

# **NEWPORT CITY COUNCIL JOINT HOUSING LAND AVAILABILITY STUDY 2014**

**BETWEEN NEWPORT LPA AND THE STUDY GROUP:**

**HOME BUILDERS' FEDERATION**

**DWR CYMRU**

**LINC CYMRU**

**MELIN HOUSING ASSOCIATION**

**FAIRLAKE HOUSING ASSOCIATION**

**STRATEGIC SITES AGENTS**

**STUDY DATE: 1<sup>st</sup> APRIL 2014  
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## 1.0 SUMMARY

- 1.1 This is the Newport City Council Joint Housing Land Availability Study for 2014 which presents the housing land supply for the area at the base date of 1st April 2014. It replaces the report for the previous base date of 2013.
- 1.2 The JHLAS has been prepared in accordance with the requirements of *Planning Policy Wales*, Technical Advice Note 1 (TAN 1) and the Guidance Note on the JHLAS process 2012 (Version2). Please refer to these documents for details of the requirements for the maintenance of a five year housing land supply in each Local Planning Authority area and the process for undertaking the JHLASs ( English: <http://wales.gov.uk/topics/planning/planningstats/housing-land-availability-in-wales/?lang=en> Welsh: <http://wales.gov.uk/topics/planning/planningstats/housing-land-availability-in-wales/?lang=cy>)
- 1.3 Section 2 sets out details of the housing land supply and how it has been calculated. It shows that based on the past building rates method set out in TAN 1 Newport City Council has **9.2 years** housing land supply.

### Involvement

- 1.4 The housing land supply has been assessed in consultation with:
- Home Builders Federation, in addition a number of agents representing a number of HBF members.
  - Housing Associations, Fairlake and Linc Cymru.
  - Savills, on behalf of St Modwens for Glan Llyn.
  - Turleys, on behalf of Gallaghers Estates for Llanwern Village.

### Report production

- 1.5 Newport City Council issued draft site schedules and site proformas for consultation on 1<sup>st</sup> July 2014 for a period of 4 weeks until 1<sup>st</sup> August 2014. Comments were provided by the HBF and other parties within this period and a study group meeting was undertaken on 19<sup>th</sup> September 2014. A Statement of Common Ground (SoCG) was subsequently prepared and, following consultation with the Study Group, was submitted to the Welsh Government on 29<sup>th</sup> October 2014.
- 1.6 All proposed site detail matters were agreed following the consultation, group meeting and subsequent consultation all set out in the SoCG.
- 1.7 It was necessary for an appointed Planning Inspector to resolve a matter of dispute regarding the method of calculation which could not be agreed by all parties through the SoCG stage.
- 1.8 The appointed Planning Inspector subsequently made a recommendation to the Welsh Government on the calculation of the housing land supply (Appendix 4). The Planning Inspector's recommendations were considered by the Welsh Government, and this JHLAS report has been prepared on the basis of the site information within the SoCG and calculation methodology confirmed by the Planning Inspector.

## 2.0 HOUSING LAND SUPPLY

- 2.1 The five year land supply comprises sites with planning permission (outline or full) and sites allocated for housing in adopted development plans, categorised as prescribed in TAN 1.
- 2.2 The land supply has been calculated using the past building rates methodology because as at 1 April 2013 there was no up-to-date adopted development plan covering the Newport City Council area.

**Table 1 – Identified Housing Land Supply**

<b>Housing Land Supply (1st April 2014 to 1<sup>st</sup> April 2019) - Large Sites</b>								
	Proposed homes	5 Year Land Supply (TAN 1 categories)				Beyond 5 Years		Homes completed since last study
		Under construction	1	2	2*	3 (i)	3 (ii)	
<b>Total</b>	11789	356	388	3300	0	3777	3968	339

- 2.3 Five year land supply breakdown (i.e. Categories 1, 2, 2\* and under construction):

Private	3911
Public	0
Housing Association	133
<b>Total</b>	<b>4044</b>

- 2.4 **Small Site Supply** – The contribution from small sites of less than 10 dwellings is based on the completions for the last five years.

**Table 2 – Small Site Completions for previous 5 years**

2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	<b>Total</b>
33	40	35	71	50	<b>229</b>

- 2.5 The overall **total 5 year land supply** (large + small sites) is 4273 (4044+229).

**Table 3: Five Year Land Supply Calculation (Past Building Rates Method)**

A	Total Previous 10 Year Completions (2004- 2014)	4615
B	Average Annual Completions	462
C	Total 5 Year Land Supply	4273
D	<b>Land Supply in Years (C / B)</b>	<b>9.2</b>

### **3.0 COMMENTARY**

- 3.1 Newport has recently adopted its Local Development Plan. In addition TAN1 has been updated and proposes a new approach to land supply calculation. All these factors will be taken into account for the 2015 study.

## 4.0 MONITORING DATA

- 4.1 TAN 1 requires the JHLAS report to provide additional information on the development of land for housing covering the use of previously developed land, the use of sites subject to flood risk constraints and the type of housing being developed (i.e. houses, flats, other). This data is set out below.

**Table 4 – Re-use of Previously Developed Land (large sites)**

	Total Number and Percentage of Homes by Category and Land Type											
Year	5 year Supply				3i and 3ii Categories				Completions			
	Greenfield		Brownfield		Greenfield		Brownfield		Greenfield		Brownfield	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
2011	675	15	3255	83	1443	18	3677	82	0	0	361	100
2012	410	13	2655	87	1715	20	6981	80	9	2	362	98
2013	608	19	2561	81	1048	13	6792	87	49	15	283	85
2014	641	16	3403	84	1155	15	6590	85	0	0	339	100

**Table 5 - Sites subject to flood risk constraints (large sites)**

	Total Number and Percentage of Homes by Category and Land Type											
Year	5 year Supply				3i and 3ii Categories				Completions			
	C1		C2		C1		C2		C1		C2	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
2011	2168	55	112	3	4288	61	90	1	0	0	0	0
2012	1457	48	112	4	4704	54	90	1	242	60	0	0
2013	1718	54	132	4	5601	71	54	1	126	38	0	0
2014	1986	49	174	4	5374	69	50	1	146	43	0	0

**Table 6 - Completions by House Type – 1 April 2013 to 31 March 2014**

- 315 (93%) houses completed
- 24 (7%) apartments/flats completed
- 0 (0%) other (e.g. bungalows) completed

## Appendices

## **Appendix 1 – Site Schedules**



Residential Land Availability Schedule for Newport City Council
Sites for 10 or more units as at 01.04.2014
Sites with Planning Permission or in

PRIVATE SECTOR

LPA Ref N	Address	Units Built Since Last Study	Total Units Capacity	Units Remainin g	Hectares Remainin g	U/C	2015	2016	Categorisation				3 (i)	3 (ii)
					2017				2018	2019				
CAERLEON (NEWPORT)														
NPT UDP	LAND AT PONT	Caerleon	0	20	20	0.9	0	0	0	0	0	0	0	20
NPT UDP	ST. CADOC'S HOSPIT	Caerleon	0	250	250	5.2	0	0	0	0	0	0	0	250
08/1333	McReadys	Caerleon	0	54	54	2.51	0	0	29	25	0	0	0	0
07/0386	BELMONT LODGE	Caerleon	0	122	122	6.92	0	0	20	20	20	20	42	0
07/0873	TRINITY VIEW, PH SI	Caerleon	0	16	7	0.34	1	3	3	0	0	0	0	0
TOTAL			0	462	453	15.87	1	3	52	45	20	20	42	270

LPA Ref N Address		Units Built Since Last Study	Total Units Capacity	Units Remainin g	Hectares Remainin g	Categorisation								
		U/C	2015	2016	2017	2018	2019	3 (i)	3 (ii)					
NEWPORT WEST														
11/1269	ALLT YR YN, NEWPC	allt y yn	19	125	104	5.39	26	30	30	18	0	0	0	0
06/0497	BLACK CLAWSON	pill	28	402	10	0	10	0	0	0	0	0	0	0
07/0874	LAND TO WEST AN	bettws	40	229	81	5.93	28	30	23	0	0	0	0	0
07/0031	PENMAEN WHARF	pill	0	160	160	0.83	0	0	0	0	40	40	80	0
NPT UDP	EAST OF LIGHTHOU	marhsfield	0	80	80	3.6	0	0	0	0	0	0	0	80
07/0540	MONMOUTHSHIRE	pill	30	575	545	11.3	103	40	40	40	40	40	242	0
05/1644/F	OLD TOWN DOCK PI	pill	0	154	90	0.68	0	0	0	0	0	0	90	0
NPT UDP	OLD TOWN DOCK (F	pill	0	559	559	13.94	0	0	45	30	30	30	421	0
MIN58	REAR OF SARACENS	marhsfield	0	80	80	3.45	0	0	0	0	0	0	0	80
NPT UDP	WHITEHEADS WOR	pill	0	400	400	18.62	0	0	0	30	30	30	310	0
UDP	CRINDAU 2 / NORT	shaftsbury	0	420	420	11.91	0	0	0	0	0	0	0	420
NPT UDP	OLD TOWN DOCK, E	pill	0	227	227	1.16	0	0	30	30	30	30	10	0
11/0590	BETHESDA CLOSE	rogerstone	0	22	22	1.01	0	10	12	0	0	0	0	0
13/0669	PANASONIC	tredegar p	0	250	250	7.5	0	20	40	40	40	40	70	0
13/0830	SOUTH WALES ARG	gaer	0	82	82	2.5	0	30	30	22	0	0	0	0
13/1244	62-66 CARDIFF ROA	gaer	0	15	15	0.9	0	0	15	0	0	0	0	0
12/1099	64b MARSHFIELD R	marhsfield	16	17	1	0.92	1	0	0	0	0	0	0	0
11/0381	SHIREHALL	allt y yn	14	20	6	0	6	0	0	0	0	0	0	0
12/0886	NOVELIS	rogerstone	0	925	925	39.7	0	30	80	80	80	80	575	0
03/0760	TY DU WORKS, TRE	rogerstone	2	26	24	0	9	15	0	0	0	0	0	0
TOTAL			149	4768	4081	129.34	183	205	345	290	290	290	1798	580

LPA Ref N Address		Units Built Since Last Study	Total Units Capacity	Units Remainin g	Hectares Remainin g	Categorisation							
NEWPORT (EAST)						U/C	2015	2016	2017	2018	2019	3 (i)	3 (ii)
09/0874	HURRANS GARDEN langstone	46	60	7	0.72	7	0	0	0	0	0	0	0
06/0267	PENCOED CASTLE Langstone	0	12	12	9.6	0	0	0	0	6	6	0	0
12/0726	TAYLORS GARAGE S Langstone	16	71	55	2.02	12	30	13	0	0	0	0	0
07/1590	ADJ HARTRIDGE HIC ringland	0	65	65	2.54	0	0	0	0	0	0	65	0
08/0565	LAND AT PART ORB, pill	50	550	335	7.72	39	30	30	30	30	30	146	0
11/0146	GLAN LLYN - GREEN llanwern	36	178	115	4.3	19	30	30	30	6	0	0	0
11/0147	GLAN LLYN - PARKL/ llanwern	26	129	85	3.1	15	30	30	10	0	0	0	0
UDP site	GLAN LLYN - ST MOI llanwern	0	160	160	see remain	0	30	40	40	40	10	0	0
UDP site	GLAN LLYN - PHASE llanwern	0	185	185	see remain	0	0	30	40	40	40	35	0
UDP site	GLAN LLYN - PHASE llanwern	0	155	155	see remain	0	0	0	30	40	40	45	0
UDP site	GLAN LLYN - PHASE llanwern	0	85	85	see remain	0	0	0	0	30	40	15	0
UDP site	GLAN LLYN - ST MOI llanwern	0	55	55	see remain	0	0	0	0	30	25	0	0
UDP site	GLAN LLYN - REMAI llanwern	0	3053	3053	108	0	0	0	0	0	0	0	3053
06/0845	Llanwern Village llanwern	0	1100	1100	44	0	0	40	80	120	120	740	0
10/0847	FORMER PIRELLI W/ lliswerry	0	250	250	10.5	0	0	58	72	61	59	0	0
03/1531/RIGLEBELANDS (H9), l st julians		0	153	153	2.83	0	0	0	51	51	51	0	0
NPT UDP	HERBERT ROAD st julians	0	50	50	2.02	0	0	0	0	0	0	50	0
08/0869	NEWPORT ATHLETIC vic	0	472	472	3.73	0	0	0	0	0	0	472	0
10/0794	LAND ADJACENT TO lliswerry	0	117	45	0.51	0	0	25	0	0	0	0	20
08/1434	RODNEY PARADE, U vic	6	480	324	0.82	41	30	30	30	30	30	133	0
08/0064	LAND OPPOSITE TO always	0	20	20	0	20	0	0	0	0	0	0	0
07/1524	LAND TO NORTH OF lliswerry	0	10	10	0.51	0	0	0	0	0	0	10	0
05/0287/F	ADJ. 10 TRASTON L/ lliswerry	0	21	21	0.9	0	0	10	11	0	0	0	0
06/0065	FARMWOOD CLOSE always	0	108	108	2.09	10	0	0	0	0	0	98	0
10/0876/O	FORMER DURHAM l st julians	0	45	45	0.39	0	0	0	0	0	0	0	45
09/1243	BANKSIDE COVERAC vic	0	38	38	0.49	0	0	0	0	0	0	38	0
06/0823	BEECHWOOD NURSIN HOME	10	0	0	0	0	0	0	0	0	0	0	0
10/0099	PARRY DRIVE always	0	15	9	0.2	9	0	0	0	0	0	0	0
TOTAL		190	7637	7012	206.99	172	180	336	424	484	451	1847	3118

LPA Ref N Address		Units Built Since Last Study	Total Units Capacity	Units Remainin g	Hectares Remainin g	Categorisation							
NEWPORT (ROGERSTONE/BASSALEG)						U/C	2015	2016	2017	2018	2019	3 (i)	3 (ii)
03/1763	FORMER TREDEGAR graig	0	150	150	5.2	0	0	30	30	30	30	30	0
TOTAL		0	150	150	5.2	0	0	30	30	30	30	30	0

TOTALS 339 13017 11696 357.4 356 388 763 789 824 791 3717 3968

HOUSING ASSOICATION, PRIVATE

LPA Ref N Address		Units Built Since Last Study	Units Built Since Last Study	Total Units Capacity	Units Remainin g	Hectares Remainin g	Categorisation							
NEWPORT EAST							U/C	2015	2016	2017	2018	2019	3 (i)	3 (ii)
09/0850	LYSAGHT INSTITUTE	0	0	0	176	100	4.86	0	0	0	25	25	25	0
10/0519	LAND SOUTH OF 24	0	0	0	58	58	0.66	0	0	0	20	20	18	0
11/0843/F	TURNER STREET	6	0	0	32	0	0	0	0	0	0	0	0	0
TOTAL		6	0	0	266	158	5.52	0	0	0	45	45	43	0

LPA Ref N Address		Units Built Since Last Study	Units Built Since Last Study	Total Units Capacity	Units Remainin g	Hectares Remainin g	Categorisation							
NEWPORT WEST							U/C	2015	2016	2017	2018	2019	3 (i)	3 (ii)
NPT UDP	BIDEFORD ROAD - P	0	0	0	35	35	1.08	0	0	0	0	0	35	0
TOTAL		0	0	0	35	35	1.08	0	0	0	0	0	35	0

TOTALS

339133181188936435638876383486983437773968

## Appendix 2 – Past Completion Data

	Number of houses completed on		
Year	Large Sites	Small Sites	Total Completions
2004/5	-	-	425
2005/6	-	-	438*
2006/7	-	-	525
2007/8	571	57	628
2008/9	582	27	609
2009/10	362	33	395
2010/11	361	40	401
2011/12	371	35	402*
2012/13	332	71	403
2013/14	339	50	389

*\*updated to reflect inaccuracies in previous studies*

## Appendix 3 – Previous Land Supply Data

Year	5 Year Supply – Number of homes (TAN 1 Categories)			Number of years supply	Supply beyond 5 years- Number of homes	
	1	2	2*		3i	3ii
2008/9	155	3123	0	4.6	8180	160
2009/10	275	2510	0	3.5	8524	160
2010/11	452	3293	0	4.3	7421	399
2011/12	226	2839	0	7.0	8696	613
2012/13	505	2664	0	7.4	7615	225
2013/14	744	3300	0	9.2	3777	3968

## **Appendix 4 – Inspector’s Recommendation Report**

## **Adroddiad ar gyd-astudiaethau argaeledd tir ar gyfer tai**

**gan P J Davies BSc(Hons) MA MRTPI**  
**Arolygydd a benodir gan Weinidogion Cymru**  
**Dyddiad: 11/03/2015**

## **Report on Joint Housing Land Availability Study**

**by P J Davies BSc(Hons) MA MRTPI**  
**an Inspector appointed by the Welsh Ministers**  
**Date: 11/03/2015**

**Ref: JHLAS/14/G6935/516026**  
**Local Planning Authority: Newport City Council**

- This report concerns the Newport City Council Joint Housing Land Availability Study (JHLAS) 2014.
- The matters in dispute are set out in the JHLAS Statement of Common Ground (SoCG) submitted to the Welsh Government in October 2014 and the subsequent e-mails from Study Group members.

### **Recommendation**

1. That the 2014 JHLAS housing land supply figure for the Newport City Council area be determined as 9.2 years.

### **Context of the Recommendation**

2. Local Planning Authorities have a duty to ensure that sufficient land is genuinely available or will become available to provide a 5-year supply of land for housing<sup>1</sup>. The purpose of preparing a JHLAS is to:
  - Monitor the provision of market and affordable housing;
  - Provide an agreed statement of residential land availability for development planning and control purposes; and
  - Set out the need for action in situations where an insufficient supply is identified.
3. The scope of this report is to recommend an appropriate housing land supply figure in respect of the Newport City Council area, in the light of the matters in dispute concerning the calculation of such a figure and the available evidence. The SoCG has been prepared in accordance with the 2006 TAN 1 'Joint Housing Land Availability Studies'. A revised TAN 1 has recently been published however this applies to the 2015 JHLAS process.

### **Main Issue**

4. It is agreed that the past building rates method is the appropriate method for calculating the land supply in the case. There are five sites in dispute, and the main

<sup>1</sup> PPW Edition 7 paragraph 9.2.3

issue therefore is whether each of the units in dispute should be counted towards the five year housing land supply figure.

## Reasons

5. Remaining Glan Llyn / Llanwern Steelworks (218 units in dispute): This site is comprised of a number of unimplemented phases. The Local Planning Authority (LPA) proposes forecasts that include 545 units in the land supply, while Savills' forecast is 480, and the other Study Group members propose 327 units in the land supply. I note the minutes of a discussion with regard to delivery rates, and the SoCG consultation responses. I also note the comments from HBF in e-mails which post-date the SoCG regarding delivery rates and the number of competing sites in the area. Despite concerns of competition from other sites in the area, there is no evidence before me to suggest that the LPA's forecast is not achievable. I therefore find that these 218 disputed units should be counted towards the five year land supply figure.
6. Eastern Expansion Area / Llanwern Village (240 units in dispute): An update from Turleys forms the basis for the forecast of 360 units in the study period. Other members forecast 120 units in the study period, but there is little evidence to contradict the forecast from Turleys. I note there are some comments from HBF and Persimmon in Appendix 2: Initial Consultation Responses. However, the Study Group meeting took place after that initial consultation, and there is no note of any response to the position update from Turleys. Given the absence of any up to date information refuting that put forward by Turleys, there is no valid reason to exclude any of these units from the land supply. I therefore find that these 240 disputed units should be counted towards the five year land supply figure.
7. Land opposite Belmont Lodge (80 units in dispute): This site benefits from an extant planning permission, which the LPA confirmed as having been implemented. I note that the units were considered appropriate to include in the LDP, however the LDP was not adopted until after the base date of the current study. Even so, and notwithstanding discussion as to occupancy, the units were included in the land supply during previous JHLAS studies. As there has been no change in circumstance with regards to the occupancy clause, I find no reason to exclude them from this year's study. I therefore find that these 80 disputed units should be counted towards the five year land supply figure.
8. Novelis (30 units in dispute): The majority agree a forecast of 350 units in the study period for this site. Boyer Planning propose 320 units in the study period and suggest that first completions should be pushed back a year due to unresolved issues relating to minerals rights on site. Barratt Homes also query whether the mineral issue has been resolved, as whilst the developers confirm their build rate forecast as presented to the Study Group, they do not confirm the status of the minerals issue. However, without tangible evidence to show that this issue will prevent the 30 units coming forward before 1 April 2015, I find no reason to reduce the agreed majority forecast. I therefore find that these 30 disputed units should be counted towards the five year land supply figure.
9. McReadys (54 units in dispute): Although the site has been included in JHLAS studies since 1998, the LPA confirm that there has been progress, with a technical start made on site and whilst there are 'non-planning' contractual matters to be resolved, the agents still envisage a two year completion target. Notwithstanding matters relating to planning conditions, I consider that there is sufficient progress to warrant including

the site in the land supply and I find that these 54 disputed units should be counted towards the five year land supply figure.

10. For the above reasons, I conclude that the total number of units in the five year land supply is 4,273.

### **Conclusion**

11. The SoCG confirms that the average annual building rate over the previous 10 years is 462 units. Based on the foregoing analysis I conclude that the five year housing land supply for the Newport City Council planning area as at 1 April 2014 is 9.2 years.

*P J Davies*

**Inspector**