

# Formation of Spatial Strategy

Background Paper

REVISED DEPOSIT PLAN June 2013

**NEWPORT**  
LOCAL DEVELOPMENT PLAN  
2011-26



LOCAL  
DEVELOPMENT  
PLAN

CYNLLUN  
DATBLYGU  
LLEOL



**Newport**  
CITY COUNCIL  
CYNGOR DINAS  
Casnewydd



**NEWPORT LOCAL DEVELOPMENT PLAN 2011 – 2026**

**FORMATION OF SPATIAL  
STRATEGY BACKGROUND PAPER**

**JUNE 2013**





## **EXECUTIVE SUMMARY**

This 'Spatial Strategy Formation' Background Paper provides a review of the principle aims of the Newport Unitary Development Plan, and an explanation of how the relevant principle/aims have fed into the Newport Local Development Plan's Spatial Strategy. The rationale for the scale and location of the key land use allocations, employment/ regeneration and residential, is then set out and justified.

## CONTENTS PAGE

1.	INTRODUCTION .....	4
2.	NATIONAL POLICY .....	5
3.	ESTABLISHING THE LOCAL DEVELOPMENT PLAN STRATEGY .....	7
4.	LDP SPATIAL STRATEGY .....	9

### List of Figures

1	Location of Key Developments	10
---	------------------------------	----

### List of Tables

1	Distribution of Housing by Area and Plan Period	10
2	Distribution of LDP Employment/ Regeneration Sites by Area	11
3	Distribution of Residential and Employment by Area	12
4	Comparison of the Phasing of Key Employment/Regeneration and Residential Allocations	13

## 1. INTRODUCTION

- 1.1 Newport City Council has produced a Local Development Plan that will form the basis of spatial planning for the Local Authority for the period 2011 – 2026.
- 1.2 A robust strategy is fundamental to the Local Development Plan and is intended to achieve a balance between population growth, economic opportunity and the environment. The strategy outlines the planned scale of growth in relation to housing numbers and employment land requirement, and the locations in which growth will be encouraged and enabled.
- 1.3 The primary focus of this report is to set out the relationship between the planned increase in the number of households (11,622 new dwellings) with the Local Authority's approach to other uses of land, in particular employment and regeneration allocations. The rationale for the scale of the housing and employment requirement has been set out in the following technical reports: Assessment of Housing Requirements, Nathaniel Litchfield and Partners, 2013, and Employment Land Review, Roger Tym and Partners, 2013.
- 1.4 The report is divided into 4 sections. The first section considers national policy. The second outlines the influence of the UDP on the formation of the spatial strategy of the LDP. The third section presents an analysis of the locations of growth. Finally, the paper concludes with a rationale based on the first 3 sections for a strategy for the scale and location of growth in the Newport Local Development Plan.

## 2. NATIONAL POLICY

2.1 The Local Development Plan is a key component in delivering sustainable development in Wales. To meet their required function, development plans must set out an authority's objectives for the development and use of land in its administrative area and general policies to implement them. **Planning Policy Wales (PPW Edition 5, 2012)**, is the national statement of planning policy and identifies a number of priorities for Local Planning Authorities when allocating land. It also provides specific guidance both on the scale and location of growth.

2.2 Planning Policy Wales gives specific guidance on the scale of housing growth. Further detail on the rationale for the scale of housing growth in the Newport LDP is outlined in Assessment of Housing Requirements, Nathaniel Litchfield and Partners, 2013 and the Housing Background Paper.

2.3 Specific guidance on planning the location of growth:

The following factors are set out by PPW (Edition 5, 2012) which Local Planning Authorities should consider when looking at distribution of growth:

- Settlement strategies and new development should be consistent with minimising the need to travel and increasing accessibility by modes other than the private car.
- Higher density development, including residential development should be encouraged, near public transport nodes, or near corridors well served by public transport (or with the potential to be so served) (paragraph 4.6.4).
- In rural areas the opportunities for reducing car use are more limited than in urban areas. In rural areas the majority of new development should be located in those settlements which have relatively good accessibility by non-car modes, when compared to the rural areas as a whole. Local service centres, or clusters of smaller settlements where a sustainable functional linkage can be demonstrated, should be designated by local authorities and be identified as the preferred locations for most new development including housing and employment provision (paragraph 4.6.7).

With specific regard to the allocation of land for housing, PPW (Edition 5, 2012) expects local planning authorities to consider the following matters (paragraph 9.2.9):

- The availability of previously developed sites and empty or under-used buildings and their suitability for housing use;
- The location and accessibility of potential development sites to jobs, shops and services by modes other than the car, and the potential for improving such accessibility;
- The capacity of existing and potential infrastructure, including public transport, water and sewerage, other utilities and social infrastructure (such as schools and hospitals) to absorb further development and the cost of adding further infrastructure;
- The ability to build sustainable communities to support new physical and social infrastructure, including consideration of the effect on the Welsh language, and to provide sufficient demand to sustain appropriate local services and facilities;

- The physical and environmental constraints on development of land, including, for example, the level of contamination, stability and flood risk, taking into account that such risk may increase as a result of climate change, and the location of fragile habitats and species, archaeological and historic sites and landscapes;
- The compatibility of housing with neighbouring established land uses which might be adversely affected by encroaching residential development; and
- The potential to reduce carbon emissions through co-location with other uses.

PPW (Edition 5, 2012) also states that in producing 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.

### **Wales Spatial Plan**

- 2.4 Newport is identified as a key settlement of national importance in the **Wales Spatial Plan**. As part of the South East Wales - Capital Region, Newport is identified as the economic gateway to Wales, sitting astride the main corridors of national connectivity running along the coastal belt to England to the east, with links to the rest of South Wales, and beyond to Ireland to the west.

### 3. ESTABLISHING THE LOCAL DEVELOPMENT PLAN STRATEGY

#### **Newport Unitary Development Plan (UDP)**

3.1 The UDP was adopted in May 2006, and its strategy and allocations were tested at a Public Inquiry and subsequently found by the Inspector to be acceptable. Preparation of the LDP commenced within 2 years of the adoption of the UDP, with the publication of the Delivery Agreement in 2008.

3.2 Given the timescale between adoption of the UDP and commencement of the LDP, the UDP Strategy was highly relevant to the consideration and formation of the LDP Strategy. Key events that influenced the UDP Strategy and strategic allocations include:

- The establishment of the Urban Regeneration Company (URC) – Newport Unlimited established by the Welsh Government as part of a wider growth strategy to regenerate Newport, particularly following the closure of Llanwern Steelworks.
- Eastern Expansion Area including the redundant part of the steelworks, together with land to the north.
- Brownfield Strategy aimed at developing regeneration sites located within the main urban area of Newport.
- Allocation of a Green Belt on the Cardiff – Newport border.
- Employment allocations to facilitate the growth strategy and job opportunities.

All of these key points were still valid when the LDP commenced, with many of the land allocations going beyond the UDP plan period.

#### **LDP Strategic Options**

3.3 Alternative options were, however, assessed as part of the Strategic Options Paper (March 2009). The Strategic Options looked at the housing numbers, where the housing should be delivered, suitable locations for employment land and an appropriate policy response for the Celtic Manor Resort. The Strategic Options Paper was widely consulted on - details are set out in the Initial Consultation Report - June 2013.

#### **Preferred Strategy**

3.4 The Preferred Strategy that emerged as a result of the Strategic Options consultation was published in January 2010. The document sets out the overall direction proposed for the Local Development Plan. Key themes of the Preferred Strategy included:

- Sustainable development strategy, with a focus on regeneration.
- Maximise the use of brownfield land.
- Protect Newport's historic environment.
- Meet the City's housing needs.
- Provide for affordable housing needs.
- Focus on reusing previously developed land in order to protect the countryside and Green Belt.
- Maintain a good supply of employment land.

**The Spatial Strategy of the Deposit & Revised Deposit LDP**

- 3.5 Following the consideration of earlier rounds of consultation and issues raised the key elements to emerge as the Plan's spatial strategy are:
- To maximise the use of brownfield sites in the interests of sustainability, regeneration, community cohesion, and urban form;
  - To develop the Eastern Expansion Area of the City, focused on the former Llanwern Steelworks;
  - To regenerate the retail core of the City Centre;
  - To protect the landscape, including maintaining, and slightly extending, the statutory Green Belt on the Cardiff boundary;
  - To conserve protected sites and species, and encourage biodiversity;
  - To foster growth of the City in line with its role in the region, its locational advantages and its distinct sense of place;
  - To build upon the success of Newport's national and international class sporting facilities.
- 3.6 Having established the key elements of the spatial strategy the Deposit LDP makes the detailed land use allocations based on environmental characteristics of Newport, constraints such as floodplains, and the availability of vacant brownfield sites. The amount of land required for different uses has been established in various supporting documents.

## 4. LDP SPATIAL STRATEGY

- 4.1 Newport City Council is proposing an approach where opportunities to build new homes and new employment development are located mainly on brownfield sites within the urban boundary. Under this approach, growth will go to locations with a good provision of services and facilities, and the strategy seeks to locate key housing and employment development in proximity to each other.

### **Spatial Character of Newport**

- 4.2 Newport can be characterised as having a large urban area surrounded by a hinterland containing a number of smaller settlements containing villages of varying sizes. The main urban area of the City can be split into central, eastern and western areas. For the purposes of this report the core urban area is the area within the urban boundary shown on the LDP Proposals Plan. As well as the core urban areas additional urban extensions include Langstone, Bassaleg/ Rhiwderin, Rogerstone, and Caerleon. Due to the compact urban nature of the authority a settlement hierarchy is not considered necessary.

### **Population Distribution and Job Numbers**

- 4.3 The population of the Local Authority area in 2011 was 137,432 and is projected to increase to 153,030 by 2026<sup>1</sup>. The population increase of 15,598 will largely be accommodated in the core urban area (coloured brown in figure 1). Currently approximately 130,000 of Newport's population live in the wards within the urban boundary<sup>2</sup>. The number of jobs in Newport was 67,873 in 2011, and this is projected to increase to 75,205 by 2026<sup>3</sup>. As with the increase in population, the increase of 7,332 jobs will largely be accommodated within the core urban area.

---

<sup>1</sup> Assessment of Housing Requirements, Nathaniel Litchfield and Partners, 2013

<sup>2</sup> Newport City Council Spatial Data Unit.

<sup>3</sup> Employment Land Review, Roger Tym and Partners, 2013.

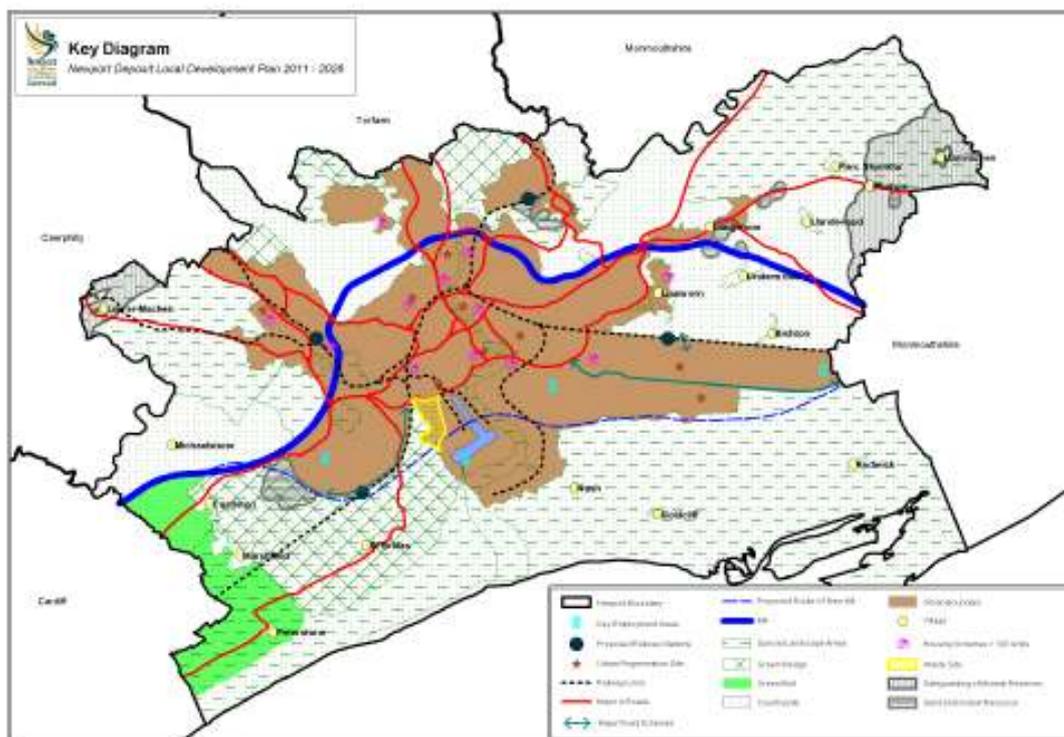


Figure 1: Location of Key Developments

4.5 The Spatial Strategy of the LDP, as with the key objectives, has evolved from the spatial strategy of the UDP. The plan is a brownfield led strategy which proposes that development, on the whole, occur on previously developed sites, and that only limited numbers of greenfield sites are allocated within the plan. Brownfield sites are considered more sustainable use of land, and should be developed first before Greenfield sites are considered.

**Location of Proposed Residential Development (Policy H1)**

2011-16			
West	Central	East	
402	800	1769	
2016-21			
West	Central	East	
765	1111	2544	
2021-26			
West	Central	East	
350	624	1168	
<b>Total: 1517</b>	<b>Total: 2535</b>	<b>Total: 5481</b>	<b>Overall Total: 9533<sup>4</sup></b>

Table 1: Distribution of Housing by Area and Plan Period

4.6 Over the plan period 57% of residential allocation will be located in the east, 27% will be located in the central area, and 16% in the west. The largest proportion of residential development is proposed in the eastern area, with Glan Llyn and Llanwern Village accounting for a large proportion of this. The Unitary Development Plan sought to concentrate development on brownfield land in the eastern area of the city. The continued concentration of the majority of residential development in this area is a legacy of the aspiration of

<sup>4</sup> Total of 9533 does not take into account completions within the period Apr 2011 – Sept 2012, windfall sites and small sites.

the Unitary Development Plan and a reflection of the brownfield led strategy of the Local Development Plan.

- 4.7 The amount of development in the central area is a reflection of the on-going regeneration of the central area of Newport. Newport Unlimited Urban Regeneration Company prepared a Central Area Master Plan (originally produced in 2003/04 and refreshed in 2010/11) which sets out the proposals for the regeneration of the central Newport area. The concentration of residential development is a legacy of this plan, and a reflection of the brownfield led strategy of the Local Development Plan.
- 4.8 The smaller percentage of residential development in the western area is a reflection of the character of the area which includes fewer brownfield sites. However there are a number of sites proposed in the area the biggest of which is the former Alcan aluminium factory site.
- 4.9 There is a spread of sites throughout Newport which provide a range of choice of house types and locations. In proposing that new homes should be predominantly developed in the core urban area with a good level of service provision, the Council's approach follows guidance in PPW. In the case of large brownfield sites, such as Glan Llyn, the amount of housing proposed will serve to drive demand for local services, shops and facilities. The master planning of the site has made provision for these facilities. This type of Brownfield site within or adjacent existing urban areas means that development can take advantage of existing infrastructure and services.

### Location of Employment and Regeneration Development

- 4.10 New industrial and business development will be located mainly in the following areas within the settlement boundary:
- i) West Newport at Duffryn.
  - ii) South East Newport within the Eastern Expansion Area
  - iii) Urban Area, River Usk Corridor, and Docks

West	Central	East
<b>EM1 Employment Allocations</b>		
Duffryn 65 ha		East of Queensway 34 ha
Celtic Spring 6 ha		Solutia 45 ha
Chartist Drive 2 ha		Europark 16 ha
<b>EM2 Regeneration Allocations</b>		
Novelis 1.5 ha	Phoenix Park 2 ha	Llanwern Former Steelworks Eastern End 39.5 ha
	Old Town Dock / George Street Bridge / Penmaen Wharf 32.75 ha	Llanwern Former Tipping Area 122 ha
	Riverfront 0.3 ha	
	Godfrey Road 2 ha	
	Crindau 10 ha	
	Whitehead Works 2 ha	
	Cardiff Road 1.2ha	
<b>Total: 74.5 ha</b>	<b>Total: 50.25 ha</b>	<b>Total: 256.5 ha</b>

Table 2: Distribution of LDP Employment / Regeneration Allocations by Area

- 4.11 Over the plan period 67.3% of employment / regeneration allocations will be located in the east, 13.1% will be located in the central area, and 19.5% in the west. It should be noted that the amount of land allocated is higher than the amount of land that will be required over the Plan period. For further analysis on the divergence between the supply and demand of employment land the Employment Land Review<sup>5</sup> should be referred to.
- 4.12 The Unitary Development Plan sought to concentrate employment and regeneration development in the eastern area of the city. The continued concentration of the majority of employment in this area is a legacy of the aspiration of the Unitary Development Plan and a reflection of the continuation of this strategy in the Local Development Plan. Whilst it is noted that three of the major employment sites are located on Greenfield sites adjacent or partly on environmental designations, information would be required in order to outline how the environmental impacts of developing these sites can be mitigated.
- 4.13 There is more employment land allocated in the eastern and western areas than in the central area. This is largely due to the dense urban nature of the central area resulting in fewer large sites being available.
- 4.14 In relation to the location of employment uses, different sites will be better suited to specific employment uses. The site at Duffryn is considered more appropriate for prestige business park developments. The City Centre and Cleppa Park sites would be suitable for office development. Logistics and distribution would be best located at Gwent Europark, and heavy industry in Queensway Meadows, Solutia, and Llanwern former tipping area. Smaller regeneration sites in the central area would be suited to a mix of light industry and office development.

### **Correlation Between the Location of Employment, Regeneration and Residential Development**

	Residential	Employment/Regeneration
West	16%	19%
Central	27%	13%
East	57%	67%

Table 3: Distribution of Residential and Employment Allocations by Area

- 4.15 When the distribution of residential and employment allocations are compared in the western area they are largely comparable. There is a slight divergence in the figures for the eastern and central areas. There is 10% more employment allocation in the eastern area in comparison to residential allocation. There is 14% more residential allocation in the central area in comparison to the employment allocation. Overall, however the level of housing and employment allocated within each of the distinct areas of Newport is considered to be evenly matched helping to create sustainable communities.
- 4.16 There are large Greenfield and Brownfield sites in the eastern area which are more appropriate for employment sites, which accounts for the divergence in the amount of employment sites and residential sites in the eastern area.

<sup>5</sup> Newport City Council Employment Land Review, Roger Tym and Partners, 2013.

- 4.17 As stated previously due to the denser urban nature of the central area there are fewer large sites which are suited to employment uses (for instance constraints relating to highways infrastructure, and the potential impact of employment sites on adjacent residential areas).
- 4.18 In spite of minor divergences the distribution of employment sites and residential sites are largely comparable by area. Working and living in close proximity is a more environmentally sustainable lifestyle than travelling long distances to work, particularly where a private car is used.

### Phasing of Development

Area	Key Employment	Key Residential	Implementation anticipated within same plan period.
West	Duffryn 65 ha	Alcan (780 units)	Yes
West	Celtic Springs 6 ha	Tredegar Park Golf Club (150 units)	Yes
Central	Old Town Dock (32 ha)	Monbank (575 units)	Yes
Central	Crindau (10 ha)	Lysaghts (434 units)	Yes
East	Queensway (34 ha)	Llanwern Village (1100 units)	Yes
East	Solutia (45 ha)	Glan Llyn (2724 units)	Yes

Table 4: Comparison of the Phasing of Key Employment/Regeneration and Residential Allocations

- 4.19 Taking into account six key employment and residential developments in the three areas of Newport it can be seen that the residential and employment sites are due to come forward at similar times throughout the Plan period. The key employment and residential sites in each row have been used as examples of key sites which are located within close proximity to each other. This demonstrates that as well as there being correlation between the location of key residential and employment/ regeneration sites, key sites are also due to come forward at similar points in the plan period.

### Deliverability and Implementation

- 4.20 In relation to the deliverability of the various sites a Delivery and Implementation Paper has been prepared. This document sets out the site specific delivery and implementation of the land use allocations contained in LDP. Each allocation follows a standard proforma and basic information such as the site's location, size, current planning status and proposed use are given together with the phasing, planning requirements and infrastructure requirements.

## 5. SUMMARY AND CONCLUSION

- 5.1 This report presents evidence to outline the spatial strategic direction of Newport City Council's Local Development Plan. The Council is proposing to implement a similar approach to the adopted Unitary Development Plan (section 3 goes into detail regarding the influence of the UDP on the formation of the LDP), which directed most development to urban brownfield sites based on availability of services in line with WG policy. This will provide more and better opportunities to develop new housing, employment premises and community facilities in sustainable locations.

### **Scale of Growth**

- 5.2 Newport's population is forecast to grow by 15,598 in the plan period 2011-2026. This growth, along with changing social patterns, will result in new households being formed in Newport during the lifetime of the Local Development Plan. The challenge for the Local Development Plan is to provide opportunities for these new households, along with existing households, to be accommodated in suitable, quality homes and have access to employment, leisure and community facilities.

- 5.3 The Local Development Plan will make provision for 11,622 new homes between 2011 and 2026, sufficient new homes to meet the needs of all new households in Newport will be provided. The focus of this report has been the justification of the Plan's spatial strategy for the (detailed analysis of the scale of housing and employment allocations are contained in separate technical reports) location of residential and employment/ regeneration development. However it is important to ensure people have access to leisure facilities, community facilities and open spaces. This will be delivered through a number of criteria-based policies and allocated areas for community facilities such as schools and areas of protected open space, in order to help create varied, inclusive environments that promote a high quality of living for Newport's residents and visitors.

### **Location of Growth**

- 5.4 Newport's population and economic activity is concentrated in the urban core. The outlying villages are not considered sustainable locations for large scale developments due to a lack of services; therefore the village boundaries have remained largely unaltered. The close proximity of the villages to the core urban area ensures access to services. However proposals for affordable housing to meet local needs would be considered as potential rural exception sites.
- 5.5 A fundamental purpose of the Local Development Plan is to guide growth and change across the plan period. The LDP is intended to strengthen the economy through a policy framework providing for the appropriate expansion of existing firms and enterprises and provide attractive opportunities for new employers to set up in Newport. The concentrated nature of Newport's population and employment trends requires that these opportunities are provided on the whole in sites located within the core urban area in correlation with housing development.
- 5.6 In order to provide for growth and change it is proposed that the Local Development Plan' strategic emphasis is placed on enabling a distribution of development opportunities across the urban area. This involves continuing

the Unitary Development Plan's distribution of housing and employment growth towards sites within the urban boundary which reflects the current population characteristics of the plan area.

- 5.7 It is considered that the key land uses of housing and employment are located in correlation to each other in sustainable locations, and that those sites are considered deliverable. The strategy will have clear economic, social and environmental benefits.

**APPENDIX 1**

## DISTRIBUTION OF HOUSING SITES BY AREA

Adj, McReadys Ponthir Road	West
Hanbury Garage	West
Eastern Expansion Area	East
Pirelli	East
Glebelands	East
254 Cromwell Road	East
Bethesda Close	West
The Seven Stiles	East
Frobisher Road	East
Pencoed Castle	East
Laburnum Drive	East
Former Tredegar Park Golf Course	West
Allt Yr Yn Campus	Central
Monmouthshire Bank Sidings	Central
Victoria Wharf, Old Town Dock	Central
Penmaen Wharf	Central
Former Hurrans Garden Centre	East
Newport Athletic Club	Central
Hartridge High School	East
Former Robert Price	Central
Former Floors 2 Go	East
Albany chambers	Central
Traston Lane	East
30-33 High Street	Central
Taylor's Garage	East
Former Durham Road School Site	East
Ty Du Works	West
21 Kelvedon Street	East
Church Street	West
Gaer Park Garage	West
Roman Lodge Hotel	West
Former Sainsburys	West
Rear of 1-13 Caerleon Road	East
Bankside, Coverack Road	Central
Farmwood Close	East
City Vision	Central
Lysaghts Village (Orb works)	East
Former Bettws Comprehensive	West
Westmark, Old Town Dock	Central
Trinity View	West
Black Clawson	Central
Portskewett Street	East
Turner Street	East
Lysaghts Parc	Central
Former Westfield School	West
Glan Llyn	East

Gerddi Rhiwderin (Gloch Wen)	West
Mill Street	West
Herbert Road & Enterprise House	East
Whitehead works	Central
Old Town Dock Remainder	Central
Bideford Road	West
Former Alcan	West
Woodland Sites, Ringland	East
Former South Wales Argus	West
East Usk Yard	East