

**Report of the Cabinet Member for
Enterprise, Development & Regeneration**

Council - 2 December 2014

**SWANSEA LOCAL DEVELOPMENT PLAN PROPOSED DEPOSIT
PLAN ALLOCATIONS AND SETTLEMENT BOUNDARY REVIEW**

Purpose: The report seeks approval to consult on the Local Development Plan (LDP) Draft Proposals Map which identifies revised settlement/village boundaries and sites proposed for allocation in the Deposit Plan.

Policy Framework: Planning and Compulsory Purchase Act 2004; The Environmental Assessment of Plans and Programmes (Wales) Regulations 2004; Local Development Plans Wales Guidance 2005; Local Development Plan Manual 2006; The Habitats Regulations (the Conservation (Natural Habitats & Conservation) (Amendment) (England & Wales) Regulations 2007; Wales Spatial Plan 2008; Planning Policy Wales, 2010 (as amended), and related Ministerial Interim Planning Policy Statements and Technical Advice Notes.

Reason for Decision: To progress the LDP in accordance with the Welsh Government approved Delivery Agreement and to guide the preparation of the Deposit Plan

Consultation: Legal, Finance and Access to Services

Recommendation(s): It is recommended that:

- 1) The Draft Proposals Map is agreed for the purposes of public consultation and the responses arising used to inform the preparation of the draft Deposit LDP.
- 2) Details of all new and amended Candidate Sites and proposed masterplans of Preferred Strategy Strategic Sites be publicised as part of the consultation process.
- 3) Officers negotiate the preparation and submission, as appropriate, of applications for residential development on land within settlement boundaries and on Strategic Sites agreed in the LDP Preferred Strategy to seek to address the current housing land supply shortfall.

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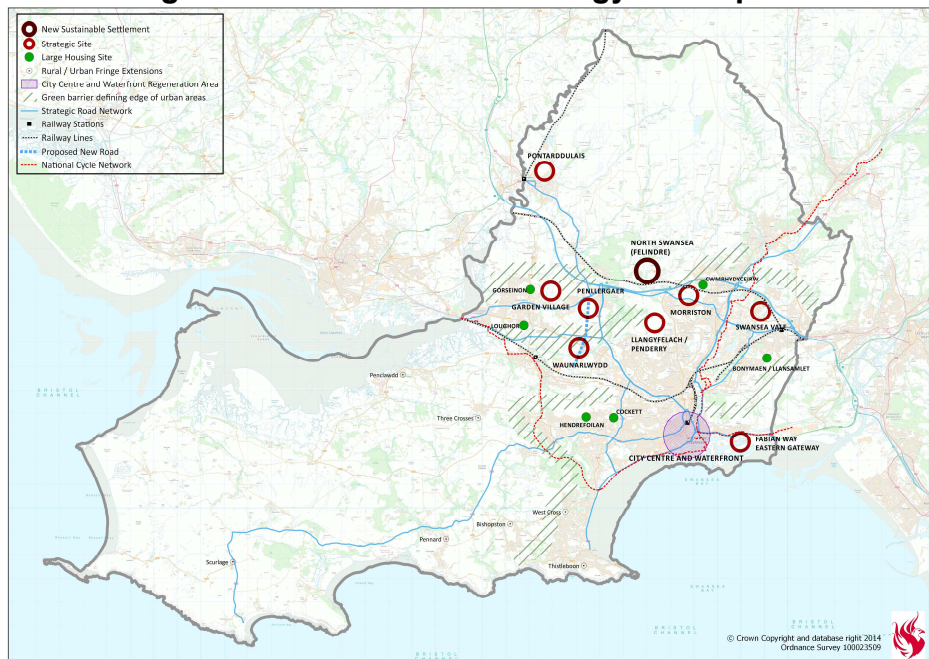
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Access to Services Officer: Kirsty Roderick

1.0 Background

- 1.1 Members will recall that the Local Development Plan (LDP) Preferred Strategy was approved by Council on 12th August 2014, when it was agreed that: 'A skeleton version of the Deposit Plan be prepared for public consultation as an additional stage to the LDP preparation process, to include publicity of new and amended Candidate Sites'. A document has now been prepared for this purpose, which comprises a Draft Proposals Map showing potential development allocations and proposed revised settlement/village boundaries.
- 1.2 The Draft Proposals Map is to be published in A3 format with a series of maps covering each ward. These are too detailed to be meaningfully reproduced in this report format, but are available to view at www.swansea.gov.uk/ldp.
- 1.3 In accordance with the approved Preferred Strategy sufficient land needs to be made available for 17,100 additional homes over the period 2010-2025 in order to support anticipated levels of future growth, encourage the regeneration of areas and the development of more sustainable, balanced communities. The Preferred Strategy Concept Plan showing the general distribution of these releases is set out below:

Figure 1: LDP Preferred Strategy Concept Plan

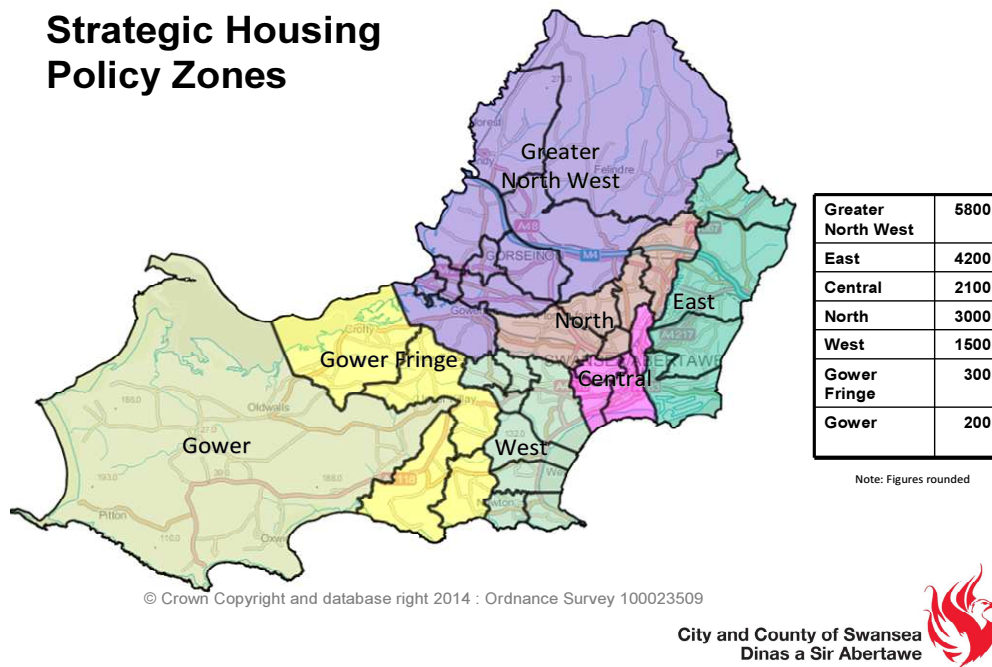


2.0 Proposed Development Sites

2.1 Following extensive consultation and detailed assessment, the most suitable Candidate Sites have been selected for inclusion in the Deposit LDP. This process has identified sufficient land for 17,100 dwellings on sites of varying scale, but which are each capable of accommodating more than 10 units. This total includes existing commitments, i.e. sites built since 2010 or subject of extant planning permission, which all contribute towards meeting the housing target. The Appendix to this report contains a schedule of the proposed housing allocations and indicative site capacities.

2.2 The Local Housing Market Assessment target for each of the County's Strategic Housing Policy Zones is shown in Figure 2 below:

Figure 2: LDP Preferred Strategy: Housing Distribution



2.3 Currently one hundred sites have been identified as being potentially suitable for development. However a significant proportion of these (around a third) are sites that have been put forward for inclusion and/or identified by Council officers since the original Candidate Site public consultation exercise in 2011, or are amendments to originally publicised sites. It would be inappropriate to produce/publish a Deposit LDP without prior consultation on these additional/amended sites, which will need to be publicised by means of specific site notices.

2.4 At the heart of the sustainable settlement strategy for the LDP are a number of large Strategic Sites as described in the Preferred Strategy and identified on the Concept Plan. These vary in character (some are residential-led and others commercial-led proposals), and require a comprehensive 'master-planned' approach to guide the mix of uses and scale of development to be brought forward. Draft Masterplans have been produced for a number of the Strategic Sites and will be made available for comment at the same time as the Draft Proposals Map. These masterplans will eventually need to be

agreed as development briefs/supplementary planning guidance following adoption of the LDP. The Strategic Sites collectively provide almost 60% of the proposed housing land allocations. The balance will be met by non-strategic sites at sustainable locations across the County as set out in Appendix 1.

2.5 The Council has commissioned an assessment of the combined transport effect of the proposed Strategic Sites and other major development areas to appraise their relative sustainability and impact on the wider highway network. The outputs of this assessment (due March 2015) will confirm the nature of any mitigation measures required to minimise traffic impact.

2.6 Although a site may have been identified as potentially suitable for inclusion at this stage, through ongoing technical assessments and without prejudice discussions with developers and landowners in relation to deliverability, viability, etc, as well as planned future public consultation, issues will inevitably arise that require further amendment or even exclusion in the final version of the Plan. However, wherever there is any loss of proposed allocated site(s), then compensatory alternative provision to make up the shortfall will need to be brought forward within the same Strategic Housing Policy Zone.

2.7 Also included on the Draft Proposals Map will be land proposed to be allocated for employment use based on the conclusions of the Peter Brett Employment Land Study http://www.swansea.gov.uk/media/1521/Economic-Growth-and-Employment-Land-Assessment-October-2012---Part-1-Report/pdf/Economic_Growth_and_Employment_Land_Assessment_October_2012_-_Part_1_Report.pdf, Retail Centres to be protected arising from the findings of the DTZ Strategic Review of Retail Planning Policy http://www.swansea.gov.uk/media/1518/Strategic-Review-of-Retail-Planning-Policy/pdf/Strategic_Review_of_Retail_Planning_Policy.pdf and details of open countryside proposed for Special Landscape Area status following an independent review of landscape designations within the County <http://www.swansea.gov.uk/ldpbackgroundpapers>

2.8 Details of built and natural heritage protection designations, such as conservation areas, national nature reserves, common land, etc are no longer required to be shown on the Proposals Maps accompanying the LDP. These will be shown instead for information purposes on a separate Constraints Map along with details of existing housing commitments.

3.0 Settlement Boundaries

3.1 Alongside the identification of sites for development there has been a review of existing settlement and village boundaries. Improved mapping techniques and advanced aerial photography has enabled settlements to be far more precisely defined in the LDP. The review has corrected past errors and realigned boundaries to more clearly defined/logical features. This process has also involved looking at edge of settlement Candidate Sites previously rejected as being too small (less than 10 units) but potentially capable of being included within a revised boundary.

3.2 As a consequence opportunities have been identified for small scale rounding off at a number of locations throughout the County. However these sites will not be specifically allocated and will appear as 'White Land' on the

Proposals Map, i.e. land not designated for a specific purpose, where future development proposals would be considered on their individual merits. It is anticipated that around 2300 dwellings could be delivered over the plan period through development of such infill sites together with 'Windfall' redevelopment schemes.

- 3.3 It is also proposed to reintroduce boundaries around certain small villages within the Gower AONB and Mawr which are over a certain size in order to sustain/improve community facilities and provide local needs affordable housing. These boundaries may take the form of new Supplementary Planning Guidance or as 'Inset Areas' on the Deposit Plan Proposals Map. Village boundaries have not been included in recent development plans on the basis that the acceptability of developing a particular site should depend on its relationship to the existing form of a village and the impact on local character, rather than whether it lies inside or outside a development line drawn on a map. However this has given rise to some confusion in decision making with schemes being allowed for market housing instead of local needs/affordable housing as was the policy intention.
- 3.4 The LDP written statement will make clear that there is no identified need for additional open market housing within the Gower AONB or Gower Fringe areas. The purpose of defining settlement boundaries at these locations is not to identify a line up to which development may expand, but to indicate a line beyond which only local needs/affordable housing will be permitted. Potential sites for affordable housing have been identified for certain villages beyond the proposed boundaries. These are more indicative than definitive proposals and alternative/additional sites may be brought forward as appropriate.

4.0 Housing Land Shortage

- 4.1 As the 2016 end date of the current Unitary Development Plan (UDP) approaches the supply of available housing land is diminishing. The Council as local planning authority has a statutory requirement to maintain a minimum 5 year housing land supply. Current supply stands at just under 3 years and the Council is consequently faced with a situation of potentially having to deal with hostile planning applications on sensitive Greenfield sites that would conflict with UDP policies, but with prospective developers anticipating that these will be allowed on appeal.
- 4.2 Adoption of the LDP in 2016 will address the shortage – provided development sites are 'shovel ready' at this time. However, in the interim, measures need to be taken to try to increase the available housing land supply. Disposal of surplus Council owned land within settlements is one method and such land is of greater interest to private developers now than when the plan is adopted and there is a greater range and choice of sites available. An alternative approach, as adopted by other authorities, such as Cardiff, is to bring forward sites the Council is seeking to release through the LDP in advance of adoption of the Plan. In particular brownfield sites, sites within settlement boundaries, and also agreed Preferred Strategy Strategic Sites.
- 4.3 Discussions with landowners/prospective developers to try to deter hostile applications are proving difficult without a mandate to be more proactive in bringing forward land for development. Authorisation is therefore sought to

negotiate the preparation, and encourage submission as appropriate, of applications for residential development in accordance with the LDP Preferred Strategy or which could be justified as a departure to the UDP without prejudicing the Council's future growth strategy.

5.0 Next Stages

5.1 Table 1 sets out the anticipated timescale for LDP preparation over the course of the next 12 months:

Table 1: LDP Timetable: Next Stages

Stage in LDP preparation	Timescale
Consult on Draft Proposals Map	4 th Dec 2014 – 16 th Jan 2015
Consider responses, including hearing petitioners	Jan 2015 – Feb 2015
Finalise Draft Deposit Plan including Sustainability Report	March – May 2015
Agree Deposit Plan and Place on Deposit (public consultation)	May – July 2015
Alternative Sites Consultation	July – August 2015
Prepare LDP for submission to Welsh Government	July – Oct 2015
Independent Examination	Oct 2015- Oct 2016

6.0 Financial Implications

6.1 The additional cost of producing this 'skeleton' Deposit Plan is estimated at up to £5,000 including document production, consultation and publication costs. These costs can be accounted for within the LDP budget.

6.2 Whilst there are no immediate financial implications arising from preparation of the LDP, its adoption could result in additional expenditure at a future time. This does not mean that additional resources will be made available and it should be assumed that future spending needs will need to be contained within existing budget provision.

7.0 Legal Implications

7.1 The LDP is to be prepared under the legislative framework of the Planning and Compulsory Purchase Act 2004. Part 6 of this Act requires each authority in Wales to prepare a LDP for its area. The preparation of the LDP is regulated by complex requirements and guidance and subject to a tight timetable which is subject of a binding agreement with the WG.

7.2 Public consultation on the Draft LDP Proposals Map will enable due consideration of all development proposals received and representations made prior to finalising the Deposit Plan. There is also a legal duty on the local authority to promote sustainable development.

8.0 Equality and Engagement Implications

8.1 The Council has carried out an Equality Impact Assessment scoping exercise in which it was highlighted that a full Assessment will have to be completed once LDP preparation reaches Deposit stage. Following discussions with the Access to Services Team, it is proposed that the Assessment will be produced as a background document to the Deposit LDP where it will be subject to a consultation period and any comments received will be taken into consideration. In the meantime the Access to Services Team are directly involved in the initial Plan preparation process (e.g. in the undertaking of the Strategic Environmental Assessment/Sustainability Appraisal) and the range of baseline information gained/monitored will help inform the production of the final Assessment.

Background Papers: LDP Preferred Strategy (Aug 2014)

Appendices: Schedule of Proposed Housing Allocation

Appendix 1: Schedule of Proposed Housing Allocations

No.	Ref	Location	Capacity
1	BI002	Land r/o 51b Bishopston Rd, Bishopston	30
2	BM002	Land between Bog Rd and Cefn Hengoed Rd, Winch Wen	40
3	BM006	Land adj Hengoed Court Nursing Home, Winch Wen	30
4	BM007	Remainder of Upper Bank, Pentrechwyth	180
5	BM012	Land north of Cefn Hengoed School, Winch Wen	110
6	BM013	Land opposite 16-38 Jersey Rd, Bonymaen	30
7	BM017	Land r/o 17 - 93 Carmel Road, Winch Wen	80
8	BM025	Land at Ty Draw Rd & Llanerch Rd, Bonymaen	55
9	BM032*	Land at Ty Draw Rd, Bonymaen	110
10	CA011	Mariner St Car Park (opposite train station), City Centre	0+
11	CA012	Sailbridge Site, Maritime Quarter	50
12	CA013	Site 9 Trawler Rd, Maritime Quarter	30
13	CA014	Vetch Field, Glamorgan Street, City Centre	40+
14	CA016	City Centre and Waterfront	200+
15	CA017	Land at rear of 46 & 47 Waun Rd, Waun Wen	10
16	CA022 (& CA021)	City Centre Fringe	800
17	CA024	231-232 High St, City Centre	50
18	CL006 (& CL007)	Land at Graigola Rd and Ynysymond Rd Glais	25
19	CL008	Land at Tanycoed Rd, Clydach	70
20	CL009	Ffynon Wen, Hillrise Park, Clydach	10
21	CL011*	Land at Ramsey Rd, Clydach	60
22	CL015*	Former Teachers Centre, Clydach	10
23	CL017*	Former Canteen, Heol Eithrim, Clydach	15
24	CO003	Former Walkers Factory, Pontardulais Road, Cadle	100
25	CO004*	Land adj 114 Brithwen Rd, Waunarlywydd	15
26	CO010* (CO012, CO031 KB001, KB009 & KB013)	Land north and south of Carmarthen Rd/Swansea Road Fforestfach/Kingsbridge	800+
27	CO013	Land adjacent to Cockett Pond, Cockett	70
28	CO021* (linked to CO010)	Land, south of Titanium Rd; west of Ystrad Rd, Waunarlywydd	200
29	CO018	Land off Penrhos Place, Gendros	60
30	CO027	BT Depot, Gors Avenue, Townhill	70+
31	CO037	Land at Cockett House, Cockett	30
32	CW004*	Manselton Primary School, Manor Rd, Manselton	30
33	CW005*	Cwmbwrla Primary School, Stepney St, Cwmbwrla	20
34	DU003	Land to the rear 104 Killan Rd, Dunvant	15
35	FA008	Fairwood Hospital, Gower Rd, Upper Killay	25
36	FA010	Land to the east of Gowerton Rd, Three Crosses	15
37	FA011 (& FA014)	Land adjoining Timynydd Rd, Three Crosses	20

38	GO001 (& GO023)	Land east of Pontardulais Rd, Gorseinon	90
39	GO007	Parc Melyn Mynach, Gorseinon	250
40	GO008	Land at Parc Melyn Mynach & Heol Eifion, Gorseinon	25
41	GT005	Former Cefn Gorwydd Colliery, Gorwydd Rd, Gowerton	90
42	GT006*	Land at Fairwood Terrace, Gowerton	35
43	GW002	<i>Land at Boarlands, Overton, Gower</i>	10
44	GW010	<i>Land at Burry Green, Gower</i>	10
45	GW023	<i>Land at Monksland Road, Scurlage, Gower</i>	40
46	GW026*	<i>Land at Llanrhidian, Gower</i>	10
47	KB012* (& KB007)	Land at Garden Village, Kingsbridge	750
48	KB014*	Land at West St, Gorseinon	20
49	KB015*	Land south of Loughor Rd, Kingsbridge	60
50	KN004	Hendrefoilan Student Village, Killay	300
51	KS001*	Land off Rowan Close, Killay	10
52	LA001	Land at 66-70 Morfa Rd, Landore	50+
53	LA002	Land at former Unigate Dairy, Morfa Rd, Landore	60+
54	LA005 (& LA006)	Land at Former Hafod Copperworks, Landore	0+
55	LA007	Pipehouse Wharf Council Depot, Landore	50+
56	LF001	Walters Yard, off Swansea Rd, Pontlliw	65
57	LF002*	Land to west of Bryn Tirion Rd, Pontlliw	100
58	LF009	Land to west of former Felindre Tinplate Works, Llangyfelach	850+
59	LF011	The Poplars, Pontlliw	15
60	LL003	Beili Glas, Glebe Road, Loughor	50
61	LS008	Talycoppa Farm, Llansamlet	150
62	LS009	Land adj Heol Las, Birchgrove	50
63	LS015	Land at Midland Place, Llansamlet	30
64	LS022	Gwernllwynchwyth House, Llansamlet	50
65	LS023	Fredrick Place, Llansamlet	20+
66	LS031*	Former Four Seasons Club, Trallwn	30
67	MB004 (part of PD039)	Land off Llangyfelach Rd, Llangyfelach	80
68	MB005	Land off Clasemont Road, Morriston	650
69	MB009	Land at Mynydd Garnllwyd Rd, Morriston	80
70	MR015	Land at rear of Glyncollen Primary School, Morriston	35
71	MR017	Land at Brayley Rd, Morriston	15
72	MR019* (MR009 & MR010)	Land at Enfield and Cwmrhydyceirw Quarry, Morriston	300
73	OY016	<i>Land at Higher Lane, Langland</i>	30
74	OY020*	Former British Legion, Newton Rd, Mumbles	20
75	PC013*	Former Colliery and Swn Y Mor Public House, Penclawdd	40
76	PD001	Land at Cadle, Pentregethin Rd, Fforestfach	0+
77	PD002* (& PD029)	Land between Eppynt Rd and Bettws Rd, Penlan	10
78	PD039* (&	Land North of Mynydd Newydd Rd, Penlan	750+

	PD024)		
79	PG002*	Land at Parc Mawr Farm, Penllergaer	850+
80	PG004	Land at Civic Offices, Penllergaer	80
81	PG006*	Land at Llewellyn Rd, Penllergaer	250
82	<i>PN001</i>	<i>Land adjoining Pennard Drive, Southgate</i>	60
83	PT002* (PT007, PT008 & PT011)	Land North of Pontarddulais	720+
84	PT017*	Land at Bolgoed Road, Pontarddulais	50
85	PT023*	Land East of Carreg Teilo	30
86	PY012*	Land at Tyrisha Farm, Grovesend	45+
87	PY013 (PY014, PY017 & (PY020)	Land at Brynafon Rd, Gower View Rd & Clos Cwrt Y Carne, Penyrheol	270
88	SK011*	Land to north of Llwyn Mawr Rd, Tycoch	25
89	SK017*	Cefn Coed Hospital, Waunarlwydd Rd, Cockett	575
90	ST006* (ST002, ST007 ST014 & ST015)	Land at Fabian Way, St Thomas	250+
91	ST010	Former St. Thomas Station, Pentreguinea Rd,	200
92	ST012	Land at David Williams Terrace, St Thomas	15
93	ST013	Remainder SA1	275
94	TH003	Land at Long Ridge, Townhill	20
95	UL002	Land at Heol Pentre Bach, Gorseinon	40+
96	UL015	Land at Tyfry Farm, Glebe Rd, Loughor	130
97	UP004*	Llwyn Y Bryn Campus, Uplands	150
98	UP005*	Townhill Campus, Townhill	150
99	<i>WC004*</i>	<i>Land at Clyne Common off Chestnut Ave, West Cross</i>	50
100	<i>WC009*</i>	<i>Former Eastmoor Nursery, Chestnut Ave, West Cross</i>	20
	Total		13040

Sites in italics primarily local needs/affordable housing exception site

** = New or amended Candidate Sites*

Shaded = Strategic Site or part thereof

Totals by Area

Area	Allocations	Commitments	Total	Target**
Central	1,660	601	2,261	2,100
East	1,895	1,784	3,679	4,200
North	3,070	235	3,305	2,900
Greater North West	4,865	1,054	5,919	5,800
West	1,260	347	1,607	1,500
Gower AONB/Gower Fringe	290	41	331*	500
TOTAL	13,040	4,062	17,102	17,100

** Balance of 500 target to be met by small sites*

*** Figures rounded.*