

Housing Supply Background Paper

Papur Cefndir Cyflenwad Tai



Replacement Local Development Plan 2018-2033
Cynllun Datblygu Lleol Newydd 2018 - 2033

January / Ionawr 2020



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1.0 INTRODUCTION

1.1 The Replacement Local Development Plan (LDP) has a key role in relation to housing delivery and has to ensure sufficient residential land is made available to meet the future anticipated population growth over the Plan period. The estimate of need is based on the housing requirement figure set out in the Preferred Strategy, which equates to 117 dwellings per annum up to 2033 (total 1,755) which together with a 22% flexibility results in a housing requirement figure of 141 (total 2,115). The Spatial Strategy Options Paper and the Report of Consultation on the Spatial Strategy Options provides detail on how the housing requirement figure has been determined.

1.2 The LDP must ensure that there is a supply of land for housing which meets the housing requirement identified, whilst ensuring that a 5 year supply of housing land is maintained throughout the Plan period.

1.3 The purpose of this paper is to identify the amount of land the Council will be required to allocate for housing in the RLDP in order to meet the proposed level of growth. This involves analysing the various components of housing supply, including; completions, existing land bank commitments, small site completions and windfall site completions expected over the plan period.

2.0 LAND BANK COMMITMENTS

2.1 Land Bank Commitments include the number of dwellings completed since the start of the RLDP period, units currently under construction and those already with planning permission as at the base date of this paper (i.e. 1st April 2019). The 2019 Joint Housing Land Availability Study (JHLAS) provides the most recent evidence on housing completions and supply in this respect and is therefore the starting point to identify these commitments.

Dwellings Completed

2.2 The 2019 JHLAS identified that 75 unit were completed in 2018-2019 as summarised in Table 1 below. This equated to the first year of the RLDP period and the residual requirement is consequently 1,680 dwellings up to 2033.

Table 1: Dwelling Completions (Revised LDP Period)

Total Completions 1 st April 2018 – 31 st March 2019	Large Site Completions	Small Site Completions
75	49	26

Sites with Planning Permissions

2.3 Sites that already have planning permission at the base date of this study form a significant component of supply, including developments that are already under construction and those approved subject to the signing of a s106 agreement. Appendix 1 lists all the committed housing sites and identifies a total of 1,185 units.

2.4 Sites with planning permission have been assessed in two stages firstly an assessment of sites within the 5 year supply has been undertaken to ensure sites are coming forward as agreed. Table 2 below summarises the findings of this assessment and the full list and assessment is attached at appendix 2. Out of a total of 495 units 351 are being taken forward in the housing supply. There were 144 units where there was some uncertainty over them coming forward for development.

Table 2: Assessment of Committed Housing Sites within the 5 Year Supply

Settlement	Sites with Planning Permission	
	Dwellings within Current 5 Year Land Supply	Dwellings within Current 5 Year Land Supply which will come forward
Sirhowy Valley		
Tredegar	93	55
Other (Trefil)	0	0
Other (Pochin)	15	15

Ebbw Fawr		
Ebbw Vale	225	175
Other (Cwm)	9	9
Upper Ebbw Fach		
Brynmawr/Nantyglo/ Blaina	122	97
Upper Ebbw Fach		
Abertillery/Cwmtillery/ Six Bells/	0	0
Other(Aberbeeg/ Llanhilleth/ Brynithel)	31	0
TOTAL	495	351

2.5 Land bank sites that have not commenced and are phased beyond the five year period require justification to be included in the committed sites. Including the entire land bank in numerical terms in a housing provision is considered by Welsh Government to be a high risk strategy. Having a non-delivery allowance can help avoid this scenario. Welsh Government advise that sites can be discounted individually or applied as a percentage across the overall land bank. Due to the limited number of sites within Blaenau Gwent an assessment of individual sites has been undertaken. Sites that already have planning permission at the base date of this study and are outside of the 5-year supply have been individually assessed to determine their likelihood of coming forward for development in the Plan period. Table 3 below summaries these findings by area and settlement and detailed findings are set out in Appendix 3.

Table 3: Assessment of Committed Sites Outside the 5 Year Supply

Settlement	Sites with Planning Permission Outside of the 5 year supply	
Sirhowy Valley		
Settlement	Forthcoming Sites	Improbable/Uncertain
Tredegar	0	347
Trefil	0	
Pochin	0	13
Bedwellty Pits	0	
Ebbw Fawr		
Ebbw Vale	250	56

(Other)Cwm	4	0
Upper Ebbw Fach		
Brynmawr/Nantyglo/ Blaina	0	0
Upper Ebbw Fach		
Abertillery/Cwmtillery/ Six Bells	0	20
TOTAL	254	436

2.6 Based on these findings 605 units (351 within 5 year supply and 254 outside the 5 year supply) will be taken forward as committed sites. This is a 49% discount of the 1,185 units with planning permission currently identified.

Allowance for Large Windfall Sites

2.7 Large Windfall Sites are sites with a capacity of 10 or more residential units that are not specifically allocated for housing, yet come forward for development. An assessment has been undertaken of sites of 10 units and over that have come forward since the base date of the current Plan (2012-2019). Table 4 identifies the number of units that have come forward and those that have been delivered from this source, Appendix 4 identifies the details of the sites.

Table 4: Windfall Sites

Windfall Sites		
Total	Delivered	Undelivered
Sirhowy Valley		
38	0	38
Ebbw Fawr		
207	114	93
Upper Ebbw Fach		
18	18	0
Upper Ebbw Fach		
0	0	0
263	132	131

2.8 The above table identifies that 132 units have been delivered from this source between 2012 and 2019 which gives an average of 19 units per annum. This is considered to

be the most appropriate estimate as prior to 2012 it would be more difficult to determine if sites were windfall or not given the development plan position was different.

Allowance for Small Windfall Sites

2.9 Small Windfall Sites are sites that accommodate less than 10 dwellings. Such sites make an important contribution to the overall housing land supply, introducing an element of choice into the housing market. An allowance therefore needs to be made for Small Windfall Sites that are likely to be delivered over the plan period based on an assessment of past trends. Table 5 below identifies the number of small site completions over the current LDP period.

Table 5: Small Site Completions in Local Development Plan Period

Financial Year	Small Site Completions (< 10 units)	Percentage of Total Completions
2006/07	41	56%
2007/08	53	51%
2008/09	53	35%
2009/10	24	21%
2010/11	8	11%
2011/12	23	11%
2012/13	23	28%
2013/14	22	27%
2014/15	22	45%
2015/16	42	29%
2016/17	10	11%
2017/18	18	45%
2018/19	26	34%

Table 6: Average Small Site Completions Figures

5 Year Average	10 Year Average	13 Year Average (Existing Plan Period)
24 Dwellings	22 Dwellings	28 Dwellings

2.10 The most notable trend is the decline in the number of dwellings delivered since the recession. The high figures of 53 in both 2007/8 and 2008/9 have not been delivered since. Similarly small sites are now generally a smaller percentage of completions. The situation does appear to be recovering with the last five year average improving from the previous 10 year average. For this reason and to support small and medium sized builders it is suggested that it is reasonable to take the 5 year average figure of 24 dwellings per annum that is 336 over the remaining 14 years of the Revised Plan period.

3.0 EXISTING HOUSING SUPPLY AND HOUSING REQUIREMENT

3.1 The table below draws the above elements together to identify the existing housing supply against the housing requirement and consequently identify the future need to be met by the RLDP.

Table 7: Existing Housing Supply and Housing Provision

Element	Number of Dwellings	Notes
Housing Provision	2,115	Housing requirement for 2018-2033 (1,755 + 22% flexibility allowance)
Less Commitments:		
2018-19 Completions:	75	Comprising 49 units on large sites and 26 units on small sites
Existing Land Bank Commitments:	605	The total figure 1,185 has been discounted by 49%
Revised Requirement:	1,435	2,115-(75+605)
Less Allowances:		
Windfall Allowance (>=10 units):	266 (19 units per annum)	Windfalls allowance (large sites) is calculated on basis of the remaining 14 years of the Plan period. An allowance of 19 units per annum has been included, which is based on an average of windfall completions over the last 7 years.
Small Sites Allowance (<10 units):	336 (24 units per annum)	The small sites allowance is calculated on the basis of the remaining 14 years of the Plan period. An allowance of 24 units per annum has been included which is a conservative estimate based on an average of small site completions over the last 5 years.
Residual Requirement:	833	1,435-(266+336) Land to be allocated in the RLDP

4.0 AFFORDABLE HOUSING REQUIREMENT AND SUPPLY

Affordable Housing Requirement

4.1 ORS prepared a Housing Market Assessment for Blaenau Gwent in March 2019. At this time a housing requirement figure had not been identified for the RLDP and so the Assessment was based on the Welsh Government 10-year migration scenario. The Assessment acknowledged that it took no account of policy intervention.

4.2 To address this, the policy based projections being used in the RLDP have now been run through the model and the following requirements have been identified:

Based on Housing Requirement Figure (120 per annum)

Blaenau Gwent	1-Bed	2-Bed	3-Bed	4+ Bed	2018-33 Total	Annual Average 2018-33
Unable to afford HH Need Converted to Dwellings	2267	-1173	-1257	360	196	13
LCHO HH Need Converted to Dwellings	35	94	138	12	278	19
Scope for Intermediate Rent	0	0	0	4	4	0
Sub Total					478	32
Market HH Need Converted to Dwellings	178	466	470	26	1139	76
Total Dwellings	2480	-614	-649	398	1614	108

Based on the Aspirational Figure (Popgroup Short Term)

Blaenau Gwent	1-Bed	2-Bed	3-Bed	4+ Bed	2018-33 Total	Annual Average 2018-33
Unable to afford HH Need Converted to Dwellings	2271	-1157	-1220	367	261	17
LCHO HH Need Converted to Dwellings	39	110	166	15	330	22
Scope for Intermediate Rent	0	0	0	5	5	0
Sub Total					596	39
Market HH Need Converted to Dwellings	208	558	577	32	1375	92
Total Dwellings	2518	-489	-478	415	1966	131

4.3 The Affordable Housing Requirement has increased to 478 based on the housing requirement figure and increases to 596 if the aspirational projection is utilised. As with the original findings of the assessment the need is for 1 and 4 bedroom properties.

4.4 The following table identifies the Plans ability to meet this requirement figure based on current affordable housing requirements.

Settlement	Site Name	Total Dwellings	Affordable
Land Bank Commitments - Sites with Planning Permission			
Sirhowy Valley			
Tredegar	Former Sirhowy Infants School	23	23*
Tredegar	Greenacres	18	18*
Tredegar	Upper Ty Gwyn Farm	10	0
Tredegar	Peacehaven	4	4
Pochin	Pochin Houses	15	1.5
Ebbw Fawr Valley			
Ebbw Vale	Letchworth Road	6	0
Ebbw Vale	Adj Sports Ground, Gwaun Helyg	26	26*
Ebbw Vale	Land adj to Llys Glyncoed	33	33*
Ebbw Vale	Pant-y-Fforest, Brynmawr Road	21	2
Ebbw Vale	Ebbw Vale North – Former Rhyd-y-Blew Reservoir	250	25
Ebbw Vale	Ebbw Vale North - Land at Bryn Serth	100	30
Ebbw Vale	Land off Cambridge Gardens	10	1
Cwm	Cwmrydderch Court Flats (north of)	13	0
Upper Ebbw Fach Valley			
Brynmawr	Clydach Street	5	0
Brynmawr	Noble Square Industrial Estate	25	0
Brynmawr	Crawshay House	14	0
Blaina	Cwm Farm, Blaina (Tanglewood)	53	0
Total From Committed Sites			163.5
Completed Affordable Housing Properties 18/19			31
Contribution from Large Windfall Sites		266	26
Contributions from Allocations at 10%		906	90.6
TOTAL			311.1

4.5 The figure of 311 identified falls short of the requirement figure of 478. In order to deliver the required figure of at least 478 the council needs to maximise its Social Housing Grant funding. This may be through the delivery of a number of small 100% schemes or where necessary to support higher percentages of affordable housing on land in public ownership. Blaenau Gwent transferred its Council housing stock to Tai Calon and no longer has the capacity to build its own council housing. However, Tai Calon has very recently set up a development arm and is looking to deliver affordable housing and this should assist the Plan in delivering at least 478 affordable properties.

Appendix 1: Sites with Planning Permission at the base date of the Plan

Settlement	Site Name	Dwellings within 5 Year Land Supply	Dwellings outside 5 Year Land Supply
Land Bank Commitments - Sites with Planning Permission			
Sirhowy Valley			
Tredegar	Former Sirhowy Infants School	23	
Tredegar	Greenacres	18	
Tredegar	LCR Factory, Charles Street	Small site	
Tredegar	Park Hill (land adj)		293
Tredegar	Poultry Farm	Small site	
Tredegar	Upper Ty Gwyn Farm	10	
Tredegar	Peacehaven	4	
Tredegar	BKF Plastics		54
Tredegar	Land off Merthyr Road	Small Site	
Tredegar	Land at Ashvale Sports Club	38	
Pochin	Pochin Houses	15	13
Ebbw Fawr Valley			
Ebbw Vale	Letchworth Road	6	
Ebbw Vale	Adj Sports Ground	26	
Ebbw Vale	Land adj to Llys Glyncoed	33	
Ebbw Vale	Pant-y-Fforest, Brynmawr Road		21
Ebbw Vale	Northern Corridor – Former Rhyd-y-Blew Reservoir		250
Ebbw Vale	Norther Corridor - Land at Bryn Serth	100	

Appendix 1: Sites with Planning Permission at the base date of the Plan

Ebbw Vale	Land off Cambridge Gardens	10	
Ebbw Vale	Former Briery Hall School Site		35
Ebbw Vale	Former Quarry adj to Graig House, Nant-y-Croft	50	
Cwm	Cwmrydderch Court Flats (north of)	9	4
Upper Ebbw Fach Valley			
Brynmawr	Clydach Street	5	
Brynmawr	Noble Square Industrial Estate	25	
Brynmawr	Crawshay House	14	
Brynmawr	Land to the East of Blaina Road	25	
Brynmawr	Cwm Farm, Blaina (Tanglewood)	53	
Lower Ebbw Fach Valley			
Abertillery	At Cwm Farm Road		20
Aberbeeg/ Brynithel / Llanhilleth	Penrhiw Estate, Brynithel	31	
TOTALS	1,185	495	690

Appendix 2: Assessment of Sites with Planning Permission in 5 Year Land Supply

Settlement	Site Name	Dwellings within 5 Year Land Supply that are coming forward	Dwellings where there is some uncertainty around them coming forward
Land Bank Commitments - Sites with Planning Permission			
Sirhowy Valley			
Tredegar	Former Sirhowy Infants School	23	
Tredegar	Greenacres	18	
Tredegar	LCR Factory, Charles Street	Small site	
Tredegar	Poultry Farm	Small site	
Tredegar	Upper Ty Gwyn Farm	10	
Tredegar	Peacehaven	4	
Tredegar	Land off Merthyr Road	Small Site	
Tredegar	Land at Ashvale Sports Club	38	38 (No certainty as no progress on bringing the site forward and no developer on board)
Pochin	Pochin Houses	15	
Ebbw Fawr Valley			
Ebbw Vale	Letchworth Road	6	
Ebbw Vale	Adj Sports Ground	26	
Ebbw Vale	Land adj to Llys Glyncoed	33	
Ebbw Vale	Norther Corridor - Land at Bryn Serth	100	
Ebbw Vale	Land off Cambridge Gardens	10	
Ebbw Vale	Former Quarry adj to Graig House, Nant-y-Croft		50 (No certainty as no developer involved in bringing the site forward)
Cwm	Cwmrydderch Court Flats (north of)	9	

Appendix 2: Assessment of Sites with Planning Permission in 5 Year Land Supply

Upper Ebbw Fach Valley			
Brynmawr	Clydach Street	5	
Brynmawr	Noble Square Industrial Estate	25	
Brynmawr	Crawshay House	14	
Brynmawr	Land to the East of Blaina Road		25 (This site has come forward as a candidate site for retail development)
Brynmawr	Cwm Farm, Blaina (Tanglewood)	53	
Lower Ebbw Fach Valley			
Aberbeeg/ Brynithel / Llanhileth	Penrhiw Estate, Brynithel		31 (There is some uncertainty as no developer is involved in bringing the site forward)
TOTALS		495	144
TOTAL LAND BEING TAKEN FORWARD		(495-144)	351

Appendix 3: Assessment of Committed Sites Outside the 5 Year Supply

Settlement	Site Name	Dwellings outside 5 Year Land Supply	
Land Bank Commitments - Sites with Planning Permission			
Sirhowy Valley			
Area	Site Name	No.	Comment
Tredegar	Park Hill (land adj)	293	Part of this site has full planning permission and the other half outline. It has had planning permission for over 7 years and there isn't any interest from developers. Improbable
Tredegar	BKF Plastics	54	Site now part of larger site being brought forward through Candidate Site Process Uncertain
Pochin	Pochin Houses	13	New permission is for a smaller scheme already included in the 5 yr supply Improbable
Ebbw Fawr Valley			
Ebbw Vale	Pant-y-Fforest, Brynmawr Road	21	S106 now signed off and landowner keen to bring forward though there is developer on board Uncertain
Ebbw Vale	Northern Corridor – Former Rhyd-y-Blew Reservoir	250	In negotiations on S106 Forthcoming
Ebbw Vale	Former Briery Hill School Site	35	Fairly recent permission likely affordable housing site but no SHG available at present Uncertain
Cwm	Cwmrydderch Court Flats (north of)	4	Site progressing slowly but will be delivered in plan period Forthcoming
Lower Ebbw Fach Valley			

Appendix 3: Assessment of Committed Sites Outside the 5 Year Supply

Abertillery (including Cwmtillery and Six Bells)	At Cwm Farm Road	20	Recently renewed application but has been around for over 7 years and no evidence of interest in the site. Uncertain
TOTALs		690	436
TOTAL TAKEN FORWARD		(690-436)	254

Appendix 4: Assessment of Large Windfall Sites

Site Name	Units	Delivered	Not Delivered
Sirhowy Valley			
Land at Ashvale Sports Club	38		38
Ebbw Fawr			
Mountain Road, Ebbw Vale	52	52	
Victoria Avenue	15	15	
Commercial Street, Briery Hill	32	32	
Former Waunlwyd Junior and Infant School	15	15	
Land off Cambridge Gardens	10		10
Land adj to Llys Glyncoed, College Road	33		33 u/c
Former quarry adj to Graig House, Nant-y-Croft, Rassau	50		50
	207	114	93
Upper Ebbw Fach			
Blaina District Hospital	18	18	
Lower Ebbw Fach			
	0	0	
Totals	263	132	131



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