nature of the proposed development (change of use of existing buildings);
- Availability of safe refuge;
- Predictability of tidal flood events and associated warning times;
- Emergency planning and resilience measures.

These considerations are addressed in the following sections of this report.

6.2.1 Nature of Development (Re-use of Existing Buildings)

The proposed development comprises a change of use of existing buildings and associated land from agricultural to residential use, with no new build development or alteration to site levels proposed as part of this application.

This is a material consideration in the context of TAN15 (2025), as the proposal does not introduce new built form into the floodplain, nor does it increase the physical footprint or vulnerability beyond that already present at the site.

The re-use of existing structures is recognised within TAN15 as requiring a site-specific assessment of flood consequences, particularly where redevelopment or intensification is limited. In this instance, the proposal represents a continuation and formalisation of an established built environment, rather than expansion into undeveloped land.

Accordingly, whilst the development is classified as highly vulnerable, the nature of the proposal reduces the extent to which it increases overall flood risk exposure.

6.2.2 Availability of Safe Refuge

Safe refuge is available within the existing dwelling at first floor level and above, providing a location where occupants can remain during a flood event.

Given the predicted tidal flood mechanisms at the site, which are characterised by relatively gradual onset and low flow velocities, vertical evacuation to an upper floor refuge is considered to represent a feasible and effective risk management measure.

Whilst safe access and egress cannot be guaranteed during extreme flood events, the availability of on-site refuge is consistent with TAN15 guidance for managing residual flood risk in defended tidal environments, particularly where development already exists.

The presence of safe refuge significantly reduces the potential hazard to occupants during flood events and forms a key component of the overall risk management strategy.

6.2.3 Predictability of Tidal Flooding and Warning Time

Flood risk at the site is primarily tidal in nature and therefore benefits from a high degree of predictability. Extreme tidal events are typically associated with specific combinations of astronomical tides, storm surge, and meteorological conditions, which can be forecast in advance.

This provides an opportunity for advance warning through established forecasting systems and Natural Resources Wales flood alert services. Occupants can therefore take appropriate precautionary action prior to the onset of flooding, including evacuation where necessary.

The availability of advance warning is an important factor in reducing risk to life and is recognised within TAN15 as a key consideration in assessing the acceptability of development within defended flood risk areas.

6.2.4 Emergency Planning and Resilience Measures

Emergency response to flood events would be coordinated through standard emergency planning procedures, supported by national and local flood warning systems. Occupants would be advised to register for Natural Resources Wales flood warning services where available.

A site-specific flood plan could be prepared to formalise response procedures, including:

- Monitoring of flood warnings and weather forecasts;
- Identification of trigger levels for evacuation or refuge;
- Safe access routes during non-flood conditions;
- Procedures for remaining within the building during flood events.

In addition, whilst no physical works are proposed as part of this application, any future redevelopment of the site would be expected to incorporate appropriate flood resilience and resistance measures in accordance with TAN15 and best practice guidance.

These measures, together with the availability of safe refuge and advance warning, contribute to a managed approach to residual flood risk.

6.3 Flood Hazard Assessment

An assessment of flood hazard at the site has been undertaken in accordance with TAN15 (2025), considering the relationship between flood depth and velocity, and applying the hazard classifications set out in Figure 7 (Flood Hazard Matrix).

The applicable hazard classification framework is presented in Table 8 below.

Table 8: TAN15 (2025) Figure 7 - Flood hazard matrix

		Still Floodwater Depth in Metres																			
		0.1	0.2	0.3	0.4	0.5	0.6	0.7	0.8	0.9	1.0	1.1	1.2	1.3	1.4	1.5	1.6	1.7	1.8	1.9	2.0
Floodwater Velocity m/s	2.0																				
	1.9																				
	1.8																				
	1.7																				
	1.6																				
	1.5																				
	1.4																				
	1.3																				
	1.2																				
	1.1																				
	1.0																				
	0.9																				
	0.8																				
	0.7																				
	0.6																				
	0.5																				
	0.4																				
	0.3																				
	0.2																				
	0.1																				

Colour Code	Hazard to people classification
	Very low hazard
	Danger for some - includes children, older people and people with disabilities
	Danger for most - includes the general public
	Danger for all - includes the emergency services

The site is located within a low-lying defended tidal floodplain, where flooding is expected to occur predominantly as a result of defence exceedance or overtopping during extreme tidal conditions. As such, floodwaters are anticipated to be largely tidal and ponded in nature, with relatively low flow velocities.

Based on the comparison between predicted extreme tidal water levels and existing ground levels (5.8 mOD to 6.9 mOD), the following flood depths are anticipated:

0.5% AEP (T200 + Climate Change):

Future tidal levels indicate flood depths of approximately 0.36 m across the site. Based on the TAN15 hazard matrix, this corresponds to a hazard classification of:

“Danger for some” (including children, the elderly, and more vulnerable individuals).

0.1% AEP (T1000 + Climate Change):

Future tidal levels indicate flood depths in excess of 1.3 m across the site. Under these conditions, the hazard classification is:

“Danger for all”, including the general public and emergency responders.

These assessments indicate that, whilst flood hazard during the design flood event is moderate, extreme flood events present a significant hazard to people, particularly in the absence of mitigation measures such as flight to refuge.

It should be noted that the hazard assessments presented above are derived from NRW hydraulic modelling datasets, which represent current understanding of flood risk under defended conditions. However, these datasets:

- Do not account for potential future improvements or upgrades to the tidal flood defence infrastructure, and
- Therefore represent a baseline or precautionary assessment of flood hazard under existing defence standards.

The existing coastal defence system protecting the Caldicot and Wentlooge Levels is considered to provide an appropriate standard of protection under current conditions. However, as sea level rise is realised, ongoing maintenance and upgrading of these defences will be necessary to preserve their effectiveness.

In the absence of such improvements, there is potential for:

- Increased frequency and extent of tidal inundation;
- Progressive encroachment of flood risk across the wider floodplain;
- Impacts extending beyond the application site to include significant residential and commercial areas of the Caldicot Levels, and parts of Newport’s urban area.

Accordingly, the hazard levels identified within this assessment should be viewed in the context of a wider, strategic flood risk system, where long-term outcomes are strongly influenced by future coastal defence management.

Notwithstanding the above, the hazard assessment confirms that:

- The site is subject to manageable hazard levels during the design event, albeit not flood-free; and
- Extreme events give rise to high hazard, reinforcing the importance of safe refuge, advance warning, and emergency planning measures, as discussed in subsequent sections.

7 Drainage Statement

This Flood Consequence Assessment relates to a proposed change of use of existing buildings and land from agricultural to residential use. No new built development, alteration to ground levels, or increase in impermeable area is proposed as part of this application.

Accordingly, the proposal will not materially alter existing surface water drainage characteristics at the site.

Surface water runoff from the site will continue to follow existing pathways and infiltration characteristics associated with the current land use. As such:

- There will be no increase in runoff rates or volumes arising from the proposed development;
- There will be no adverse impact on off-site drainage systems or receiving environments;
- Existing overland flow routes and drainage patterns will remain unchanged.

In this context, a formal Sustainable Drainage Systems (SuDS) scheme is not required as part of the current application. However, it is acknowledged that:

- Any future redevelopment or extension works would be subject to separate planning and SuDS Approval Body (SAB) requirements;
- Such future proposals would be required to demonstrate compliance with the Statutory SuDS Standards for Wales, including attenuation, water quality, and biodiversity considerations.

The proposed development therefore complies with the drainage and surface water management principles established within TAN15 (2025), in that it:

- Does not increase flood risk on-site or elsewhere;
- Maintains existing hydrological conditions; and
- Does not prejudice future implementation of compliant drainage solutions.

8 Discussion

This Flood Consequence Assessment has been undertaken in accordance with TAN15 (2025) to evaluate the acceptability of a proposed change of use to residential within a defended tidal flood risk area.

The assessment confirms that the site is located within Flood Map for Planning Zone 3 (tidal), within the Caldicot and Wentlooge Levels, an area protected by a strategic coastal flood defence system. The principal flood risk mechanism arises from extreme tidal events, including defence exceedance and wave overtopping.

Interrogation of NRW hydraulic modelling datasets identifies that:

- The site cannot be demonstrated to be flood-free during the 0.5% AEP tidal event including climate change;
- Flood depths during the 0.1% AEP (1000-year + climate change) event are likely to exceed TAN15 tolerable thresholds, particularly in relation to maximum flood depth;
- Flood hazard ranges from “Danger for some” during the design event to “Danger for all” during extreme events.

On this basis, the development does not strictly comply with the numerical flood-free and tolerable consequence criteria set out in TAN15 (2025) for highly vulnerable development.

However, TAN15 requires that FCA conclusions are informed by site-specific context and professional judgement, including consideration of the nature of development, residual risk management, and wider strategic factors.

In this instance, several key factors are relevant:

8.1 Nature of the Development

The proposal relates solely to the change of use of existing buildings, with no new development footprint, ground raising, or intensification of built form. This represents the re-use of an established site rather than encroachment into undeveloped floodplain.

8.2 Residual Risk Management

Flood risk at the site is tidal and therefore predictable, with the availability of advance warning through meteorological forecasting and flood alert systems.

Whilst safe access and egress cannot be maintained during all extreme events, safe refuge is available within the existing dwelling, providing an appropriate means of managing residual risk.

8.3 Flood Hazard Context

Flooding at the site is expected to be predominantly low velocity and ponded, characteristic of defended coastal floodplains. Whilst depths may be significant during extreme events, the overall hazard is mitigated through the availability of refuge and warning time.

8.4 Strategic Flood Defence Context

The site forms part of a wider defended area extending across the Caldicot and Wentlooge Levels. The existing flood defence infrastructure is considered to provide an appropriate standard of protection under current conditions.

However, without future investment to maintain or enhance these defences in response to sea level rise:

- The frequency of tidal flooding will increase;
- Extensive areas of the Levels, including residential and commercial receptors, would be affected;
- Flood risk would extend beyond the site to include parts of Newport's urban extent.

This demonstrates that the residual risk affecting the site is part of a broader strategic issue, rather than being specific to the development itself.

8.5 Overall Acceptability

Taking these factors into account, it is considered that:

- The proposal does not increase flood risk elsewhere;
- The development represents a continuation of existing land use in a defended area;
- Flood risk to occupants can be managed through warning, refuge, and emergency planning measures;
- The impacts identified are consistent with the wider flood risk context of the Levels.

Accordingly, whilst the development does not meet the strict numerical thresholds defined within TAN15 (2025), it is considered that the consequences of flooding can be appropriately managed, and the development may be considered acceptable subject to planning judgement and policy balancing.

9 Recommendations

Based on the findings of this Flood Consequence Assessment, the following recommendations are made to ensure that flood risk to the proposed development is appropriately managed in accordance with TAN15 (2025):

9.1 Flood Risk Awareness

Occupants of the property should be made aware of the residual tidal flood risk associated with the site, including the potential for flooding during extreme tidal events.

This may be achieved through:

- Conveyance of information during property sale or occupancy;
- Provision of a summary of flood risk and recommended actions to future residents.

9.2 Flood Warning and Emergency Planning

Occupants should register for, and make use of, available Natural Resources Wales (NRW) flood warning services, where applicable.

A simple site-specific Flood Plan should be prepared to define actions in advance of and during a flood event. This should include:

- Monitoring of weather forecasts and flood alerts;
- Identification of trigger points for evacuation or refuge;
- Procedures for safe occupation of upper floor refuge areas;
- Arrangements for vulnerable occupants where relevant.

Given the tidal nature of flood risk at the site, the availability of advance warning is a key component of effective risk management.

9.3 Safe Refuge Provision

Safe refuge should be maintained within the existing dwelling at upper floor level.

Occupants should be informed that, during extreme flood events where safe access and egress cannot be maintained, remaining within the building at an appropriate level above predicted flood depths represents the safest course of action.

Access to refuge areas should be kept clear and available at all times.

9.4 Flood Resilience and Resistance Measures (Future Works)

Whilst no physical works are proposed as part of this application, it is recommended that any future redevelopment, extension, or refurbishment works incorporate appropriate flood resilience and resistance measures, such as:

- Use of flood-resistant materials below predicted flood levels;
- Raised electrical services and critical infrastructure;
- Installation of resilient floor and wall finishes;
- Consideration of raised thresholds and flood barriers where appropriate.

Such measures will help reduce damage and improve recovery following flood events.

9.5 Surface Water and Drainage

No changes to surface water drainage are proposed as part of this development. However:

- Any future development proposals must include a SuDS-compliant drainage strategy in accordance with SAB requirements;
- Surface water runoff should be managed to ensure no increase in flood risk on-site or elsewhere.

9.6 Strategic Flood Defence Considerations

The site lies within a wider defended floodplain protected by a strategic coastal defence system. Continued protection of the site is dependent on:

- The ongoing maintenance and future upgrading of flood defence infrastructure in response to climate change and sea level rise;
- Long-term flood risk management at a regional (Caldicot and Wentlooge Levels) scale.

Whilst such measures fall outside the scope of this application, it is recognised that:

Future improvements to the defence system will be critical in maintaining an appropriate standard of protection for existing residential, commercial, and urban areas across the Levels, including parts of Newport.

9.7 Planning and Ongoing Management

It is recommended that:

- The findings of this FCA are taken into account in the determination of the planning application;
- Any future applications for redevelopment are supported by an updated FCA reflecting latest modelling, climate change guidance, and defence standards;
- Ongoing review of flood risk is undertaken as national guidance and datasets are updated.

10 Appendices

Appendix A: Development Proposal

Appendix B: NRW Consultation.

APPENDIX A: DEVELOPMENT PROPOSAL

Key to Ecology Bio-diversity Measures

A

Area set aside for potential re-wilding

X

Area possibly re-seeded in the past,

SWN

Construction of swallow nesting box.

Area to be planted with native species pollinator plants

Timber Bee Hotels

New planted tree (Corylus Avellana)

Indicates area of land where change of use is required from Agricultural to Residential.

Insect Hotel

Extent of existing orchard owned by applicant. The orchard has been planted with 12 new fruit trees in 2025 and will be subject continual programmed restocking

Bi Box.....Indicates position of new bird box 'By Woodstone' erected as part of biodiversity enhancement.

BA Box.....Indicates position of new bat box, 'By Woodstone' erected as part of biodiversity enhancement.

Note

Bat and Bird Boxes are to be agreed prior to development.

Site Layout showing area subject to a change of use application indicated in pink shading together with Bio diversity and ecology measures scale 1/ 500

Location Plan scale 1/ 1250

Project Client Mrs J Harris Price	Project Title Rebuilding of Existing Out-Buildings to Provide Additional Accommodation to Existing House.	Drawing Title Site Layout as Proposed, & Change of Use	THIS DRAWING IS COVERED BY COPYRIGHT WHICH REMAINS WITH HOWARD HICKS DESIGN AND MUST NOT BE REPRODUCED IN ANY FORM WITHOUT THEIR EXPRESS PERMISSION.	Scale 1:200 @A3	Date	Drawing No. PLO4	Job No. 2194	Howard Hicks Design Architectural Designers, Technologists, Building Surveyors, Project Management 21 East Road, Oakfield, Torfaen, Cwmbran, Torfaen, Wales NP44 3DW Tel 01633 527159, Mob 07984 971763
				Drawn by HH	Checked	Status Planning	Rev.No.	

APPENDIX B: NRW CONSULTATION.

Mark Roberts

From: Data Distribution <datadistribution@cyfoethnaturiolcymru.gov.uk>
Sent: 10 April 2026 13:42
To: Mark Roberts
Cc: Projects
Subject: RE: ATI-29804a P5&6, The Moorlands, Goldcliff Road, Goldcliff, Newport NP18 2AU
Attachments: ATI29804a Flood Flows Estimate Licence.pdf

Dear Mr Roberts,

Thank you for signing the licence, please find it attached, and your data below:

CaldicotAndWentlooge_5_V1.0_2016

P5: <https://cyfoethnaturiolcymru.sharefile.eu/d-s8de62ec949c34083b5debecee25d99b5>

P6: <https://cyfoethnaturiolcymru.sharefile.eu/d-s72271509c95341bf80c83bea3c4e7d73>

Newport_5_V8.0_2022

P5: <https://cyfoethnaturiolcymru.sharefile.eu/d-seeee944b82de422481ac447f78b7209e>

P6: <https://cyfoethnaturiolcymru.sharefile.eu/d-s740709852c2a403eb57c657e907ff21b>

The flood model report for re-use with the attached licence and for the raw flood product data, please re-use with the licence below:

Please find a link to our Open Government Licence (OGL) here -

<http://www.nationalarchives.gov.uk/doc/open-government-licence/version/3/>

Please also include the attribution statement: "Contains Natural Resources Wales information © Natural Resources Wales and database right. All rights reserved."

Please note that the model was built for specific NRW requirements and might not meet your needs. In addition, since the time of modelling, there may have been changes that can impact the suitability of the model which means the model might no longer comply with present day standards. For example, there may have been changes to:

- The methodology for calculating hydrological flows,
- Hydraulic modelling software (e.g. improvements in the way that in channel structures such as bridges and weirs are represented in the hydraulic model),
- Tidal boundary,
- LIDAR,
- OS MasterMap®,
- Changes to the channel or within the floodplain,
- Climate change allowances.

This is not an exhaustive list, and it is the responsibility of the user to ensure the model is suitable for their use.

I trust this is of use.

Yn gywir / Yours sincerely

Enw / Name **Michelle Lewis**

Teitl swydd / Job title Data Licensing Officer

Adran / Department Customer, Communications and Commercial

Rhif ffôn / Phone number 07917243096

Dyddiau gweithio (os yn berthnasol) / Working days Mon-Fri

Yn Ardystiedig o ran Llythrennedd Carbon / Certified Carbon Literate

Croesewir gohebiaeth yn Gymraeg a byddwn yn ymateb yn Gymraeg, heb i hynny arwain at oedi.

Correspondence in Welsh is welcomed, and we will respond in Welsh without it leading to a delay.



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thriving together**



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naturalresources.wales**

From: Mark Roberts <Mark@cesconsulting.co.uk>

Sent: 10 April 2026 13:23

To: Data Distribution <datadistribution@cyfoethnaturiolcymru.gov.uk>

Cc: Projects <projects@cesconsulting.co.uk>

Subject: RE: ATI-29804a P5&6, The Moorlands, Goldcliff Road, Goldcliff, Newport NP18 2AU

Rhybudd: Deilliodd yr e-bost hwn o'r tu allan i'r sefydliad. Peidiwch â chlicio dolenni, atodiadau agored nac sganio codau QR oni bai eich bod yn cydnabod yr anfonwr ac yn gwybod bod y cynnwys yn ddiogel.

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Good afternoon Michelle,

Thank you for your email.

Please find the signed Section 3 Agreement attached as requested.

Kind Regards

Mark Roberts
B.Eng C.Eng FICE
Managing Director



Bryn Meurig, Lombard Street, Dolgellau, Gwynedd. LL40 1DS

Tel: 00 44 1341 421 911
Email: mark@cesconsulting.co.uk
Web: www.cesconsulting.co.uk



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From: Data Distribution <datadistribution@cyfoethnaturiolcymru.gov.uk>
Sent: 09 April 2026 14:03
To: Mark Roberts <Mark@cesconsulting.co.uk>
Subject: RE: ATI-29804a P5&6, The Moorlands, Goldcliff Road, Goldcliff, Newport NP18 2AU

Dear Mark,

Further to your recent email, please note that as all flood model reports, (old Product 5); contain flood flow estimates data, there is a licensing requirement to cover the re-use. Therefore, please find attached a draft licence for this. Once happy, please sign the Section 3 Agreement, by means of a scanned signature, and return to me, I can then finalise your licence and send the report and raw flood model output data to you.

Yn gywir/ Yours sincerely

Enw / Name Michelle Lewis

Teitl swydd / Job title Data Licensing Officer

Adran / Department Customer, Communications and Commercial

Rhif ffôn / Phone number 07917243096

Dyddiau gweithio (os yn berthnasol) / Working days Mon-Fri

Yn Ardystiedig o ran Llythrennedd Carbon/Certified Carbon Literate

Croesewir gohebiaeth yn Gymraeg a byddwn yn ymateb yn Gymraeg, heb i hynny arwain at oedi.

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yn ffynnu gyda'n gilydd**

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naturalresources.wales**

From: Mark Roberts <Mark@cesconsulting.co.uk>
Sent: 27 March 2026 11:24
To: Data Distribution <datadistribution@cyfoethnaturiolcymru.gov.uk>

Cc: Projects <projects@cesconsulting.co.uk>

Subject: CES943 The Moorlands, Goldcliff Road, Goldcliff, Newport NP18 2AU - FCA data request

Rhybudd: Deilliodd yr e-bost hwn o'r tu allan i'r sefydliad. Peidiwch â chlicio dolenni, atodiadau agored nac sganio codau QR oni bai eich bod yn cydnabod yr anfonwr ac yn gwybod bod y cynnwys yn ddiogel.

Caution: This email originated from outside of the organisation. Do not click links, open attachments or scan QR Codes unless you recognise the sender and know the content is safe.

Dear NRW,

We have been commissioned to prepare Flood Consequence Assessment report for a proposed planning application on land in Pembrokeshire, .

The site address is:

The Moorlands, Goldcliff Road, Goldcliff, Newport
NGR: 335696, 183220

I attach a redline boundary location plan showing the development extent.

Please could we request flood information, model reports, and outputs (Product 5 & 6) for the site to assist us in our work. We are particularly interested in any pluvial or fluvial flood modelling previously undertaken at this site. Also in respect to any updates to existing flood modelling to meet requirements of the FMfP.



Figure 1: Location Plan.

Kind Regards

Mark Roberts
B.Eng C.Eng FICE
Managing Director

Tel: 00 44 1341 421 911

Email: mark@cesconsulting.co.uk

Web: www.cesconsulting.co.uk



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