

**NEATH PORT TALBOT
JOINT HOUSING LAND AVAILABILITY STUDY 2012**

NEATH PORT TALBOT COUNTY BOROUGH COUNCIL

JOINT HOUSING LAND AVAILABILITY STUDY 2012

BETWEEN

**NEATH PORT TALBOT COUNTY BOROUGH COUNCIL & THE STUDY
GROUP**

**THE HOME BUILDERS FEDERATION
LINC CYMRU
ST.MODWEN DEVELOPMENTS
SAVILLS
FAMILY HOUSING ASSOCIATION
ENVIRONMENT AGENCY
GWALIA HOUSING ASSOCIATION
COASTAL DEVELOPMENT GROUP
LIBERTY PROPERTIES**

FEBRUARY 2013

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

CONTENTS

CONTENTS 2

1 SUMMARY 4

 Involvement 4

 Report production 5

2 HOUSING LAND SUPPLY 6

 Large Site Supply 6

 Small Site Supply 7

 Total Land Supply 7

 Land Supply Calculation 8

3 COMMENTARY 9

4 MONITORING DATA 10

 Previously Developed Land 10

 Flood Risk 11

 Type of New Housing 11

Appendix 1 – Site Schedules 12

Appendix 2 – Past Completion Data 14

Appendix 3 – Previous Land Supply Data 15

Appendix 4 - Inspectors Recommendation Report 16

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

Table 1 – Identified Housing Land Supply6

Table 2 – 5 Year Land Supply & Market Sector6

Table 3 - Small Site Completions for previous 5 years7

Table 4 – Total 5 Year Land Supply.....7

Table 5 – Annual Completions 2002-12.....8

Table 6 - 5 Year Land Supply Calculation (Past Completions Method)8

Table 7 - Re-use of Previously Developed Land (Large Sites) 10

Table 8 - Sites subject to flood risk constraints (large sites only)..... 11

Table 9 - Completions by House Type – 1 April 2011 to 31 March 2012 11

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

1 SUMMARY

This is the Neath Port Talbot Joint Housing Land Availability Study for 2012 which presents the housing land supply for the area at the base date of 1st April 2012. It replaces the report for the previous base date of 2011.

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). 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.

This document can be accessed on the Welsh Government website using the following link

[Welsh Government | Housing Land Availability in Wales](#)

Section 2 sets out details of the housing land supply and how it has been calculated. It shows that based on the past completions method of calculation as set out in TAN 1 Neath Port Talbot has 6 years housing land supply.

Involvement

The housing land supply has been assessed in consultation with members of the study group. The study group comprises:

NEATH PORT TALBOT COUNTY BOROUGH COUNCIL
THE HOME BUILDERS FEDERATION
LINC CYMRU
ST.MODWEN DEVELOPMENTS
SAVILLS
FAMILY HOUSING ASSOCIATION
ENVIRONMENT AGENCY
GWALIA HOUSING ASSOCIATION
COASTAL DEVELOPMENT GROUP
LIBERTY PROPERTIES

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

Report production

Neath Port Talbot issued draft site schedules, site proformas and any additional information for consultation exercise with the study group. A period of a minimum of 21 days up to June 22nd was allowed for comments.

As a consequence of this consultation period, representations were received from Savills (on behalf of St.Modwen) and HBF and Persimmon Homes.

A Statement of Common Ground (SoCG) was subsequently prepared and, following consultation with members of the Study Group, was submitted to the Welsh Government in early October.

It was necessary for an appointed Planning Inspector to resolve a number of disputed matters because details within the site schedule and the appropriate method of calculation could not be agreed by all parties through the SoCG stage.

The appointed Planning Inspector subsequently made a recommendation to the Welsh Government on the housing land supply (Appendix 4), making recommendations on the points of dispute. The Planning Inspector's recommendations were considered by the Welsh Government, relevant amendments were made to the site schedules by Neath Port Talbot and this information has been incorporated into this report.

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

2 HOUSING LAND SUPPLY

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.

Large Site Supply

The land supply has been calculated using the past building rates methodology. See Appendix 4 for the Inspectors Report for the justification for the application of this method of calculation.

The following table outlines the number of housing units available on large housing sites.

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	Under Construction	Cat.1	Cat.2	Cat. 2*	Cat 3(i)	Cat. 3(ii)	Completions Since Last Study
6,800	157	162	1,303	0	5,178	0	231

The following table outlines the five year land supply i.e. Categories 1, 2, 2* and under construction, by market sector.

Table 2 – 5 Year Land Supply & Market Sector – Large Sites

Private	1,443
Public	16
Housing Association	163
Total	1,622

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

Small Site Supply

Small sites of less than 5 dwellings are calculated based on the completions for the last five years.

Table 3 - Small Site Completions For Previous 5 Years

	2007/08	2008/09	2009/10	2010/11	2011/12	Total
Completions	78	84	80	51	31	324

Total Land Supply

The overall total 5 year land supply (large & small sites) is 1,946 units.

Table 4 – Total 5 Year Land Supply

Category	Number of Units
Large Sites	1,622
Small Sites	324
Total	1,946

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

Land Supply Calculation

The land supply is to be calculated by comparing the amount of land agreed to be genuinely available with rates of building activity recorded during the last 10 years.

The following table illustrates the levels of new housing provision over this period.

Table 5 – Annual Completions 2002-12

2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	Total
367	339	345	341	292	293	285	318	410	262	3,252

Table 6 - 5 Year Land Supply Calculation (Past Completions Method)

A	Total Previous 10 Year Completions (2002-2012)	3,252
B	Average Annual Completions	325
C	Total 5 Year Land Supply	1,966
D	Land Supply in Years (C / B)	6.0

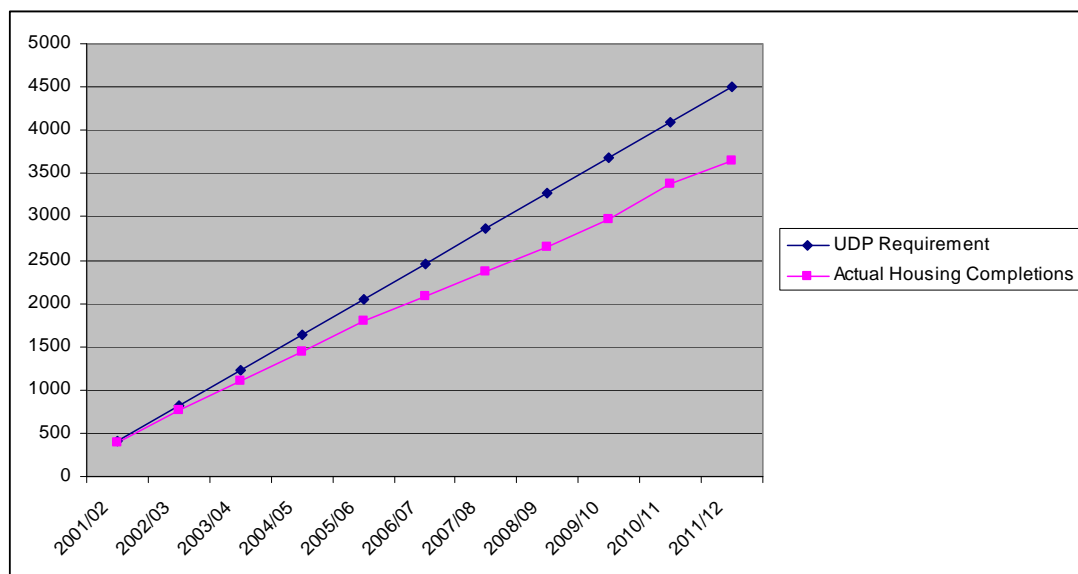
NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

3 COMMENTARY

The land supply has been calculated at 6 years and thus no further action is required.

The chart below illustrates how the actual cumulative delivery of new housing since the base date of the Unitary Development Plan relates to the housing requirement within that plan.



It is clear from the chart that build rates have not kept pace with the anticipated rate of development. It is likely that the economic recession has impacted negatively on housing development locally as it has nationally. Another factor influencing housing delivery has been the complexities associated with bringing forward a number of key sites within the county borough, most notably Coed Darcy.

The issues of the UDP housing requirement, the rate of development at Coed Darcy and the implications for the supply of land for new housing have been considered by the Inspector, whose report can be found in Appendix 4.

Since the base date of this study, Persimmon Homes have commenced work on the first phase of residential development at Coed Darcy. This initial phase will deliver 302 new housing units and the progress in delivering this site will be fully considered by the Study Group as part of the 2013 Joint Housing Land Availability Study.

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

4 MONITORING DATA

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.

Previously Developed Land

The following table illustrates the total number and percentage of available and completed homes by category and land type.

Table 7 - Re-use of Previously Developed Land (Large Sites)

Year	5 Year Supply				3i and 3 ii Categories				Completions			
	Greenfield		Brownfield		Greenfield		Brownfield		Greenfield		Brownfield	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
2011	591	36%	1032	64%	577	11%	4649	89%	115	32%	244	68%
2012	598	37%	1024	63%	740	14%	4438	86%	133	58%	98	42%
2013												
2014												
2015												
2016												

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

Flood Risk

Table 8 - Sites Subject To Flood Risk Constraints (Large Sites Only)

Year	Total Number and Percentage of Homes by Category and Land Type											
	5 Year Supply				3i and 3 ii Categories				Completions			
	C1		C2		C1		C2		C1		C2	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
2011	0	0%	333	21%	0	0%	536	10%	0	0%	0	0%
2012	0	0%	228	14%	0	0%	524	10%	0	0%	100	43%
2013												
2014												
2015												
2016												

Categories defined in TAN 15:

C1: Areas of floodplain which are developed and served by significant infrastructure, including flood defences. .

C2: Areas of floodplain without significant flood defence infrastructure.

Type of New Housing

Table 9 - Completions by House Type – 1 April 2011 to 31 March 2012

2011/12	Apartment	Houses	Total
Number of Units	45	186	231
Percentage	19%	81%	100%

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

Appendix 1 – Site Schedules

Site Location	Community	Complete 2011/12	Site Capacity	Remaining Units	U / C	12/13	13/14	14/15	15/16	16/17	Cat.3(i)	Comment
GREATER NEATH HOUSING ZONE												
Bwlch Road	Cimla	1	25	10	1	1	2	2	2	2		Under Construction
Tower Hotel	Jersey Marine		32	1	1							Under Construction
Ocean View	Jersey Marine		81	81		10	21	25	25			
Barrons Court	Neath Abbey		107	15	1		2	3	3	3	3	Under Construction
Eaglesbush	Neath		50	50							50	
Old Road/Garthmor	Neath		48	34	8	4	7	8	7			Under Construction
Wauinceirch	Bryncoch	13	38	0								Site Complete
The Barracks	Pontrhydyfen		44	44							44	
Area 1	Coed Darcy	17	195	130		10	20	30	35	35		Under Construction
Urban Village	Coed Darcy		4000	4000		25	50	100	125	125	3575	
Crymlyn Grove	Skewen	40	176	117	7	30	30	25	25			Under Construction
Wern Crescent	Skewen	6	18	0								Site Complete
Wern Goch	Skewen		50	50			2	16	16	16		
Elba Crescent	Crymlyn Burrows		50	50							50	New Site
Dan y Graig Road	Neath		10	10							10	New Site
Cardonnel Road	Skewen		16	16			4	4	4	4		New Site
NEATH & DULAIS VALLEYS HOUSING ZONE												
Wembley Avenue	Banwen		10	10							10	
Heol Las Fawr	Crynant	1	34	8	1	1	2	2	2			Under Construction
Empire Avenue	Cwmgwrach		18	18							18	
Heol Y Glyn	Glynneath		81	81							81	
Park Avenue	Glynneath		60	60							60	
Welfare Hall	Glynneath		17	17				9	8			
Ynys Y Nos Avenue	Pontwalby	5	24	11		3	3	3	2			Under Construction
Heol Y Waun	Seven Sisters		68	68					10	10	48	
NORTHERN LLIW HOUSING ZONE												
Glyn Mynydd	Godrergraig	29	116	35	11	14	10					Under Construction
Graignewydd	Godrergraig	27	120	85	14	1	15	20	20	15		Under Construction
Bryn Morgrug	Alltwn		71	56		10	23	23				
Gelligron	Pontardawe	3	103	0								Site Complete
Thomas Street	Pontardawe	3	10	3	1	2						Under Construction
Waun Penlan	Rhydyfro		19	19							19	
Waun Sterw	Rhydyfro		40	40							40	
Old Wern Road	Ystalyfera		11	11							11	
PORT TALBOT HOUSING ZONE												
Thorney Road	Baglan		56	10	2	2	2	2	2			Under Construction
Afan Way	Baglan Moors	30	129	13	5	8						Under Construction
R/o Baglan School	Baglan		110	110							110	
Stycyllwen	Baglan		88	24	7	3	4	5	5			Under Construction
Maesteg Road	Bryn		40	40							40	
Copperminers	Cwmafan	10	122	75	9	11	20	20	15			Under Construction
Forest Lodge Lane	Cwmafan		15	14	2		3	3	3	3		Under Construction
Goytre Road	Goytre		44	44	4						40	
Tir Morfa	Aberafan		102	102							102	
Baglan Bay	Sandfields		440	440					10	50	380	
Dyffryn Road	Taibach	14		0								Site Complete
Groeswen, Margam	Margam	14	100	25	17	8						Under Construction
Ocean Way	Aberafan		26	26							26	
Tywyn School	Aberafan		75	75							75	
Port Talbot Docks	Port Talbot		50	50							50	
Blaen Baglan Farm	Baglan		219	219							219	
Farteg Fawr	Bryn		25	25	1		2	2	2	2	16	Under Construction
AFAN VALLEY HOUSING ZONE												
Holiday Village	Cymmer		100	100							100	
Travancore	Cynonville		20	20							20	
PRIVATE SECTOR			213	7503	6542	92	143	222	302	331	274	5178

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

Site Location	Community	Complete 2011/12	Site Capacity	Remaining Units	U / C	12/13	13/14	14/15	15/16	16/17	Cat.3(i)	Comment
---------------	-----------	------------------	---------------	-----------------	-------	-------	-------	-------	-------	-------	----------	---------

GREATER NEATH HOUSING ZONE

86-100, Briton Ferry Road	Neath		28	28	26	2						Under Construction
Hillside, Groves Road	Neath		60	60	19				41			Under Construction
Stockhams Corner	Neath	4		0								Site Complete
The Ropewalk	Neath		12	12			12					New Site

NEATH & DULAIS VALLEYS HOUSING ZONE

Maes Marchog	Banwen		16	16	16							Under Construction
--------------	--------	--	----	----	----	--	--	--	--	--	--	--------------------

NORTHERN LLIW HOUSING ZONE

Former Cwmtawe School	Pontardawe		81	81	4	17	20	20	20			Under Construction
Glanrafon Phase 2	Pontardawe		15	15			15					

PORT TALBOT HOUSING ZONE

50-54, Station Road	Port Talbot	14	14	0								Site Complete
Royal Buildings	Port Talbot		46	46			46					

SOCIAL HOUSING		18	272	258	65	19	93	20	61	0	0	
-----------------------	--	-----------	------------	------------	-----------	-----------	-----------	-----------	-----------	----------	----------	--

NB: There are no sites identified within categories 2* or 3(ii).

NEATH PORT TALBOT
JOINT HOUSING LAND AVAILABILITY STUDY 2012

Appendix 2 – Past Completions Data

Year	Number of Homes Completed On		
	Large Sites	Small Sites	Total Completions
2002	354	44	398
2003	316	51	367
2004	267	72	339
2005	264	81	345
2006	248	93	341
2007	242	50	292
2008	215	78	293
2009	201	84	285
2010	238	80	318
2011	359	51	410
2012	231	31	262

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

Appendix 3 – Previous Land Supply Data

Year	5 year supply -Number of homes			Number of years supply	Supply years –	beyond	5
	Cat.1	Cat.2	Cat.2*		homes	Number	of
					3(i)	3(ii)	
2007	350	892	111	5.0	1337	86	
2008	337	1591	10	4.9	3591	0	
2009	289	1643	10	4.7	5777	0	
2010	409	1666	10	4.7	5287	0	
2011	334	1289	0	5.8	5226	0	
2012	319	1,303	0	6.0	5,178	0	

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

Appendix 4 - Inspectors Recommendation Report



Argymhelliad i Lywodraeth Cymru ar Gyd-astudiaeth Argaeledd Tir ar gyfer Tai

Recommendation to Welsh Government on Joint Housing Land Availability Study

gan P J Davies

Arolygydd o'r Arolygiaeth Gynllunio

Dyddiad: 20/12/2012

by P J Davies

an Inspector of the Planning Inspectorate

Date: 20/12/2012

Ref: APP/Y6930/JHLAS/12/515708

Local Planning Authority: Neath Port Talbot County Borough Council

-
- This report concerns the Neath Port Talbot County Borough Council Joint Housing Land Availability Study (JHLAS) 2012.
 - The matters in dispute are set out in the JHLAS Statement of Common Ground (SoCG) submitted in September 2012.
-

Recommendation

1. That the 2012 JHLAS housing land supply figure as at 1 April 2012 for the Neath Port Talbot County Borough Council planning area be determined as 6 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;
 - 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 identified².
3. The scope of this report is to recommend an appropriate housing land supply figure in respect of the Neath Port Talbot County Borough Council's area of responsibility as local planning authority, in the light of the matters in dispute concerning the calculation of such a figure and the available evidence.

¹ PPW Edition 5 9.2.3

² TAN 1: Joint Housing Land Availability Studies (June 2006) paragraph 2.1

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

APP/Y6930/JHLAS/12/515708

Main Issues

4. These are the appropriate method to be used in determining the land supply, and whether or not each of the disputed sites should be counted as contributing to the 5-year supply of land for housing at the time of the base date of the study.

Reasons

Method of Calculation

5. It is expected that the residual method will be used where an adopted development plan is in place and the plan period has not expired. This is reiterated in the Welsh Government Guidance Note Version 2 September 2012 which states that any departure from the residual method is likely to be exceptional and should be fully justified.
6. In this case the Neath Port Talbot Unitary Development Plan (UDP) will expire in 2016 and therefore only covers part of the study period. TAN 1 and the WG Guidance Note both advise that in such circumstances, and in the absence of published development plan modifications, the average annual provision from the last 5 years of the time covered by the development plan should be extrapolated to give an estimate of the land required. However, TAN 1 also recognises that calculation by the residual method has indicated land shortages or surpluses which do not exist in practice. In such cases, a comparison of available land supply with past building rates can provide a measure of the adequacy of land supply that is more relevant to the achievement of the general objectives of the development plan.
7. Having regard to the foregoing, one of the general objectives of the Neath Port Talbot UDP is to achieve a level of population growth of 138,800 by 2016 (1991 census levels). Built into this key objective is a housing target of 6155 units (410 units per annum), which was considered to represent the number of dwellings needed in order to achieve the Plan target of regaining the 1991 population level. Whilst it is not for the JHLAS process to revisit an adopted housing requirement, I consider that the reasoning behind this figure is also relevant in this case.
8. From the available evidence, it is apparent that given anticipated delays in the delivery of some sites, and that there was little to base assumptions of housing need upon, the UDP housing target of 410 units is a flexible and aspirational one. It was based on previous build rates and it was not considered necessary to build any further flexibility into the housing supply. It has been shown that the UDP has achieved its objective of a return to 1991 population levels with an average build rate of 332 per annum since 2001. It is also evident that house building has not kept pace with the flexible housing requirement of 410 units per annum. Taking all of this into consideration, I conclude that in this particular case there are exceptional circumstances that justify a departure from the residual method and that the past building rates methodology would provide a measure of land supply that is more relevant to the objectives of the development plan.
9. The HBF refer to evidence on housing need that is presently being used to inform the emerging Local Development Plan (LDP). However, the LDP has yet to be placed on deposit and the evidence has yet to be examined or found sound. Whilst it may reflect the Council's intended housing strategy, I do not consider it appropriate to apply it to the current JHLAS at this time.

NEATH PORT TALBOT

JOINT HOUSING LAND AVAILABILITY STUDY 2012

APP/Y6930/JHLAS/12/515708

Disputed Sites

10. There is an agreed land supply of 1331 units, including small sites. There are three disputed sites and TAN 1 provides advice on the criteria to be applied in considering whether sites may be regarded as genuinely available within a five year period. I have assessed each of the disputed sites on the available evidence and in line with the advice in the TAN.
11. Area 1 Coed Darcy: Work has started on the site and some 65 units have been completed. Notwithstanding the stated position of Persimmon and HBF, the intention of the site developer (Atlantic Developments) is not known. Nonetheless I am not aware of any major physical constraints to the continuing development of the site and on the available evidence I consider that the Council's forecasts are reasonable. I conclude that 130 units should be added to the agreed land supply.
12. Coed Darcy, Neath: Since the 2011 study, reserved matters have been approved and work has commenced on the site. The Council's forecasts reflect the key stages of infrastructure provision, including highway access works which are underway. These forecasts are supported by a trajectory of development over the next five years. On the available evidence, I consider that the Council's forecasts provide the most realistic expectation of land supply, and I conclude that 425 units should be added to the agreed land supply.
13. Baglan Bay, Port Talbot: Although the site is allocated in the UDP, there is no current planning permission. Although prospects of delivery are identified by the site owners, these are not supported with tangible evidence. Nonetheless, the majority of the site has been cleared and infrastructure services are available. On the available evidence, I conclude that the Council's forecasts are realistic and I conclude that 60 units should be added to the agreed land supply.
14. Having regard to the above and the agreed land supply of 1331 units, I conclude that there is a land supply of 1946 units. Based on an average annual build rate of 325 units over the last 10 years, this results in a 5 year land supply of 6 years.

Overall Conclusions

15. Based on the foregoing analysis I conclude that the housing land supply for the Neath Port Talbot County Borough Council planning area as at 1 April 2012 is 6 years.

P J Davies

INSPECTOR