



Newport City Council

Joint Housing Land Availability 2016

**Between Newport Local Planning Authority and the Study Group:
Home Builders' Federation and Study Group Members**

September 2016

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1. Summary

- 1.1. This is the Newport City Council Joint Housing Land Availability Study (JHLAS) for 2016 which presents the housing land supply for the area at the base date of 1st April 2016. It replaces the report for the previous base date of 2016.
- 1.2. The JHLAS has been prepared in accordance with the requirements of Planning Policy Wales (PPW) and Technical Advice Note 1 (TAN 1). 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
<http://gov.wales/topics/planning/policy/tans/tan1/?lang=en> .
- 1.3. Section 2 sets out details of the housing land supply and how it has been calculated. It shows that based on the residual method set out in TAN 1 Newport City Council has 5.9 years housing land supply.

Involvement

- 1.4. The housing land supply has been assessed in consultation with:
 - Home Builders Federation
 - Other Study Group members

Report Production

- 1.5. Newport City Council issued draft site schedules and site proformas for consultation between 27th April 2016 and 5th May 2016. Comments were provided by the HBF and other parties within this period. A Statement of Common Ground was subsequently prepared and following consultation with the Study Group was submitted to the Welsh Government in June 2016.
- 1.6. A Study Group meeting was held on 19th May 2016 to try and resolve disputes concerning a number of sites. As a consensus was not achieved on all the disputed matters it was necessary for the Planning Inspectorate to review these matters.
- 1.7. The Planning Inspectorate subsequently made a recommendation to the Welsh Government on the housing land supply (Appendix 4), including recommendations on the points of dispute. The Planning Inspectorate's recommendations were considered by the Welsh Government, who took the view that one of the disputed sites should remain in the 5 year land supply (contrary to the Planning Inspectorate's recommendation). Relevant amendments have been made to the site schedules by Newport City Council and this information has been incorporated into this report.

2. Housing Land Supply

- 2.1. The five year land supply comprises sites with outline or full planning permission, sites with a resolution to grant planning permission subject to the signing of a section 106 agreement 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 residual methodology, based on the Newport City Council Local Development Plan 2011 – 2026, adopted January 2015.

Table 1 – Identified Housing Land Supply

Housing Land Supply (base date to base date plus 5 years) – Large Sites						
		5 Year Land Supply (TAN 1 categories)		Beyond 5 years		
	Proposed homes	1	2	3	4	Homes completed since last study
Total	11,050	526	3745	760	5148	871

- 2.3. Five year land supply breakdown (i.e. Categories 1 and 2):

Private	4005
Public	0
Housing Association	266
Total	4271

- 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

2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	Total
35	71	50	55	37	247

- 2.5. The overall total 5 year land supply (large and small sites) is **4518** units (4271 + 247)

Table 3 – Five Year Land Supply Calculation

A	Total Housing Requirement (as set out in the adopted Development Plan)	10,350
B	Completions from start of plan period to JHLAS base date (large and small sites)	2697
C	Residual Requirement (A-B)	7653
D	5 Year Requirement (C/number of years of plan period remaining (11) x 5)	7653/10*5 = 3826.5 (3827)
E	Annual Need (D/5)	3827/5 = 765
F	Total 5 Year Land Supply (from para 2.5)	4518
G	Land Supply in Years (F/E)	5.9

Appendix 1 – Site Schedule

Final Schedule including Welsh Government's recommendations on disputed sites

Residential Land Availability Schedule for Newport City Council - Welsh Government Agreed Schedule

Sites for 10 or more units as at 01.04.2016
Sites with Planning Permission, S106 or Adotped LDP

PRIVATE SECTOR - Planning Permission

App	LDP	HLA Ref	Address	Ward	Units Built	Total	Units Remaining	Hectares Remaining	Categorisation							
					Since Last Study	Units Capacity			U/C	2017	2018	2019	2020	2021	Cat 3	Cat 4
08/1333	H1		465 Adj. McReadys Ponthir Road	Caerleon	1	54	53	1.39	23	10	10	10	0	0	0	0
07/0386	H56		1375 Opposite Belmont Lodge	Caerleon	0	122	122	6.92	0	0	0	0	61	61	0	0
14/0800	H41	97(D)	Trinity View	Caerleon	1	16	6	0.28	1	0	2	2	1	0	0	0
11/1269	H13		1365 Allt-Yr-Yn Campus	Allt-Yr-Yn	38	125	41	1.32	12	10	19	0	0	0	0	0
07/0031	H16		1421 Penmaen Wharf	Pillgwenlly	0	160	160	0.83	0	0	0	0	0	0	160	0
14/0363	H39		1366 Former Bettws Comprehensive	Bettws	32	224	39	0.53	19	20	0	0	0	0	0	0
07/0540	H14	1014 (A)	Monmouthshire Bank Sidings - Redrow	Pillgwenlly	87	421	201	3	53	50	50	48	0	0	0	0
	H14	1014 (B)	Monmouthshire Bank Sidings - Llanmoor	Pillgwenlly	9	85	71	2	5	30	30	6	0	0	0	0
05/1644	H40	1271(A)	Westmark - Old Town Dock	Pillgwenlly	0	154	90	0.68	0	0	0	0	0	0	0	90
11/0590	H7		1598 Bethesda Close	Rogerstone	14	22	0	0	0	0	0	0	0	0	0	0
14/0609	H58		1674 Panasonic	Tredegar park	124	250	109	3.27	16	40	53	0	0	0	0	0
	H54	1626 (A)	Jubilee Park - Bellway Homes	Rogerstone	46	255	255	4	15	35	40	55	55	55	0	0
	H54	1626 (B)	Jubilee Park - Taylor Wimpey	Rogerstone	43	303	303		12	43	60	45	45	45	0	53
	H54	1626 (C)	Jubilee Park - Barratt Homes	Rogerstone	28	250	250		32	18	50	50	50	50	0	0
	H54	1626 (D)	Jubilee Park - Mandrake House Apartments	Rogerstone	0	28	28		28	0	0	0	0	0	0	0
13/0830	H30		1673 Rear of South Wales Argus	Gaer	45	89	25	0.58	4	21	0	0	0	0	0	0
11/0381			1647 Shire Hall Pentonville	Allt-Yr-Yn	0	18	1	0	1	0	0	0	0	0	0	0
06/0267	H10		1394 Pencoed Castle	Langstone	0	12	12	9.6	0	0	0	0	0	0	0	12
12/0726	H25		1303 Taylor's Garage	Langstone	17	71	0	0	0	0	0	0	0	0	0	0
07/1590	H19		1554 Land at Hartridge High School	Ringland	0	65	65	2.54	0	0	0	0	0	0	0	65
08/0565	H38		1295 Lysaghts Village (Orb Works)	Lliswerry	78	559	228	6.02	40	50	50	50	38	0	0	0
06/0471	H47		1599 Glan Llyn (Remainder) Former Llanwern Steelworks	Llanwern	0	3359	3359		0	0	50	90	100	110	0	3009
	H47		1599 Glan Llyn ((Greenacres)Former Llanwern Steelworks	Llanwern	52	178	0		0	0	0	0	0	0	0	0
	H47		1599 Glan Llyn (Parklands) Former Llanwern Steelworks	Llanwern	33	129	2		2	0	0	0	0	0	0	0
	H47		1599 Glan Llyn (St Modwen) Former Llanwern Steelworks	Llanwern	42	152	97		32	40	25	0	0	0	0	0
	H47		1599 Glan Llyn (Bellway) Former Llanwern Steelworks	Llanwern	0	182	182		0	30	40	45	40	27	0	0
10/0847	H4		1142 Pirelli	Lliswerry	38	250	212	3.44	92	61	59	0	0	0	0	0
08/0869			1542 Newport Athletic Club	Victoria	0	472	472	3.73	0	0	0	0	0	0	472	0
10/0794	H43		1308 Portskewett Street	Lliswerry	0	117	25	0.34	0	0	0	0	0	0	0	25
08/1434	H37		1270 City Vizion (Rodney Parade)	Victoria	15	340	94	3.98	40	20	34	0	0	0	0	0
05/0287	H23		603 Traston Lane	Lliswerry	0	21	21	0.9	0	0	0	0	0	0	0	21
06/0845	H3		1145 Llanwern Village	Llanwern	0	1100	1100	44	0	0	0	0	40	80	0	980
06/0065	H36		1019 Farmwood Close	Always	0	108	108	2.3	10	0	0	0	0	0	98	0
09/1243	H34		1472 Bankside Coverack Road	Victoria	0	38	38	0.49	0	0	0	0	0	0	0	38
03/1763	H12		1340 Former Tredegar Park Golf Course	Graig	0	150	150	5.2	0	8	35	35	35	37	0	0
07/0137			1331 Pinewood	Always	64	223	89	2.52	8	30	30	21	0	0	0	0
12/1087	H59		1635 24 Crawford Road	St Julians	0	10	10	0.19	0	0	0	0	0	0	10	0
14/0177			1291 53 Crescent Road	Beechwood	0	10	10	0.28	0	0	0	0	5	5	0	0
13/1252			1670 Queen's Chambers, Pentonville	Allt-Yr-Yn	10	10	0	0	0	0	0	0	0	0	0	0
14/0666			1681 The Kings Hotel, 7-8 High Street	Stow Hill	20	34	14	0	14	0	0	0	0	0	0	0
14/0709			1682 Land & building known as 14-16 Upper Dock Street	Stow Hill	0	10	10	0.03	0	0	0	10	0	0	0	0

07/1524	H9	1428 Frobisher Road	Lliswerry	4	16	12	0.26	4	4	4	0	0	0	0	0
14/0355	H1(52 1271©	Old Town Dock - East Dock Road	Pillgwenlly	0	243	243	11.76	0	0	44	50	50	50	0	49
13/1279	H5	916 Glebelands	St Julians	0	251	251	2.83	0	0	40	40	40	40	0	91
14/0386	H62	1678 Former Queens Hill School	Allt-Yr-Yn	0	92	92	4.18	0	0	0	30	30	32	0	0
15/0376		1712 The Front Page - 14-15 High Street	Stow Hill	0	10	10	0.03	0	0	10	0	0	0	0	0
10/1336		1700 Woodland House	Malpas	2	13	11	0.17	7	4	0	0	0	0	0	0

Housing Association with Planning Permission

09/0850	H45	1345 Lysaghts Parc	Lliswerry	0	176	100	4.86	0	0	0	0	30	30	0	40
10/0519	H57	1501 Treberth Crescent	Ringland	0	58	58	0.66	0	0	29	29	0	0	0	0
13/1244		1672 62 - 66 Cardiff Road	Stow Hill	15	15	0	0	0	0	0	0	0	0	0	0
13/0664		1671 9 - 31 Marlborough Road	Victoria	13	13	0	0	0	0	0	0	0	0	0	0
14/1102		1695 Drinkwater Close	Gaer	0	39	39	0.98	0	30	9	0	0	0	0	0
14/0355	H1(52 1271©	Old Town Dock - East Dock Road	Pillgwenlly	0	45	45	11.76	45	0	0	0	0	0	0	0
14/1285		1218 27 High Street & 11 Griffin Street - Griffin Island	Stow Hill	0	11	11	0	11	0	0	0	0	0	0	0
14/1287		1701 The Merry Miller	Bettws	0	19	19	0.38	0	19	0	0	0	0	0	0
15/0819		1724 Land north of and adjacent to 58 Clevedon Road	Beechwood	0	18	18	0.39	0	18	0	0	0	0	0	0
15/1276	H24	1296 30-33 High Street - Phase 2 Griffin Island	Stow Hill	0	16	16	0.06	0	0	16	0	0	0	0	0

Granted Subject S106

15/0803	H32	1456 Former Sainsburys Site	Shaftesbury	0	140	140	2.1	0	0	0	45	45	50	0	0
15/1140		1729 11 Stow Park Avenue	Stow Hill	0	13	13	0.13	0	0	13	0	0	0	0	0
15/1007		1732 Ebbw Bridge Club & Institute	Gaer	0	21	21	0.16	0	0	0	21	0	0	0	0

Adopted LDP Site

	H15	1271(D)	Victoria Wharf (Edward Ware)	Pillgwenlly	0	130	92	1.16	0	0	0	0	30	30	0	32
11/0383	H21	1486	Former Floors 2 Go	Victoria	0	10	10	0.12	0	0	0	0	0	0	10	0
08/1445	H31	1461	Roman Lodge Lotel, Ponthir Road	Caerleon	0	10	10	0.17	0	0	0	0	0	0	10	0
	H51	1141	Whitehead Works	Pillgwenlly	0	498	498	18.62	0	0	0	40	90	90	0	278
	H53	949	Bideford Road	Gaer	0	35	35	1.08	0	0	0	0	0	0	0	35
	H55	1690	Jigsaw Site	Llanwern	0	200	200	7.8	0	0	0	0	0	0	0	200
	H61	1691	Former Postal Exchange	Allt-yr-yn	0	70	70	0.2	0	0	0	0	0	0	0	70
	H63	1692	Telford Depot	Liswerry	0	60	60	1.6	0	0	0	0	0	0	0	60
	H64	1693	Uskside Paint Mills/Coverack Road	Victoria	0	53	53	0.2	0	0	0	0	26	27	0	0
					871				526	591	802	722	811	819	760	5148

Appendix 2 – Past Completion Data

	Number of homes completed on		
Year	Large Sites	Small Sites	Total Completions
2010/2011	361	40	401
Completions during plan period			
2011/2012	371	35	402*
2012/2013	332	71	403
2013/2014	339	50	389
2014/2015	540	55	595
2015/16	871	37	908

*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		3	4
2010/2011	452	3293	4.3	399	7421
2011/2012	226	2839	7.0	613	8696
2012/2013	505	2664	7.4	225	7615
2013/2014	744	3300	9.2	915*	6830*
2014/2015	426	4250	6.3	140	5958
2015/2016	526	3745	5.9	760	5148

*amended to rectify past error

Appendix 4 – Welsh Government’s Decision Letter and the Planning Inspectorate’s Recommendation and Addendum



Ms Susan Hall
Senior Planning Officer (Policy)
Regeneration Investment & Housing
Newport City Council

Susan.Hall@newport.gov.uk

Eich cyf : Your ref
Ein cyf : Our ref: Newport/JHLAS/2016
Dyddiad : Date: 13 September 2016

Dear Ms Hall,

Joint Housing Land Availability Study 2016

We received the Planning Inspectorate's recommendation on your Joint Housing Land Availability Study (JHLAS) on 2 August 2016 and an Addendum on 2 September 2016 and these are attached. We have accepted the Inspectorate's recommendation with the exception of the site on land opposite Belmont Lodge (122 units) as we do not consider that there has been any change in circumstances to justify the exclusion of this site from your housing land supply. Therefore please proceed to prepare the JHLAS report in line with the Planning Inspectorate's recommendation, but with the inclusion of the 122 units for the land opposite Belmont Lodge and in accordance with the template provided at Appendix 3 of Technical Advice Note 1 (January 2015). This will result in a housing land supply figure of 5.9 years. Where necessary, please also finalise your site schedule in line with the above decision.

Please check that all the calculations are correct before finalising and publishing the report. On publication please send your web link to the report to us (Planning.Directorate@wales.gsi.gov.uk) and notify the members of your Study Group.

Yours sincerely,

Neil Hemington
Prif Gynllunydd – Chief Planner
Cyfarwyddiaeth Gynllunio - Planning Directorate



Adroddiad ar Gyd- astudiaeth Argaeledd Tir ar gyfer Tai

gan Robert Sparey MPlan

Joint Housing Land Availability Study Report

by Robert Sparey MPlan

Swyddog o'r Arolygiaeth Gynllunio

Dyddiad: 02/08/2016

an officer of the Planning Inspectorate

Date: 02/08/2016

Ref: JHLAS/16/G6935/516217

Local Planning Authority: Newport City Council

- This report concerns the Newport City Council Joint Housing Land Availability Study (JHLAS) 2016.
 - The matters in dispute are set out in the JHLAS Statement of Common Ground (SoCG) submitted to the Welsh Government in June 2016.
-

Recommendation to the Welsh Ministers

1. That the 2016 JHLAS housing land supply figure for the Newport City Council area be determined as 5.7 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 housing¹. The purpose of preparing a JHLAS is to:
 - Monitor the provision of market and affordable housing; and
 - Provide an agreed statement of residential land availability for development management purposes and for inclusion in the Annual Monitoring Report for the relevant Local Development Plan.
3. The Local Planning Authority (LPA) and Study Group have not reached agreement on all matters and have prepared a Statement of Common Ground (SoCG) in accordance with TAN 1 'Joint Housing Land Availability Studies' (2015).
4. The purpose of this report is to recommend an appropriate housing land supply figure to the Welsh Ministers 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 report has been prepared in line with section 7.6 of TAN 1 by an officer of the Planning Inspectorate.

¹ PPW Edition 8 paragraph 9.2.3

Main Issue

5. The SoCG confirms that there are 2 sites in dispute. The main issue is whether each of the units in dispute should count towards the five year housing land supply.

Reasons

6. Land Opposite Belmont Lodge (H1(56)) (122 units in dispute): These units form part of a proposed series of 6 blocks, consented in June 2008. The permission has implemented as the access road has been constructed.
7. The HBF and Study group position is that these units should not form part of the land supply, due to the fact that the nature of their use is unlikely to be that of normal open market housing. The permission is subject to a S106 Unilateral Undertaking which requires the purchaser of the leasehold of each unit to offer no less than 30 days in the calendar year for which the unit can be used as self-catering accommodation by the Celtic Manor Resort, which would retain the freehold. The Resort must then use reasonable endeavours to accept the dates offered.
8. I am aware that the LDP Inspector, the 2014 JHLAS Inspector, and the appointed Officer for the 2015 JHLAS were aware of the existence of the occupancy restriction, and found that the units could be included in the land supply. However, I have been provided with a copy of the original permission and the relevant S106 Undertaking by the Local Planning Authority. The decision notice describes the proposal as 'Erection of 6 No. mixed use hotel / residential apartments providing 122 No. units'. Based on the description of the units as 'mixed use hotel / residential apartments' I do not consider that the nature of the units is that of normal housing. For this reason, notwithstanding the findings of the previous appointed persons, I find that these 122 disputed units should not be counted towards the 5 year land supply.
9. I note that the LPA concede that the site has been in the land supply for more than 5 consecutive years. It therefore meets the terms of the presumption to reclassify as specified in paragraph 4.4.5 of TAN 1. The LPA's explanation as to why it should resist reclassification is that this aligns with the developers plans for the Celtic Manor Resort. However, I have not been provided with any clear evidence of a commitment from the Resort to deliver these units within this study period. However, as I have decided to remove these units from the land supply on the basis of the type of units they constitute, I do not need to make a recommendation as to whether these units should be reclassified on this basis.
10. Glan Llyn (Remaining element only) (H1(47)) (60 units in dispute): This site is subject to an outline permission for 4,000 dwellings. The disputed units are part of sections of the site that are not yet subject to Reserved Matters applications. The dispute arises due to a disagreement over the likely completion rate on this part of the site. The LPA and Savills favour a higher completion rate to that suggested by HBF and the rest of the Study Group. Savills are the agents for the developer, St. Modwen, and their estimate seems to be reasonable and based on experiences to date on site. In the absence of any specific evidence as to why the rates proposed are unachievable, I see no reason to exclude any of these units. I therefore find that these 60 disputed units should be counted towards the 5 year land supply figure.

11. For the above reasons, I find that the total number of units in the five year land supply is 4,396.

Conclusion

12. Based on the foregoing analysis I recommend that the five year housing land supply for the Newport City Council planning area as at 1 April 2016 is 5.7 years.

Rob Sparey

Planning Officer

Adroddiad ar Gyd-astudiaeth Argaeledd Tir ar gyfer Tai: Adendwm

gan Robert Sparey MPlan

Joint Housing Land Availability Study Report: Addendum

by Robert Sparey MPlan

Swyddog o'r Arolygiaeth Gynllunio

Dyddiad: 02/09/2016

an officer of the Planning Inspectorate

Date: 02/09/2016

Ref: JHLAS/16/G6935/516217 - Addendum

Local Planning Authority: Newport City Council

- This addendum report concerns the Newport City Council Joint Housing Land Availability Study (JHLAS) 2016. This addendum should be read in conjunction with the original report.
 - The original report was submitted to Welsh Government on 2 August 2016.
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Recommendation to the Welsh Ministers

1. That the 2016 JHLAS housing land supply figure for the Newport City Council area be determined as 5.7 years.

Purpose of this Addendum Report

2. On receipt of my original report, Welsh Government contacted the Planning Inspectorate to request an addendum to expand on my reasoning as to the status of the site on land opposite Belmont Lodge (H1(56)).

Reasons

3. Although the site is eligible to be considered for inclusion in the land supply due to its status as an allocation in the Local Development Plan (LDP), there is disagreement amongst the study group due to the fact that the units do not represent conventional housing. Whilst TAN 1 states that sites with planning permission for Use Class C3 are eligible for inclusion in the land supply, the TAN is silent on the matter of non-conventional housing. Non-conventional housing is therefore something which must be considered on a case by case basis.
4. As stated in my original report, the Local Planning Authority's decision notice for this site grants permission for 'Erection of 6 No. mixed use hotel / residential apartments providing 122 No. units'. This permission is therefore for mixed use units representing Class C1 and Class C3.
5. Whilst this has been a matter of fact since that permission was granted, I am not satisfied that this information was before the persons appointed to consider this site in previous JHLAS study periods, or the Inspector that examined the Newport LDP. Whilst the relevant occupancy restriction was raised previously, the wording of the original permission and therefore the mixed use nature of the units may not have been.

6. Notwithstanding the issue of whether this information was before those considering the site previously, I am satisfied that the unconventional nature of the units on this site, in terms of their mixed use rather than pure C3 use status and occupancy restriction, warrants exclusion from the land supply.

Conclusion

7. For the avoidance of doubt, my original recommendation stands.

Rob Sparey

Planning Officer