Newport City Council
Local Development Plan

Hearing Session 11: Eastern Newport Strategic Development Area
10am – Wednesday 7\textsuperscript{th} May 2014
Main discussion matters

1. Identity, extent and concept of Eastern Expansion Area (Policy SP11).

i. Is the extent of the Eastern Expansion Area and the individual allocations to which it relates clearly and consistently identified in the Plan? In particular:

   a) Has the concept and extent of the Eastern Expansion Area changed from that set out in the UDP and the supporting supplementary planning guidance (May 2007)? If so, in what ways and why? Is the SPG intended to continue to articulate the guiding development principles for the Eastern Expansion Area, as indicated in paragraph 2.37? If so, does the Plan need to make more detailed reference to the content of the SPG?

1.1 The vision for the Eastern Expansion Area was originally taken from the East Newport Development Framework (ENDF), published in July 2004, which was prepared with a full programme of stakeholder involvement. The ENDF was prepared to demonstrate how development of the Eastern Expansion Area could be achieved, and to assess its development potential.

1.2 Following the ENDF, the SPG for the Eastern Expansion Area was adopted. The SPG:

   • Defines locations where development proposals will be acceptable;
   • Provides guidance on the amount and phasing of development;
   • Sets out principles which proposals are expected to fulfil and the criteria by which applications will be considered;
   • Identifies requirements and responsibilities for the provision of infrastructure, supporting facilities and environmental improvements; and
   • Identifies the expected content of planning applications.

1.3 The concept of the Eastern Area has not changed from the UDP and SPG. The Eastern Area is still a sustainable expansion area required to provide a range and choice of housing, employment land and community uses. However, the extent of the Eastern Expansion Area has become more refined over time as planning applications have come forward and therefore the relevance of the SPG has decreased as the strategic element of planning is replaced with the detailed design.

1.4 In terms of bringing development forward at a strategic level, the SPG did its job. Now sites have permission and development is underway at Glan Llyn, the SPG is less relevant. Reserved Matters at Llanwern Village will be determined using the masterplan and design code for the site. Similarly, for the western area of Glan Llyn, an approved masterplan is used to help inform applications at reserved matters stage.

1.5 Where there is a still a requirement for strategic planning, the SPG will still have relevance. Most notably, the eastern area of Glan Llyn, and also the H55 Woodlands Site, Ringland. The SPG is intended to articulate the guiding development principles for these areas.

1.6 Therefore the SPG remains relevant at present, however it is acknowledged that its relevance is decreasing as sites progress. The level of reference to the SPG is considered appropriate.
b) Is the full extent of the “mixed use, sustainable urban expansion area” properly shown on the proposals map? Should the policy wording (referring to land centred on the redundant part of the steelworks) and the delineation of SP11 on the proposals map (relating only to land west of Llanwern village), be amended so as to be mutually consistent and unambiguous?

1.7 The Eastern Expansion Area is not defined on the proposals map. The Area shown within the SPG is a broad area for strategic purposes. As noted above, the strategic planning element of this area is now largely complete. If the area in the SPG were to be redrawn today, it would be refined to cover:

- H3 Llanwern Village
- H47 Glan Llyn (Former Llanwern Steelworks)
- H55 Woodland Site, Ringland
- EM2i – Llanwern Former Steelworks Eastern End

1.8 As schemes get permission and more detailed designs are submitted, the SPG becomes less relevant. Therefore as defined boundaries already exist for the above sites, it is not considered necessary to add the boundary of the Eastern Expansion Area.

1.9 It is proposed that the title for SP11 be amended to:

SP11 Eastern Expansion Area – Allocations H3, H47, H55 and EM2i

(EM2i will be renumbered as an EM1 allocation following the Employment Land Session)

c) Should the H1(3) Llanwern village allocated site boundary depicted on inset map 9 be enlarged to include the areas of integral amenity open space, and the site area noted in policy H1 increased from 44ha to 55.81ha?

1.10 It is acknowledged that land beyond the settlement boundary as shown on Inset Plan 9 forms part of the Llanwern Village planning permission. However, the settlement boundary has deliberately been drawn tightly around the areas of built development as shown in the planning permission, with open spaces falling outside of the settlement boundary. This is to provide stronger control over future pressure for additional greenfield development whereby developers will seek to build houses on the open space and provide replacement open spaces within the countryside. This problem has been experienced elsewhere in Newport and measures have been included in the LDP to prevent a recurrence.

2. Delivery of Eastern Expansion Area development.

i. What evidence demonstrates that H1(3) and H1(47) will deliver the anticipated level of housing (about 3750 units) during the Plan period?

H1(3) Llanwern Village

2.1 Llanwern Village is expected to deliver 1,100 units within the plan period. The developer has progressed with the discharging of conditions and design of the site with the Council. Commencement of works is expected in 2015. This has been confirmed by the Planning Agents (Turley Associates) who are acting on behalf of Gallagher Estates.
2.2 The Llanwern Village Site/Eastern Expansion Area is included within the Newport Joint Housing Land Assessment. The agreed delivery rates are:

- 2014 – 0 units
- 2015 – 40 units
- 2016 – 80 units
- 2017 – 120 units
- 2018 – 120 units

2.3 The rate of 120 units per annum is expected to continue until 2024, with 20 units estimated to be delivered in the final year, 2025.

H1(47) Glan Llyn

2.4 Glan Llyn is expected to deliver 2,262 units within the plan period. 45 units have already been completed (as of April 2013). The Glan Llyn site is split between 3 areas within the Newport Joint Housing Land Assessment. The cumulative agreed delivery rates are:

- 2014 – 60
- 2015 – 110
- 2016 – 185
- 2017 – 188
- 2018 – 184

2.5 Beyond 2018, it is estimated a delivery rate of 185 completions will be maintained through the duration of the Plan.

2.6 It should be noted that the updated Background Paper produced for Session 2 has reduced the expected delivery rates for Glan Llyn. The reduced rates were agreed at the Joint Housing Land Assessment.

ii. Can adequate vehicular access be gained from the southern distributor road to the land west of Llanwern village? Is land to the west of the houses on Cot Hill needed to facilitate satisfactory access?

2.7 The Llanwern Village expansion access road proposed by Gallagher from the Southern Distributor Road/Cot Hill junction is acceptable to service the entire development.

2.8 With regard to land to the west of the houses on Cot Hill, direct access through this land to serve the entire Llanwern Village expansion is not acceptable in terms of the volume of traffic associated with 1,100 dwellings due its location close to the Southern Distributor Road/Cot Hill junction and the proposed Traveller site access opposite.
iii. How will the community facilities required in conjunction with the major housing provision be delivered?

**H1(47) Glan Llyn**

2.9 A phasing strategy has been developed for the site. The phasing strategy assumes an approximate development period of 20 years to be developed in 4 principal residential phases, plus also 4 phases for the business park. The community facilities will be delivered via the signed S106 agreement.

**Glan Llyn Residential Phase 1 – 2010 – 2013 (GRANTED)**

2.10 Delivery of 307 new homes and associated roads, cycleways and footpaths (including the gateway and first part of main street). Delivery of other community facilities and infrastructure include:

- Preparation and laying of the western park and play space
- Introduction of new bus service
- First phase of the Eastern Distributor Road (EDR) to allow adoptable single carriageway access into the site.

**Glan Llyn Residential Phase 2 – 2012-2020**

2.11 Delivery of 950 new home homes, Phase 1 of the local centre (community centre, police station, surgery and nursery – to be delivered by the completion of a site wide total of 1,000 dwellings) and first Primary School to be delivered prior to occupation of the 500th dwelling. Delivery of other community facilities and infrastructure include:

- Continuation of ‘creation’ works for parkland, lakes and open space network
- Secondary school provision (off site)
- Completion of the EDR
- Delivery of the Park and Ride Facility and the station (dependent of action of others)
- Completion of the link from the EDR to the park and ride facility (and/or to the northern extent of the site)

**Glan Llyn Residential Phase 3 – 2018-2026 (GRANTED)**

2.12 Delivery of 1,625 new homes, second Primary School (to be provide before occupation of the 2,000th new home), Health and Fitness centre and roadside uses. Delivery of other community facilities and infrastructure include:

- Sports pitch provision
- Central lake and parkland – open space
- Secondary School provision (off site)
- Dualling of section of the EDR
- Installation of improvement to the Queensway Junction the Southern Distributor Road (by end of 2019 or by the occupation of the 2,500th home).
- Extension and adoption of bus loop / internal distributor road
- Bus service extended

**Glan Llyn Residential Phase 4 – 2024-2030**
2.13 Delivery of 1,125 new homes. Delivery of other community facilities and infrastructure include:

- Completion of local centre (with the provision of the library required before occupation of the 3000th home)
- Eastern lake and parkland
- Secondary school provision (off site)
- Completion of internal loop road.

**Llanwern Village**

2.14 There is no phasing plan in place for this development at present, however it is required as one of the planning conditions. At present, two outline planning permissions are extant for this site. They are substantively the same with minor variations in the wording of the conditional regimes but no different in the S106 legal agreements that have been signed. Community facilities are to be delivered via the mechanism of the S106 agreement in the cases of both outline permissions.

2.15 Community facilities to be delivered by the S106 agreements include:

- New Allotments to be provided within 12 months of commencement
- Open Spaces
  - Play Areas
  - Sports Pitches and associated changing facilities and car parking
  - Area of public open space, parks and the Village Green
  - Informal woodland areas
  - Attenuation Areas
  - Multi Use Games Area
  - 3 Locally Equipped Areas of Play (LEAPs)
    - (Prior to the commencement of development a scheme for the provision of all open space (Public Open Space Programme) will be provided.
- Open Space Maintenance Sum - £1,889,909
- Primary School and Primary School Site (linked to a time of notice for transfer of the primary school issued by the Council)
- Secondary School Contribution - £2,500,000. 25% on occupation of 200th dwelling, 25% on occupation of 500th, 700th and 900th dwellings.

2.16 Two phasing plan conditions are linked to the planning applications for this site. The conditions are not yet discharged. These are:

**Phasing Plan Condition:**

04) Prior to commencement of development a Phasing Plan and Phasing Programme setting out the proposed phasing of development on the site shall be submitted to and approved in writing by the Local Planning Authority. The phasing plan shall have regard to the development parcels identified in the Design Code required under condition 05. The development of the land shall proceed in accordance with the approved Phasing Plan and Phasing Programme unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of controlling the phased development of the site.
**Infrastructure Phasing Plan Condition:**

06) No development shall commence in relation to each phase (as defined by Condition 04) until a detailed Infrastructure Phasing Plan for that phase, or any other agreed area has been submitted to and approved in writing by the Local Planning Authority. The Infrastructure Phasing Plan shall include the sequence and trigger points for the provision of the following infrastructure (including for the individual development parcels, links between parcels and phases, and links with the wider external network): highways and drainage, pedestrian and cycleways, public transport services including interim measures for temporary services during the course of construction and provision of bus stops, recreation areas and all formal and informal open spaces (including a landscaping implementation timetable), and flood mitigation measures. The development shall be implemented in accordance with the approved Infrastructure Phasing Plan unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the necessary infrastructure and facilities to accommodate the development are provided.

2.17 In accordance with the planning applications, the development will also include a village centre. The village centre will include small shops, workspaces and a doctors’ surgery/health centre will be provided and marketed on the open market. There may also be provision for a public house. A community meeting place will also be provided and dedicated to Llanwern Community Council.

**H55 Woodland Site, Ringland**

2.18 No planning application has been submitted for this site therefore details regarding community facilities and phasing are not yet known.

iv. **How will the Plan deliver the development of Newport Retail Park as a district centre serving the Eastern Expansion Area alongside its existing role? Is there a sound rationale for the proposed SP16(v) north-south link? In what way does proposing this vehicular link render the Plan unsound?**

2.19 There are currently no existing direct connections between Newport Retail Park (NRP) and the Eastern Expansion Area (EEA). The pedestrian route via the Queensway roadside pathway offers the existing pedestrian link from the EEA. To achieve this role Policy R7 of the LDP (SD3) allocates Newport Retail Park as a District Centre, primarily to provide for the local shopping needs of the Eastern Expansion Area and surrounding area. The Policy requires developments to enhance and improve links to the adjoining residential development. This is consistent with the details set out in the East Newport Development Framework SPG (SD64).

2.20 Since its designation as a District Centre the Council has sought to secure the infrastructure to improve access and facilitate pedestrian links from and within the Newport Retail Park, to the Eastern Expansion Area.

2.21 Recent Megabowl applications (07/0872 & 10/0657) have agreed a pedestrian link up to and over the Megabowl site up to the reen to the rear of the Megabowl unit. These applications are extant but currently unimplemented.
2.22 Similarly discussions and arrangements are in place with St Modwens seeking to ensure that provision is made in the Glan Llyn side of the pedestrian link. Planning application 10/0750 approved an overarchin masterplan for the western phases of the scheme (Please click on hyperlink). Section 4.3 – Movement Strategy, Section 4.3.12 – Cyclepaths and 5.2 – Western Sub-area Masterplan, illustrate the links within Glan Llyn and to adjoining land uses. As the detailed phases of the Glan Llyn scheme come forward the Council are ensuring each element of the footpath/cyclepath network relevant to that phase is in place and fits within the wider overall agreed western masterplan.

2.23 The appropriateness of the boundary for Newport Retail Park District defined in the LDP is the subject of discussion at Hearing Session 8. The Council maintains its position that the provision of a pedestrian link at the suggested point (north of Megabowl car park) does not make it necessary to have the Megabowl unit within the District Centre. The provision of a link in this location still allows for a direct route to the retail core from the area it is designated to serve. Policy R7 – Newport Retail Park District Centre sets out the criteria against which proposals will be assessed, with impact on the City Centre being a key consideration. The UDP sought to see an increase in comparison goods and mix of uses at Newport Retail Park, more consistent with a District Centre designation. This has been achieved, with improvements to the pedestrian links within the park and an increase in goods and services on offer. The Council is now looking to strike a balance between facilitating suitable proposals for a District Centre, but at a scale suitable for a District Centre. Further details are set out in the Council’s Hearing Statement for Hearing Session 8 – Retail.
3. Need for a north-south transport link at Llanwern (Policy SP16(v)).

i. Is there a sound rationale for the proposed SP16(v) north-south link? In what way does proposing this vehicular link render the Plan unsound?


3.2 The Welsh Government Metro team is considering the provision of a new railway station at Llanwern which will require the north/south link for access.

3.3 The link has been identified as vital in facilitating a circular route for bus services as well as vehicular access to the proposed Llanwern Railway Station from the Llanwern Village Expansion Area (1,100 dwellings), Llanwern Steelworks Regeneration site (4000 dwellings and business/industrial area) and the existing south west residential areas of the City and south west Monmouthshire (Magor).

3.4 The link would provide adequate sustainable access to the new station or proposed park and ride facility. Vehicular access to the station is proposed directly off the north/south link.

3.5 Proposing this vehicular link does not make the Plan unsound: quite the contrary.