

Bridgend Local Development Plan

2006-2021



Background Paper 12: Housing Distribution

May 2012



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1.0 Introduction

1.1 In reaching the amount and location of land allocated for housing development in the Deposit Bridgend Local Development Plan (LDP) the Council has taken into account numerous factors. This Background Paper outlines these factors and shows how the housing allocations and future windfall / small sites have and will be spatially managed.

2.0 LDP Vision, Strategy and Objectives

2.1 The LDP Vision seeks to transform the County Borough into a sustainable network of communities that offer opportunities and an improved quality of life for all people living and working in the area.

2.2 The following LDP objectives are particularly relevant:

Objective 1a seeks to promote Bridgend as the key principal settlement of the County Borough where major employment, commercial and residential development is focused.

Objective 1b seeks to revitalise Maesteg by recognising its role as the principal settlement serving the Llynfi Valley which has the potential capacity and infrastructure to accommodate future growth.

OBJ 1c seeks to realise the potential of Porthcawl as a premier seaside and tourist destination which capitalises on the regeneration of its waterfront.

OBJ 1d seeks to recognise the strategic potential of the Valleys Gateway to provide for future development and facilities serving the whole of the County Borough.

OBJ 1e To promote sustainable and attractive valley settlements with improved access to jobs and services.

OBJ 4c To deliver the level and type of residential development to meet the identified needs of the County Borough ensuring that a significant proportion is affordable and accessible to all.

Councils Emphasis

3.0 Planning Policy Wales (February 2011)

3.1 Chapter 9: Housing of Planning Policy Wales (PPW 2011) clearly sets out the approach Local Planning Authorities (LPA`s) should take when developing their housing policies for the LDP:

*In producing their development plans, local planning authorities should **devise a settlement strategy** which establishes housing policies in line with their local housing strategy and a spatial pattern of housing development balancing social, economic and environmental needs. The settlement strategy will be informed by a sustainability appraisal and should be fully justified.*

Local planning authorities should **address the scope and potential for rehabilitation, conversion, clearance and redevelopment** when considering suitable sites for housing development. Maximising the use of suitable previously developed land for housing development can assist regeneration and at the same time relieve pressure for development on greenfield sites. In particular, local authorities should consider the contribution to the overall provision of land for housing that can be made by reclaimable or reclaimed urban land and by disused or underused buildings..

In identifying sites to be allocated for housing in development plans, local planning authorities should follow a **search sequence**, starting with the re-use of previously developed land and buildings within settlements, then settlement extensions and then new development around settlements with good public transport links.

Councils Emphasis

3.2 In respect of housing distribution PPW therefore advocates that LPA`s:

- should devise a settlement strategy which establishes a spatial pattern of housing development that balances its social, economic and environmental needs;
- should address the scope and potential for rehabilitation, conversion, clearance and redevelopment when considering suitable sites for housing development;
- should maximise the use of suitable previously developed land for housing development to assist regeneration;
- should follow a search sequence, starting with the re-use of previously developed land and buildings within settlements, then settlement extensions and then new development around settlements with good public transport links.

4.0 The Regeneration-Led Spatial Strategy

4.1 The LDP Pre-Deposit Proposals document concluded: *“The Regeneration Led Spatial Strategy performs the best when assessed against the 22 strategic objectives. It is considered that the Regeneration Led Spatial Strategy would best achieve the LDP Vision, the strategic objectives of the LDP, and is a better overall fit with national and regional policies. This Spatial Strategy would help realise the regeneration priorities of the Council, and would make the most meaningful contribution with respect to securing social, environmental and economic benefits within the County Borough.”*

4.2 The Regeneration-Led Spatial Strategy which the Council is pursuing is defined in paragraph 2.3.3 of the Deposit LDP as: *“an overarching and balanced process that delivers investment and opportunity to areas and communities within the County Borough of previous or current decline, to improve their physical, economic and social fabric”*.

4.3 The Deposit LDP goes on to state that the Regeneration-Led Spatial Strategy puts in place a policy framework that can best deliver the regeneration needs of the County Borough. The LDP Strategy has been developed to provide a land use framework, which will help realise the regeneration aspirations and priorities of the Council, and

will make the most meaningful contribution with respect to securing social, environmental and economic benefits for the communities of the County Borough.

- 4.5 In recognition of the regeneration needs and priorities of the County Borough, the Council already has in place and is developing a range of site-specific and area based Strategies, Programmes and initiatives. One of the main functions of the LDP Regeneration-Led Strategy is to help deliver these identified priorities and needs, where they have land-use implications and requirements.

Focused Regeneration

- 4.6 The regeneration-related activities in the County Borough are widespread and the deliverability of some of these could be enhanced and secured in whole or in part by directing new development to specific areas. Taking into account the spatial distribution of regeneration activities and needs, development is directed to settlements and parts of the County Borough which will benefit the most and where there are opportunities for securing the greatest positive impacts and benefits of growth.

- 4.7 In line with the above, **four Strategic Regeneration Growth Areas (SRGAs)** at:

- Bridgend;
- Porthcawl;
- Maesteg and the Llynfi Valley; and
- The Valleys Gateway

together with **four Strategic Employment Sites** at:

- Brocastle, Waterton, Bridgend
- Island Farm, Bridgend
- Pencoed Technology Park, Pencoed
- Ty Draw Farm, North Cornelly

have been identified which, collectively, will deliver a range of mixed use developments and facilities, the implementation of which will contribute significantly to fulfilling the LDP Vision and its Objectives.

- 4.8 In accord with the Regeneration Led Spatial Strategy development, including residential, is focussed in the first instance on the four SRGA's based around the existing and future regeneration development activity.

5.0 Level of Housing Growth

- 5.1 The level of growth is detailed in Chapter 2: The Plan Strategy of the LDP and Background Paper 3: Population and Housing. The growth level adopted for the LDP is based on the 2009 **Cambridge Econometrics (CE) Population Projections for Bridgend and Wales** which aims to broadly balance the future population and economic forecasts for the County Borough up until 2021. The population forecast and resulting dwelling requirement for the County Borough is directly related to the County Boroughs' economic prospects. It is considered that linking population growth and housing requirements to wider economic prospects improves the robustness and deliverability of the LDP Strategy.
- 5.2 Policy SP12 identifies a requirement of 9,000 new dwellings to accommodate the anticipated population growth over the Plan period up to 2021. This equates to an average completion rate of 600 dwellings per annum and represents an overall balance of provision in terms of providing sufficient housing to cater for the County Borough's planned increase in population and future economic prospects up to 2021.
- 5.3 The LDP Strategy requires 9,000 market and affordable (1,310 affordable) dwellings to be accommodated in the County Borough during the LDP period 2006 – 2021. This dwelling requirement has been accommodated in line with the Regeneration Led Spatial Strategy.

6.0 Settlement Role and Function

- 6.1 As outlined above, the Spatial Strategy of the LDP is Regeneration-Led which necessitates directing future growth and development to the SRGA's. The SRGA's either form part of a settlement (e.g. Bridgend SRGA) or are made up of a group of settlements (e.g. The Valleys Gateway SRGA). The analysis on the role and function of settlements in Bridgend County Borough confirms that the LDP Strategy is directing development to the most appropriate locations. Principally to the 3 key towns / settlements of the County Borough (Bridgend, Maesteg and Porthcawl) and the settlements of the Valleys Gateway, which the Role & Function Study also identified as functioning as a single settlement. All of these 'Settlements' exhibited higher levels of services and provide an important employment function. The Settlement Role and Function Study (2009) has therefore formed part of the evidence base informing and validating the spatial direction of growth in the LDP.
- 6.1 The main objectives of the study are set out below:
- Develop a methodology to identify the current role and function and functional relationships of settlements and their potential future roles;
 - Provide conclusions on settlement classification;

6.2 The Study has informed the settlement hierarchy of the LDP as expressed in Policy PLA1, complementing and reinforcing the spatial distribution of growth. The Study has had a direct link to defining those settlements which can more appropriately accommodate growth in terms of their function, balanced against the requirement to effectively implement the regeneration-led spatial strategy of the LDP.

7.0 Settlement Hierarchy

7.1 In order to focus development in areas where the maximum social, economic and environmental benefits can be achieved LDP Policy PLA1 makes a distinction between the settlements of the County Borough. All the identified settlements will continue to be the main focus of future development, including the provision of housing, the scale and type of which will reflect their individual role and function.

7.2 All settlements in the hierarchy have defined boundaries. These have been reviewed and amended where appropriate to accurately define the urban area from the countryside. This provides certainty and direction in terms of where appropriate development will be permitted; encouraging the re-use of land and buildings and protecting the countryside from inappropriate development that may have an adverse effect on its rural character. It also assists in the prevention of the coalescence of settlements and avoidance of urban sprawl which enables communities to operate efficiently.

7.3 The LDP Settlement Boundary Review (Background Paper 3) outlines the methodology which was adopted to inform the settlement boundary designations in the Deposit LDP. Stage 1 of the review involved logical amendments to settlement boundaries including:

- Small-scale development opportunities which would provide infill and rounding off opportunities that are logical in terms of being physically, functionally and visually related to the existing urban area.
- Small-scale brownfield sites on the edge of settlements where these are logical in terms of being physically, functionally and visually related to the existing urban area.

7.4 This approach resulted in sites (under 0.3 ha) being included within the urban area as 'white land' which provide the opportunity for housing on small sites in the context of the LDP policies.

7.5 Stage 2 of the settlement boundary review assessment allowed for further flexibility by accommodating larger areas of land (over 0.3 ha) within the settlement boundary in areas where a need for growth had been identified (i.e. within, or adjacent to Strategic Regeneration Growth Areas (SRGA's)). This resulted in areas of land being included within settlement boundaries which were either allocated for residential development or remained as 'white land' which provide the opportunity for windfall housing sites in the context of the LDP policies.

7.6 The LDP with respect to its settlement boundary review then has already implicitly helped to release potential housing sites adjoining

existing settlements (although not explicitly identified for this purpose). Therefore, it is considered that there is adequate 'white land' within the defined settlement boundaries for residential windfall and small sites to come forward. The role that such opportunities could play in providing such local needs within settlements is discussed fully in Background Paper 8 Section 6.3 in connection with Affordable Housing Exception Sites. In this respect it should be noted that settlement boundary changes from the adopted Bridgend UDP position has resulted in 55 additional hectares of land being located 'within' settlements – thereby demonstrating this additional scope and flexibility to provide for local housing needs.

8.0 Regeneration-Led Sustainable Development Distribution

- 8.1 LDP Strategic Policy SP1 seeks to ensure that new developments in Bridgend County Borough are distributed according to the LDP Spatial Strategy. In particular, the four SRGAs at Bridgend, Maesteg and the Llynfi Valley, Porthcawl and the settlements of the Valleys Gateway. These areas will collectively deliver a significant proportion of the County Borough's growth up to 2021 in a range of mixed-use developments that will create high quality sustainable places delivering new homes, work places and facilities. These areas can also serve the existing along with the future residents of the County Borough and are considered to be of such a scale and focus to be strategic in nature and will have the potential to provide significant regeneration benefits for the whole of the County Borough.
- 8.2 Focussing new development in the SRGA's means that the collective scale of development is able to deliver 'more' in terms of benefits and improvements, balancing future job creation, housing provision, infrastructure provision and improvements to services and community facilities to create better places at key locations and can service other areas that are underperforming, suffering decline or in need of redevelopment or regeneration.
- 8.3 Development in the SRGA`s will deliver better overall outcomes and a more sustainable pattern of development for the County Borough as a whole. This focussing of development is core to the regeneration-led strategy, recognising that a more dispersed approach to locating development would dilute future benefits and would not ensure that critical sites for redevelopment would come forward, the delivery of which is essential to meet the Vision and Strategic Objectives of the Plan.

9.0 Housing Distribution

- 9.1 As outlined in Section 5, LDP Strategic Policy SP12 identifies a requirement of 9,000 new dwellings to accommodate the anticipated population growth over the Plan period 2006 to 2021. However as detailed in the Deposit LDP 1537 residential units have already been built between 2006 – 2009. Consequently, the residual requirement for the remaining 12 years of the LDP period, up to 2021, is **7,463** dwellings.

Housing Requirement 2006 - 2021 9,000 dwellings
Housing Completions 2006 - 2007 (2007 JHLA) 635 dwellings
Housing Completions 2007 - 2008 (2008 JHLA) 514 dwellings
Housing Completions 2008 - 2009 (2009 JHLA) 388 dwellings

Residual Requirement (2009 - 2021) 7,463 dwellings

9.2 In order to meet the remaining requirement, the Deposit LDP has a housing supply of 8458 dwellings (taking into account 225 demolitions), which exceeds the residential dwelling requirement, allowing for flexibility should any unforeseen risks in the delivery of sites manifest themselves. However, notwithstanding this consideration, all sites included in the LDP are considered deliverable. The housing supply is made up of the following elements:

Table 1: Deposit LDP Deposit LDP Housing Supply (2009-2021)

Deposit LDP Housing Supply (2009-2021)		
Housing Allocations Policy COM 1: Residential Allocations in the Strategic Regeneration Growth Areas	6,160 dwellings	71%
Housing Allocations Policy COM 2: Residential Allocations outside the Strategic Regeneration Growth Areas	1,203 dwellings	14%
Housing Allocations Total (COM1 & COM2)	7363	
Windfall Allowance (10 or more dwellings) (COM 3 contribution)	540 dwellings	6%
Small Site Allowance (9 or less dwellings) (COM 3 contribution)	780 dwellings	9%
Total Supply (up to 2021)*:	8,683 dwellings	100%

*Note that the estimated demolitions (225 dwellings) over the plan period has not been factored into the above spatial analysis,

9.3 As outlined in Section 4 and 8 future development should be directed in the first instance to the SRGA`s. As can be seen from Table 1 above, 85% of the housing supply is located on residential allocations defined in either Policy COM1 or COM 2 of the Deposit LDP. 71% of these are specifically located within the SRGA`s with 14% located outside these areas. Only 15% of the total supply is from Windfall and Small Sites.

Distribution of Allocated Housing Sites

9.4 In delivering the identified housing requirement in accordance with the LDP Strategy Policy COM1 specifically focuses development opportunities for additional housing in the four Strategic Regeneration Growth Areas (SRGA`s) as detailed and defined by Strategic Policy SP1:

- Bridgend Strategic Regeneration Growth Area;
- Maesteg and Llynfi Valley Strategic Regeneration Growth Area;
- Porthcawl Strategic Regeneration Growth Area; and
- The Valleys Gateway Strategic Regeneration Growth Area.

9.5 However, to accommodate the required residential growth and in accord with Strategic Policy SP1, a range of sites have also been allocated for new housing under Policy COM2 in areas outside the SRGA's. These sites are intended to meet local needs and provide further housing choice on a range of sites in sustainable locations that complement the role and function of the settlements they are located within.

9.6 The scale and location of new proposals have been based on the settlements role and function which has been used to determine their suitability to accommodate growth having regard to existing social and physical capacity, the presence of environmental constraints, and the extent to which development can provide, or compensate for necessary additional social or physical infrastructure. Housing allocations under Policies COM1 and COM2 include:

- Sites with planning consent/approved subject to signing of S106 agreement/pipeline developments subject of pre-application negotiation at April 2009;
- Regeneration Development Sites;
- Sites with an approved Development Brief/Development Framework;
- New sites that have been identified as suitable for residential development or for a mix of uses, including housing, as a result of a robust candidate site/development site assessment process.

Table 2: Spatial Distribution of Allocated Housing Growth by Strategic Regeneration Growth Area

Strategic Regeneration Growth Area (SRGA)	Housing Units on Allocations (2009)	% of Housing Allocations
Bridgend	2,959	40
Maesteg and Llynfi Valley	501	7
Porthcawl	1,506	21
Valleys Gateway	1,194	16
Outside SRGAs	1,203	16
TOTAL	7,363	100

9.7 Table 2 clearly illustrates that 84% of the allocated housing units are located within the SRGA's in accord with the Regeneration Led Spatial Strategy and Strategic Policy SP1. Bridgend continues to be the main focus of housing growth, with 40% of all allocated housing units located in its associated SRGA. This clearly reflects Bridgend status as a sub-regional settlement.

9.8 Although the first priority of the LDP Regeneration-Led Spatial Strategy is to direct growth, and in this instance housing growth, to the four

Strategic Regeneration Growth Areas when comparing Table 2 and 3 it can be clearly seen that the distribution of the proposed housing allocations have been made in accordance with the LDP Settlement Hierarchy detailed in Policy PLA1.

- 9.9 As detailed in Table 3, Bridgend as the Primary Key Settlement of the County Borough continues to be the main focus of allocated housing growth with 49% of the overall provision. The Main Settlements then have 45% with the settlements associated with a SRGA comprising of 41%. The Local Service Settlements and Small Settlements only make up 6% of the overall housing allocation provision.

Table 3: Spatial Distribution of Allocated Housing Growth by Settlement Hierarchy (PLA1)

Settlement Hierarchy	Housing Units on Allocations (2009)	% of Housing Allocations
Primary Key Settlement	3584	49
Bridgend*	3584	49
Main Settlement	3330	45
Maesteg*	333	5
Porthcawl*	1506	20
Pencoed	70	1
Pyle / Kenfig Hill / North Cornelly	227	3
Valley Gateway settlements of Aberkenfig / Bryncethin / Brynmenyn / Sarn / Tondy / Ynysawdre*	1194	16
Local Service Settlements	346	5
Bettws	131	2
Blaengarw	0	0
Caerau*	35	0.5
Nantylfyllon*	113	1.5
Nantymoel	67	1
Ogmore Vale	0	0
Pontrhydycyff	0	0
Pontycymmer	0	0
Small Settlements	103	1
Blackmill	43	0.5
Cefn Cribwr	0	0
Coity	0	0
Coychurch	0	0
Coytrahen	0	0
Cwmfelin*	20	0.2
Evanstown	11	0.1
Glynogwr	0	0
Heol Y Cyw	0	0
Kenfig	0	0
Laleston	0	0
Llangynwyd	0	0
Llangeinor	10	0

Mawdlam	0	0
Penyfai	0	0
Pontyrhyl	0	0
Pantyrwel	19	0.2
South Cornelly	0	0
Total	7363	100

*Settlement (or part of settlement) forms part of a Strategic Regeneration Growth Area defined by LDP Strategic Policy SP1)

Distribution of Windfall and Small Sites

- 9.10 As detailed in Table 1 residential Windfall and Small sites respectively make up 6% and 9% of the overall housing supply. In respect of how these will be distributed, Strategic Policy SP1 recognises that the defined settlements of the County Borough will be required to accommodate differing scales of future development and growth in order to maintain sustainable communities in line with their role and function.
- 9.11 In order to focus development in areas where the maximum social, economic and environmental benefits can be achieved LDP Policy PLA1 makes a distinction between the settlements of the County Borough. All the identified settlements will therefore continue to be the main focus of future development, including the provision housing, the scale and type of which will reflect their individual role and function and be controlled by their designated settlement boundaries.
- 9.12 In respect of their spatial distribution it needs to be acknowledged that given that Strategic Policy SP1 and PLA1 allows residential development, in principle, in all the defined settlements in the hierarchy it is very difficult to predict their future distribution. However, in respect of Windfall sites, given that they are for 10 or more dwellings, the site requirements in terms of size will be more likely to be found in the Primary Key Settlement of Bridgend and the Main Settlements.
- 9.13 In terms of the small sites, given they are defined as 1-9 dwellings, there is more opportunity for sites to come forward in all the identified settlements. Table 4 provides a breakdown of the number of residential units on small sites by settlement with an extant planning permission as of February 2012. It is acknowledged that not all these dwellings will be constructed and that many other sites also exist (including those with lapsed planning permission which have not been renewed because of the economic downturn); however it does provide the current spatial distribution of Small sites and gives an indication of future spatial distribution.
- 9.14 Table 4 shows that the Primary Key Settlement of Bridgend along with the Main Settlements have 63% of the small site dwelling units. This is in line with Strategic Policy SP1 and PLA1. However the Local Service Settlements and Small Settlements have 37% which is expected, given the size requirements of Small sites and the infill opportunities that exist within these settlements.

Table 4: Spatial Distribution of number of dwellings on Small Sites with extant planning permission (at February 2012) by Settlement Hierarchy

Settlement Hierarchy	Small Site Housing Units (February 2012)	% of Small Site Housing Units
Primary Key Settlement	76	17
Bridgend*	76	17
Main Settlement	208	46
Maesteg*	66	14
Porthcawl*	51	11
Pencoed	13	3
Pyle / Kenfig Hill / North Cornelly	57	13
Valley Gateway settlements of Aberkenfig / Bryncethin / Brynmenyn / Sarn / Tondy / Ynysawdre*	21	5
Local Service Settlements	107	23
Bettws	6	
Blaengarw	8	
Caerau*	8	
Nantyyffyllon*	10	
Nantymoel	13	
Ogmore Vale	28	
Pontrhydycyff	1	
Pontycymmer	33	
Small Settlements	65	14
Blackmill	3	
Cefn Cribwr	7	
Coity	7	
Coychurch	6	
Coytrahen	5	
Cwmfelin*		
Evanstown	2	
Glynogwr	4	
Heol Y Cyw	7	
Kenfig		
Laleston	6	
Llangynwyd	2	
Llangeinor	6	
Mawdlam	2	
Penyfai	4	
Pontyrhyl		
Pantyrwel		
South Cornelly	4	
Total	456	100

*Settlement (or part of settlement) forms part of a Strategic Regeneration Growth Area defined by LDP Strategic Policy SP1)

10.0 Conclusion

- 10.1 Housing allocations have been made in accord with the Regeneration Led Spatial Strategy development, with focus, in the first instance, on the four SRGA's, which also correspond in scale with the Settlement Hierarchy defined in PLA1, with the exception of Pencoed and Pyle/Kenfig Hill / North Cornelly, which have not been identified for strategic housing growth purposes.
- 10.2 The LDP Strategy requires 9,000 market (including 1,310 affordable) dwellings to be accommodated in the County Borough during the LDP period 2006 – 2021. This dwelling requirement has therefore been accommodated in line with the Regeneration Led Spatial Strategy.
- 10.3 Table 1 shows that 71% of the housing supply is specifically located within the SRGA's in line with the Regeneration Led Spatial Strategy. Only 14% of the allocated housing supply is located outside the SRGA's. 15% of the total supply is expected to be from Windfall and Small Sites however this will be spatially managed by Strategic Policy SP1 and the settlement boundaries associated with the settlements defined in Policy PLA1. The majority of housing development anticipated to come forward will be in the Primary Key Settlement of Bridgend and the Main Settlements of the County Borough.