

# FLINTSHIRE URBAN CAPACITY STUDY

On behalf of Flintshire County Council

JUNE 2019

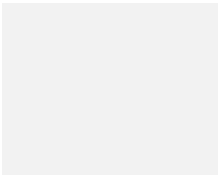


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## 1 Introduction

### 1.1 Purpose of the Study

- 1.1.1 Arcadis Consulting (UK) Limited has been commissioned by Flintshire County Council (FCC) to undertake an Urban Capacity Study (UCS) to form part of the evidence base for the new Local Development Plan (LDP) for Flintshire. The LDP will cover the period from 2015 to 2030.
- 1.1.2 The purpose of the UCS is to provide robust information on the dwelling capacity of the higher order settlements across Flintshire and to project likely future levels of development from windfall sites.
- 1.1.3 The higher order settlements comprise the Main Service Centres, Local Service Centres and Sustainable Villages. Table 3.3 lists the higher order settlements.
- 1.1.4 Policy STR1 of the LDP Preferred Strategy seeks to meet a requirement of 6,950 dwellings by making provision for 7,645 dwellings, through applying a 10% flexibility allowance to the housing requirement. A 10% flexibility allowance has been applied to allow for development schemes not being delivered as quickly as expected or delivering less units than expected.

### 1.2 Existing Capacity Work

- 1.2.1 The UCS takes into account the draft 2018 Housing Land Monitoring Statement, the draft 2018 Housing Balance Sheet, the residential allocations within the adopted Flintshire County Council Unitary Development Plan (2011), the LDP Preferred Strategy and the Candidate Sites that include an element of residential use.
- 1.2.2 These documents provide a detailed understanding of the current and potential supply of land for housing in Flintshire. This study uses these documents as a starting point and builds upon them to provide a detailed understanding of the urban capacity of the higher order settlements.
- 1.2.3 The draft 2018 Housing Land Monitoring Statement and draft 2018 Housing Balance Sheet use data with a base date of 1<sup>st</sup> April 2018 in terms of residential completions and permissions. This study draws on the same data to provide consistency across the evidence base (except where more up to date information is available). This report considers the total delivery of windfall sites from 2000/01 to 2017/18.
- 1.2.4 To avoid double counting, sites have been excluded from the UCS where they have been identified as a 'commitment' or included in the draft 2018 Housing Land Monitoring Statement.

### 1.3 Study Constraints and Limitations

- 1.3.1 As with all urban capacity studies, estimating the potential for housing indicates what is possible, not necessarily what will happen in practice. Therefore, the density assumptions and indicative housing figures included within the UCS should be seen as an estimate and not prescriptive if development does come forward on these sites.
- 1.3.2 The UCS does not seek to allocate sites for housing and the inclusion or exclusion of a site from this study does not mean that a site will be allocated or successfully achieve planning consent. Conversely, there may be sites that come forward for residential development which have not been included in the UCS.

## 1.4 Report Structure

1.4.1 This report is structured as follows:

**Section 2** describes the relevant national and local policy and guidance framework that have informed this study.

**Section 3** outlines the UCS methodology.

**Section 4** sets out the results of the UCS.

**Section 5** provides conclusions and recommendations.



## 2 The Planning Policy Context

### 2.1 Introduction

2.1.1 This chapter sets out the national and local policy context of relevance to developing the UCS, including relevant guidance that has been used to help inform the methodology.

### 2.2 National Context

2.2.1 The UCS has been prepared in the context of Planning Policy for Wales (PPW) (Edition 10 2018) and TAN 1 Joint Housing Land Availability Studies (2015).

2.2.2 Paragraph 4.2.16 of PPW states that 'when identifying sites to be allocated for housing in development plans, planning authorities must follow the search sequence set out in paragraphs 3.37 - 3.38, starting with the re-use of previously developed and / or underutilised land within settlements and then greenfield land within or on the edge of settlements'.

2.2.3 The UCS is based on the guidance contained in the Housing and Economic Land Availability Assessment (Ministry of Housing, Communities & Local Government updated 2018) and Tapping the Potential (Urbed 2000).

2.2.4 Tapping the Potential provides best practice guidance in assessing urban capacity and advises on steps to transparently and comprehensively explore capacity to accommodate residential and mixed-use developments. The four key steps outlined in the guidance are:

- Identifying capacity sources;
- Surveying capacity;
- Assessing yield; and
- Discounting potential.

2.2.5 These four key steps have been closely followed in the approach adopted for this study.

### 2.3 Local Context

#### **The New Local Development Plan ('Preferred Strategy')**

2.3.1 The new LDP will replace the existing Flintshire County Council Unitary Development Plan (UDP) (adopted 2011) and will become the framework against which decisions on planning applications will be taken. The Preferred Strategy document for the LDP was produced in 2017 and it provides the strategic framework for the more detailed policies, proposals and development allocation in the Deposit Draft LDP.

2.3.2 Policy STR1 of the Preferred Strategy seeks to provide 7,645 new dwellings to meet a housing requirement of 6,950, in order to give a 10% flexibility allowance. Policy STR1 also highlights that new housing will be distributed in accordance with the settlement hierarchy set out in Policy STR2.

2.3.3 Policy STR2 presents a five tier settlement hierarchy where new housing allocations will only be directed to the first three tiers of the settlement hierarchy i.e. Main Service Centres, Local Service Centres and Sustainable Villages. Policy STR2 gives a broad apportioning of growth to the settlement hierarchy as follows:

- Tier 1 - Main Service Centre 40-45%
- Tier 2 - Local Service Centre 35-40%
- Tier 3 - Sustainable Villages 15-20%
- Tier 4 - Defined Villages 1-2%

- Tier 5 - Undefined Villages 0-1%

## 3 Study Methodology

### 3.1 Introduction

3.1.1 The methodology for the UCS comprises five stages as set out in Table 3.1 below:

**Table 3-1 Urban Capacity Study Stages**

UCS Stage	Description
1	Assessment of the Remaining Housing Requirement
2	Identifying Capacity Sources
	i. Define the Study Area and Site Thresholds
	ii. Identify the Types of Potential Capacity
	iii. Identifying what Constitutes a Site Specific Opportunity
3	Surveying Capacity
	i. Desktop assessment. Assessment of the potential residential supply during the LDP's plan period that cannot be assessed through the field survey.
	ii. Field work survey in the defined settlements to identify potential sites suitable for residential development
4	Assessing Yields
	i. Initial Assessment of Sites
	ii. Assessing Yield
5	Discounting Potential

### 3.2 UCS Stage 1 – Assessment of the Remaining Housing Requirement

#### i) Current Housing Land Supply (1<sup>st</sup> April 2018)

- 3.2.1 The draft 2018 Housing Balance Sheet (see Appendix A) indicates that there is a housing requirement for 1,261 dwellings (10% flexibility) or 1,608 dwellings (15% flexibility) still to be allocated or committed in Flintshire. This is based on a mix of commitments, completions to date, allowances for small sites and windfalls, strategic allocations and detailed allocations. This is indicative at present.
- 3.2.2 In the LDP Preferred Strategy a 10% flexibility allowance has been applied to Flintshire's housing requirement. A 10% flexibility allowance is considered reasonable to allow for development schemes not being delivered as quickly as expected or delivering less units than expected.
- 3.2.3 The windfall allowances included in the LDP Preferred Strategy are set out in Table 3.2. The windfall allowances for the small sites (<10 units) and large sites (>10 units) are based on past completion trends. This study has carried out an empirical assessment to test these allowances.

**Table 3.2 Windfall Allowances in the LDP Preferred Strategy**

Windfall Sites	Allowances
Small Sites (<10 units)	60 units pa – 720 dwellings
Large Sites (>10 units)	50 units pa – 600 dwellings
<b>Total</b>	<b>1,320 dwellings</b>

### 3.3 UCS Stage 2 – Identifying Capacity Sources

#### i) Define the Study Area and Site Thresholds

3.3.1 The UCS assesses land within the urban areas of the higher order settlements in Flintshire, listed in Table 3.3.

**Table 3-3 Settlements included in the Urban Capacity Study**

1. Main Service Centres			
Aston & Shotton	Connah's Quay	Holywell	Queensferry
Buckley	Flint	Mold	Saltney
2. Local Service Centres			
Broughton	Garden City	Hawarden	Mynydd Isa
Ewloe	Greenfield	Hope, Caergwrle, Abermorddu & Cefn y Bedd	
3. Sustainable Village			
Alltami	Coed Talon / Pontybodkin	Mancot	Penyffordd / Penymynydd
Bagillt	Drury & Burntwood	Mostyn (Maes Pennant)	Sandycroft
Bretton	Ffynnongroyw	New Brighton	Sychdyn
Brynford	Gronant	Northop	Treuddyn
Caerwys	Higher Kinnerton	Northop Hall	
Carmel	Leeswood	Pentre	

3.3.2 A map showing the locations of the higher order settlements is included in Appendix B.

#### ii) Identify the Types of Potential Capacity

3.3.3 All potential sources of capacity have been considered in the UCS. These are listed in Table 3.4 together with the sources of information used.

**Table 3.4 Potential Capacity Sources**

Potential Capacity Sources	Existing Information
Subdivision of existing housing	Planning application records Completions – establish through past trend data
Flats over shops	Completions – establish through past trend data
Empty homes	Council tax information Engagement with the Empty Homes Officer
Previously developed, vacant and derelict land and buildings	Candidate site register Site specific review and site visits

Intensification of land use (in residential areas)	Candidate site register Ordnance survey maps Aerial photographs Planning application records & completions Site specific reviews and site visits
Redevelopment / re-use of public and community buildings	Candidate site register Site specific reviews and site visits Engagement with the Housing Strategy Manager and Property Services team
Redevelopment of existing housing at higher densities	Planning application records & completions Development Briefs Engagement with the Housing Strategy Manager and Property Services team
Redevelopment of car parks	Planning application records SHARP Programme Engagement with the Housing Strategy Manager and Property Services team
Conversion of commercial buildings	Completions – establish through past trend data
Review of existing housing allocations in the UDP with a view to increasing densities	Unitary Development Plan
Review of other allocations in the UDP to see if they are still relevant (e.g. employment sites)	Candidate site register Unitary Development Plan
Other vacant land not previously developed	Ordnance survey maps Aerial photographs Candidate site register
Land with planning permission but not developed	Planning application records
Land immediately adjacent to settlement boundaries (potential for settlement extension)	Site specific review and site visits Candidate site register
Small candidate sites within settlement boundaries where they fall below the threshold of 10 units but where we have reasonable evidence that they are available for development.	Candidate site register

### iii) Identifying what Constitutes a Site-Specific Opportunity

- 3.3.4 The UCS has considered all sites that are capable of delivering one or more dwellings, have good vehicular access, are compatible with adjoining land uses and which have no known constraints (i.e. those that could not be designed out).
- 3.3.5 Small amenity open spaces and undesignated open spaces within urban areas have been included in the study.

- 3.3.6 Sites outside of settlement boundaries have been included within the study for information purposes only. These sites have not been considered when calculating urban capacity.
- 3.3.6 Sites considered unsuitable for residential development have been excluded from the study, these include:
- Statutory Environmental Designations and Protected Areas – for example Sites of Special Scientific Interest and Special Areas of Conservation;
  - Allotments;
  - Play areas, playing fields, sports facilities;
  - Green spaces designated within the Unitary Development Plan;
  - Well used employment and retail sites / areas;
  - Sites with no access or which are landlocked;
  - Areas of existing medium / high density housing not suitable for sub-division and with small / medium sized gardens (unless previously identified as suitable for re-development);
  - Areas which have already undergone re-development schemes; and
  - Areas of C2 flood risk.

### 3.4 UCS Stage 3 – Surveying Capacity

#### i) Desktop assessment

- 3.4.1 As part of the desktop assessment the following sources of information were reviewed:

##### ***Sub-Division of Existing Housing, Flats over Shops and Conversion of Commercial Premises***

- 3.4.2 Historic data for completions for each of these sources of supply was obtained for the period from 2000/01 to 2017/18 (18 years). This data was examined to determine past trends and to inform assumptions on the likely future supply. Further information is included in Appendix C.

##### ***Other Windfalls***

- 3.4.3 Historic data for completions for 'other windfall' sites was obtained for the period from 2000/01 to 2017/18 (18 years). This data was examined to determine past trends and to inform assumptions on the likely future supply.

##### ***Empty Homes***

- 3.4.4 Consultation was undertaken with FCC's Empty Homes Officer and information was obtained from the Council's Tax Department to identify the number of empty homes in Flintshire and how many have been brought back into use by the local authority.

##### ***Candidate Site Register***

- 3.4.5 All of the Candidate Sites in the higher order settlements that included an element of residential development and which were assessed as being 'green' or 'amber' in FCC's 'Preferred Strategy Consultation Document Background Paper (November 2017)' were reviewed, as were Candidate Sites outside of the defined urban areas.
- 3.4.6 A basic assessment of the Candidate Sites was undertaken to determine their availability and suitability for residential development, with those considered to be both available and

suitable included in the study. Only Candidate Sites within the defined urban areas of higher order settlements were calculated as part of the potential urban capacity.

***Existing Housing and Other Allocations in the UDP***

- 3.4.7 In conjunction with FCC's Planning Policy Team, a review of existing housing allocations in the adopted UDP was undertaken to determine their likelihood of coming forward for development together with their potential capacity.
- 3.4.8 A review of other allocations was also undertaken to determine whether those allocations that had not been developed were now available and suitable for residential development.

***Strategic Housing and Regeneration Programme (SHARP)***

- 3.4.9 Consultation was undertaken with FCC's Housing and Property Team to identify sites being promoted as part of the Strategic Housing and Regeneration Programme (SHARP) and their current status.

***Schemes with Planning Permission / Under Construction***

- 3.4.10 The draft 2018 Housing Land Monitoring Statement and FCC's planning application register were reviewed to identify those sites which benefit from planning permission or were under construction within the higher order settlements.
- 3.4.11 No change to yield was assumed for sites with an existing planning permission.
- 3.4.12 All committed sites were, by definition, considered suitable for housing and were therefore included within the study.

***Expired / Withdrawn Planning Applications***

- 3.4.13 All expired or withdrawn planning applications which met the UCS site size criteria were reviewed. These were checked to ensure that the sites had not been progressed because they were undeliverable or unviable.

***Other Sources***

- 3.4.14 All of the remaining land within the defined settlements was considered using a desk-top analysis of the UDP Proposals Map, OS Mapping and aerial photographs to identify any other potential sites not identified as any of the above categories and to help inform the field work survey.

**ii) Field Work Survey**

- 3.4.15 Field work surveys were undertaken within each of the higher order settlements on 14<sup>th</sup>, 15<sup>th</sup> and 16<sup>th</sup> November 2018. The fieldwork surveys involved identifying all previously developed land and buildings, which met one or more of the following tests:
- Underused or vacant land or buildings;
  - A use considered inappropriate amongst other uses in the vicinity; and
  - Land that could be reasonably targeted for development.
- 3.4.16 To avoid double counting, sites identified in the UCS were cross referenced to ensure they were not being identified through one or more sources of supply. All sites surveyed were given a unique site reference number, recorded on a site schedule which is included in Appendix E and mapped in GIS. The site schedule includes the following information:
- Site reference number (ID) which is linked to the GIS database and maps;
  - Site address;
  - Settlement name;

- Settlement category;
- Site area (ha);
- Greenfield or brownfield;
- Density;
- Constrained and unconstrained yield;
- Site description and current use;
- Relevant planning history; and
- Local planning policy / designation.

### 3.5 UCS Stage 4 – Identifying Capacity Yields

#### i) Initial Assessment of Sites

3.5.1 Initially a total of 325 potential sites were identified for inclusion in the UCS. Of these, 134 sites were removed following a workshop with Planning Policy Officers at FCC on 20<sup>th</sup> December 2018 and during subsequent reviews. Sites were removed from the study for the following reasons:

- Likely willingness of an owner to release the site for development;
- Unsuitable access or infrastructure capacity issues;
- Market viability – unviable or likely lack of demand;
- Character of an area – for example too close to existing houses, or adverse impact on Conservation Area or listed building; and
- Sites with an extant planning permission for housing ('commitments') or included in the draft 2018 Housing Land Monitoring Statement. These sites were removed to ensure no double counting.

3.5.2 A schedule of the sites removed from the study is included in Appendix D.

3.5.3 Sites outside of settlement boundaries were not removed from the study but were not considered when calculating the potential urban capacity (43 sites).

3.5.4 Following the initial assessment of sites, 148 sites were calculated as part of the potential urban capacity of the higher order settlements. A schedule of these sites is included in Appendix E.

#### ii) Assessing Yield

3.5.5 Following the 'sifting' process, the remaining 148 sites were given an 'unconstrained' yield based on 30 dwellings per hectare (dph) unless they were subject of a current planning application or had been granted planning permission since 1<sup>st</sup> April 2018. For these sites the number of dwellings applied for in the planning application were used.

### 3.6 UCS Stage 5 – Discounting Potential

3.6.1 A discount yield was applied to the unconstrained capacity to predict what is likely to be realistically developable on site. The discount yield was based on reasonable assumptions from our experience of undertaking similar studies and agreed with FCC. The discount yield is set out in Table 3.5.



**Table 3.5 Discounting Yield**

<b>Site Size / Number of Units</b>	<b>Discount</b>
Sites under 0.3 hectares / 10 units	0%
Sites of 0.3 – 1 hectares / 10 units or more	10%
Sites of over 1 hectare	25%

## 4 Results of the Study

### 4.1 Introduction

4.1.1 This section sets out the results of the study following the completion of the UCS stages set out in Table 3-1. The figures provided in this section include all of the identified sites calculated as part of the potential urban capacity and the contribution that the following unidentified sources are expected to make:

- Sub-division of existing housing;
- Flats above shops;
- Conversion of commercial buildings;
- Empty homes brought back into use; and
- Other windfall sites.

### 4.2 Identified Sites

4.2.1 A full list and maps showing the locations of all the 191 sites included within the UCS can be found at Appendix E.

4.2.2 Of the 191 sites, 148 sites were calculated as part of the potential urban capacity for the higher order settlements. Based on the assumptions set out above the 148 sites have a potential 'unconstrained' capacity of **1,481** dwellings and a potential 'constrained' capacity of **1,389** dwellings.

4.2.3 Of these figures, a total of 378 dwellings have already been identified and are either existing housing allocations in the adopted UDP (two sites) or post April 2018 commitments (nine sites). These sites are listed in Table 4.1.

**Table 4.1 Post April 2018 Commitments and Historic Allocations**

Sites Which Have Received Planning Permission Since 01/04/2018	Number of Dwellings	Site Which Have received Planning Permission but not included in the 2018 Housing Land Monitoring Statement	Number of Dwellings	Sites Allocated in the UDP	Number of Dwellings
Elms Farm Barns Bretton Lane, Bretton, (App Ref: 057868)	4	Ysgol Y Fron and Ysgol Perth Y Terfyn, Holywell (App Ref:057261)	55	Part of the site falls within HSG1(4) – Somerfields, Buckley	30
Former Crooked Horn Inn and carpark (App Ref: 057809)	5			HSG1 (30) – Former Laura Ashley Site, Leeswood	26
Land at the former Glynne Arms PH, 12 Drury Lane, Drury (App Ref: 057728)	4				

Land side of 59 Wood Lane, Ewloe (App Ref: 057374)	23				
Flint Sports & Social Club, Earl Street, Flint (App Ref: 059049)	12				
Land adjacent to Springfield Villa, Hawarden Road, Caergwle (App Ref: 058850)	1				
Land at Hawarden Road, Penyffordd (App Ref: 059352)	32				
Land at Chester Road, Penymynydd (App Ref: 055590)	186				
	267		55		56
<b>Total</b>			<b>378</b>		

4.2.4 Table 4.2 shows the number of potential windfall sites for each settlement and the likely unconstrained and constrained yield. The table includes those sites listed above.

**Table 4.2 Overall Urban Capacity by Settlement**

Settlement	Total Potential 'Unconstrained' Yield	Total Potential 'Constrained' Yield'	Number of Sites	% Constrained Contribution to the Overall Supply (approx. when rounded up)
<b>Main Service Centres</b>				
Shotton / Aston	32	32	7	2.30
Buckley	135	135	12	9.71
Connah's Quay	69	66	13	4.75
Flint	60	60	11	4.31
Holywell	82	81	7	5.83
Mold	303	263	13	18.93
Queensferry	8	8	1	0.57
Saltney	13	13	4	0.21
<b>Local Service Centres</b>				
Broughton	0	0	0	0
Ewloe	53	51	4	3.67
Garden City	20	18	2	1.29
Greenfield	6	6	2	0.43
Hawarden	4	4	1	0.28
Hope, Caergwle, Abermorddu & Cefn y Bedd	44	44	13	3.16
Mynydd Isa	1	1	1	0.07

<b>Sustainable Villages</b>				
Alltami	7	7	1	0.50
Bagillt	55	52	5	3.74
Bretton	4	4	1	0.28
Brynford (inc Calcoed & Dolphin)	10	10	2	0.71
Caerwys	16	16	6	1.15
Carmel	68	52	3	3.74
Coed Talon / Pontybodkin	79	62	4	4.46
Drury & Bruntwood	42	39	4	2.80
Ffynnongroyw	9	9	1	0.64
Gronant	26	25	6	1.79
Higher Kinnerton	2	2	1	0.14
Leeswood	50	48	5	3.45
Mancot	8	8	3	0.57
Mostyn (Maes Pennant)	17	17	6	1.22
New Brighton	11	10	1	0.71
Northop Hall	0	0	0	0
Northop	21	20	3	1.43
Pentre	2	2	1	0.14
Penyffordd / Penymynydd	223	223	3	16.05
Sandycroft	0	0	0	0
Sychdyn	1	1	1	0.07
Talacre	0	0	0	0
Treuddyn	0	0	0	0
<b>Total</b>	<b>1481</b>	<b>1389</b>	<b>148</b>	

4.2.5 It is expected that some of the identified sites will be allocated in the new LDP, however we have not sought to pre-empt this decision-making process.

#### **Other 'Identified' Sources of Supply**

4.2.6 Other 'identified' sources of supply that are expected to contribute to the LDP's housing requirement include known housing redevelopment schemes and sites being promoted as part of the Strategic Housing and Regeneration Programme (SHARP). These sites were not included in the field work survey to ensure no double counting.

#### **Strategic Housing and Regeneration Programme (SHARP)**

4.2.7 The Council is progressing its Strategic Housing and Regeneration Programme (SHARP), which aims to deliver 500 social, affordable and rent to buy homes over the next five years; as such, this could make a significant contribution to the LDP housing requirement. Table 4.3 identifies those SHARP schemes that are expected to come forward for housing development and are not included in the draft 2018 Housing Land Monitoring Statement.

**Table 4.3 SHARP Schemes**

<b>Settlement</b>	<b>Address</b>	<b>Potential Yield (dwellings)</b>
Shotton	Former Melrose Centre, Shotton	9
Gronant	Nant y Gro, Gronant	41
Dobshell	Former Council Depot, Dobshell	24

<b>Total</b>		<b>74</b>

Source: FCC

### Total Potential Supply from Identified Sources

4.2.8 The overall annual contribution which identified sites are expected to contribute to the dwelling capacity of Flintshire is summarised in Table 4.4.

**Table 4.4 Total Potential Supply from Identified Sources**

Overall Annual Windfall Contribution to Urban Capacity Windfall Source	Total Contribution from Source (2018 – 2030)	
	Unconstrained	Constrained
Identified Sites from the Field Work Survey	1481	1389
SHARP Schemes	74	74
<b>Total</b>	<b>1555</b>	<b>1463</b>

## 4.3 Windfall Development

4.3.1 An assessment has been made in respect of the contribution which the following ‘unidentified’ sources of supply are expected to make to Flintshire as a whole. The following are the main potential sources of windfall development:

- Sub-division of existing housing
- Flats above shops
- Conversion of commercial buildings
- Empty homes brought back into use
- Other windfall sites
  - Development of previously developed, vacant and derelict land and buildings;
  - Sites with expired planning permissions which have not been identified;
  - Sites which are in an alternative use;
  - Housing redevelopment at higher densities;
  - Infill/intensification within existing residential areas; and
  - Any other site which unexpectedly becomes available.

4.3.2 Past trends in windfall development have been critically examined and what appears to be the most realistic past rate has been projected forward.

### Sub-Division of Existing Housing (net gain)

4.3.3 Over the 18 year monitoring period 2000//01 to 2017/18, there were a total of 49 dwellings created as a result of the sub-division of existing housing primarily to create flats. This is summarised in Table 4.5.

**Table 4.5: 18 Year Historic Monitoring Data for Sub-Division of existing housing**

Monitoring Year	Number of Dwellings from Sub-Divisions of Existing Housing (net)
2000/01	0
2001/02	0
2002/03 – 2003/04	2
2004/05	0
2005/06	13
2006/07	0
2007/08	0
2008/09 – 2009/10	0
2010/11	3
2011/12	0
2012/13	1
2013/14	3
2014/15	1
2015/16	6
2016/17	5
2017/18	15
<b>Total</b>	<b>49</b>
<b>Average (per annum)</b>	<b>2.7</b> <b>(49 / 18 years)</b>

Source: Local Authority

- 4.3.4 The supply from this source has historically been very low apart from the two spikes in 2005/6 and 2017/18, however it has increased over the last five years (2013/14 – 2017/18). The average dwelling contribution across the whole 18 year monitoring period has been 2.7 dwellings per annum. Over the last five years (2013/14 – 2017/18) this has increased to an average of 6 dwellings per annum.
- 4.3.5 Over 73% of the dwellings contributing to this source during the monitoring period were in the Main Service Centres (36 dwellings) which is to be expected as opportunities for this source of supply are greater. Eleven dwellings were created in the Local Service Centres and two dwellings in the Sustainable Villages.
- 4.3.6 Whilst it is expected that the contribution from this source will be higher than it has been historically, it is considered appropriate to take a mean figure of three dwellings per annum as the likely contribution from this supply for future projections.

### Flats over Shops

- 4.3.7 Over the 18 year monitoring period 2000/01 to 2017/18, there were a total 77 dwellings created as a result of flats over shops. This is summarised in Table 4.6.

**Table 4.6: 18 Year Historic Monitoring Data for Flats over Shops**

Monitoring Year	Number of Dwellings from Flats over Shops
2000/01	3
2001/02	0
2002/03 – 2003/04	1
2004/05	1
2005/06	0
2006/07	0
2007/08	1
2008/09 – 2009/10	2
2010/11	3
2011/12	4

2012/13	11
2013/14	12
2014/15	13
2015/16	13
2016/17	4
2017/18	9
<b>Total</b>	<b>77</b>
<b>Average (per annum)</b>	<b>4.2</b> <b>(77 / 18 years)</b>

Source: FCC

4.3.8 The supply from this source has historically been very low, although it has increased since 2012/13. The average dwelling contribution across the whole 18 year monitoring period has been 4.2 dwellings per annum. Over the last five years (2013/14 – 2017/18) this has increased to an average of ten dwellings per annum.

4.3.9 Over 97% of the dwellings contributing to this source during the monitoring period were in the Main Service Centres (75 dwellings). 3% of the remaining dwellings were created in the Sustainable Villages of Drury and Bruntwood (one dwelling) and Sandycroft (one dwelling). There were no dwellings created in the Local Service Centres.

4.3.10 It is considered that a mean figure of four dwellings per annum is a realistic expectation of continued supply from this source for future projections.

#### **Conversion of Commercial Buildings**

4.3.11 Over the 18 year monitoring period from 2000/01 to 2017/18, a total of 218 dwellings were created from the conversion of commercial properties. This is summarised in Table 4.7.

**Table 4.7: 18 Year Historic Monitoring Data for the Conversion of Commercial Buildings**

<b>Monitoring Year</b>	<b>Number of Dwellings from Commercial Conversions</b>
2000/01	4
2001/02	11
2002/03 – 2003/04	2
2004/05	11
2005/06	5
2006/07	0
2007/08	19
2008/09 – 2009/10	8
2010/11	11
2011/12	5
2012/13	15
2013/14	27
2014/15	32
2015/16	30
2016/17	10
2017/18	30
<b>Total</b>	<b>220</b>
<b>Average (per annum)</b>	<b>12.2</b> <b>(220 / 18 years)</b>

Source: Local Authority

4.3.12 The supply from this source has been increasing over the 18 year monitoring period. In the first 13 years of the monitoring period (2000/01 – 2012/13) this supply source provided an

average of seven dwellings per annum. Over the last five years (2013/14 – 2017/18) this has increased to an average of 25 dwellings per annum.

4.3.13 Over 70% of the dwellings contributing to this source during the monitoring period were in the Main Service Centres (153 dwellings). 15% of the dwellings were created in the Local Service Centres (34 dwellings) and 15% in the Sustainable Villages (33 dwellings).

4.3.14 Taking a cautious approach given that the number of suitable sites is not infinite, it is considered that a mean figure 12 dwellings per annum is a realistic expectation of continued supply from this source for future projections.

#### Other Windfall Sites

4.3.15 Table 4.8 provides information on the total number of windfall completions that has taken place over the past 18 years on all windfall sites in Flintshire (2000/01 to 2017/18). This has totalled some 4,249 dwellings, equating to approximately 236 dwellings per annum. The information demonstrates that the rate of completions has fluctuated but windfall sites have consistently delivered a significant proportion of FCC’s housing completions.

**Table 4.8 Total Number of Windfall Completions**

Monitoring Year	Large Sites (10 or more units)	Small Sites (<10 units)	Total Number of Windfall Completions
2000/01	112	222	334
2001/02	38	126	164
2002/03 – 2003/04	147	342	489
2004/05	135	175	310
2005/06	99	152	251
2006/07	19	159	178
2007/08	164	160	324
2008/09 – 2009/10	96	131	227
2010/11	141	69	210
2011/12	75	69	144
2012/13	101	54	155
2013/14	178	128	306
2014/15	97	81	178
2015/16	169	87	256
2016/17	174	102	276
2017/18	343	104	447
<b>Total</b>	<b>2088</b>	<b>2161</b>	<b>4249</b>
<b>Average (per annum)</b>	<b>116</b>	<b>120</b>	<b>236</b>

Source: Local Authority

4.3.16 To ensure no double counting, sub-divisions of existing housing, flats over shops and commercial conversions have been removed from the annual historic windfall figures for small sites as summarised in Table 4.9. Whilst it similarly shows a fluctuation in completions, the rate of completions is more consistent, averaging 101 dwellings per annum.



**Table 4.9 Small Windfall Sites < 10 units**

Monitoring Year	Total Small Windfall Sites	Windfalls from subdivision of existing housing, flats over shops, commercial conversions	Residual Small Windfalls Per Annum
2000/01	222	7	215
2001/02	126	11	115
2002/03 – 2003/04	342	5	337
2004/05	175	12	163
2005/06	152	18	134
2006/07	159	0	159
2007/08	160	20	140
2008/09 – 2009/10	131	10	121
2010/11	69	17	52
2011/12	69	9	60
2012/13	54	27	27
2013/14	128	41	87
2014/15	81	46	35
2015/16	87	49	38
2016/17	102	18	84
2017/18	104	54	50
<b>Total</b>	<b>2161</b>	<b>344</b>	<b>1817</b>
<b>Average (per annum)</b>	<b>120</b>	<b>19</b>	<b>101</b>

Source: Local Authority

- 4.3.17 Over the 18 year monitoring period from 2001/01 to 2017/18, a total of 2,161 dwellings were created from small windfall sites. This equates to an average of 120 dwellings per annum. Table 4.9 provides no evidence to suggest that these sources of supply (including a small number of small site completions on greenfield sites) are diminishing. Delivery from these sources of supply are expected to continue because planning policy promotes the re-use of previously developed, vacant and underused land and buildings for housing and the fieldwork survey has identified a readily available supply of small sites. The fieldwork survey has identified 120 small windfall sites, which could deliver in the region of 414 dwellings. This equates to 35 dwellings over the remaining plan period (12 years).
- 4.3.18 Whilst this source of supply is expected to continue to make a significant contribution to the housing land supply, it is unreasonable / unsustainable to project forward future rates based on 120 dwellings per annum. A cautious approach has therefore been taken. A 50% discount has been applied to small windfall sites per annum, equating to 60 dwellings per annum; this is considered to be a more realistic basis for future projections.
- 4.3.19 Table 4.8 sets out the rate of completions on all large windfall sites of ten dwellings or more over an 18 year period from 2001/2001 to 2017/18. It shows that the total number of large site completions has averaged 116 dwellings per annum. However, the results are distorted by some developments on much larger sites than those normally considered as windfalls. This can be attributed to a number of reasons, including the lack of an up to date development plan and the lack of a five year housing land supply, leading to a number of applications and subsequent appeals. Whilst such windfalls do occur from time to time it would be unreasonable to project forward future rates based upon such developments; in a similar way to the smaller windfall sites therefore, a cautious approach has been taken and a 50%

discount has been applied to large windfall sites per annum, equating to 50 dwellings per annum.

The fieldwork survey has identified 28 large windfall sites, which could potentially deliver an ‘unconstrained’ capacity of 1,057 dwellings and a potential ‘constrained’ capacity of 968 dwellings. This equates to between 81 to 88 dwellings per annum.

### Empty Homes

4.3.20 Information obtained from FCC’s Council Tax Department for the period 2016/17 to 2018/19 indicates that there has been an average of 833 empty homes in Flintshire. These are homes which have been vacant for a period of at least six months. Table 4.10 provides information on the number of empty homes in Flintshire.

**Table 4.10 Number of Long-Term Empty Homes in Flintshire**

Monitoring Year	Number of Long Term Empty Homes
2015/16	806
2016/17	880
2018/18	813
<b>Average (per annum)</b>	<b>833</b>

Source – Council Tax Information

4.3.21 FCC has an Empty Homes Strategy 2012 – 2017 which seeks to bring empty homes back into residential use through the use of a number of programmes that provide financial assistance to owners, such as the ‘Houses to Homes’ initiative, Empty Property Grant and Empty Property Loan.

4.3.22 These programmes, combined with enforcement action, are seeing an increase in the number of empty homes being brought back into use, as can be seen in Table 4.11.

**Table 4.11 Long-term Empty Homes in Flintshire brought back into residential use by the Council**

Monitoring Year	Long Term Empty Homes Brought Back into Residential Use
2012/13	1
2013/14	5
2014/15	6
2015/16	3
2016/17	9
2018/18	5
<b>Total</b>	<b>29</b>
<b>Average (per annum)</b>	<b>5 (29 / 6 years)</b>

Source: FCC

4.3.23 Table 4.11 indicates an average rate of empty homes being brought back into residential use of six dwellings per annum. In 2018/19, 10 empty homes are expected to be brought back into use through the ‘Houses to Homes’ initiative and 13 properties through the risk of enforcement action.

- 4.3.24 Given the average number of empty homes over the period 2012/13 to 2017/18 and the number of empty homes expected to be brought back into use in 2018/19, it is considered reasonable to assume that given the proactive approach being taken by FCC that this source will make a greater contribution to the housing land supply in the future.
- 4.3.25 Whilst it is expected that the contribution from this source will be higher than it has been historically, it is considered that a mean figure of five dwellings per annum is a realistic expectation of continued supply for future projections.
- Total Potential Supply from Windfall Sources**
- 4.3.26 The overall annual contribution that windfalls are expected to contribute to the urban capacity of Flintshire is summarised in Table 4.12.
- 4.3.27 With respect to windfall sites, by combining together the past rate of development on small sites of 120 dwellings per annum (Table 4.8) with the past rate of development on large sites of 116 dwellings per annum (Table 4.8) gives a total figure of 236 dwellings per annum, equating to 2,832 dwellings over the remaining plan period (12 years).
- 4.3.28 For the reasons set out above, we consider the windfall allowances of 50 dwellings per annum for large sites and 60 dwellings per annum for small sites to be a more realistic basis for future projections. This gives a total figure of 110 dwellings per annum, equating to 1,320 dwellings over the remaining plan period (12 years).
- 4.3.29 It is assumed that the number of empty homes that will be brought back into residential use will remain consistent with past trends. Based on past trends a total of 60 empty homes are expected to be brought back into residential use over the remaining plan period (12 years).

**Table 4.12 Total Potential Supply from Windfall Sources**

Overall Annual Windfall Contribution to Urban Capacity Windfall Source	Annual Contribution from Source	Total Contribution from Source (2018 – 2030)
Total Small Windfall Sites	79	948
Sub Division of Existing Housing	(3)	(36)
Flats Over Shops	(4)	(48)
Conversion of Commercial Properties	(12)	(144)
Residual Small Windfalls Per Annum	(60)	(720)
Empty Homes	5	60
Total Large Windfall Sites	50	600
<b>Total</b>	<b>134</b>	<b>1608</b>

#### **4.4 Total Potential Capacity from Identified and Windfall Sources**

- 4.4.1 The information from the identified sources combined with the figures derived from the windfall assumptions work provide the total potential that exists for providing new residential units within the settlement boundaries during the lifetime of the emerging LDP. This is summarised in table 4.13.

**Table 4.13 Total Potential Capacity**

<b>Capacity Source</b>	<b>Potential Unconstrained Yield</b>	<b>Potential Constrained Yield</b>
Identified Sites	1555	1463
Unidentified Sites	1608	1608
<b>Total Potential Yield</b>	3163	3071
NB: Figures are rounded to the nearest whole dwelling		

## 5 Findings, Recommendations and Conclusions

5.1.1 This study has identified significant available capacity within the settlement boundaries of the higher order settlements in Flintshire to contribute to the LDP's housing requirement for the period 2015 to 2030.

### 5.1 Identified Sites

5.1.2 The UCS has identified an unconstrained capacity for 1,555 dwellings and a constrained capacity of 1,463 dwellings (Table 4.4) in the higher order settlements from the fieldwork survey and FCC's SHARP Programme.

5.1.3 The fieldwork survey identified a total of 148 sites suitable for housing within the higher order settlements with a total potential unconstrained capacity of 1,481 dwellings and constrained capacity of 1,389 dwellings. Of these figures, a total of 378 dwellings have already been identified and are either existing housing allocations in the adopted UDP (two sites) or post April 2018 commitments (nine sites). These sites are listed in Table 4.1.

5.1.4 The majority of sites identified are within the Main Service Centres. Some of these sites are currently the subject of planning applications for residential development.

### 5.2 Windfall Development

5.2.1 The evidence shown in this study demonstrates that based on historic data, windfall sites have consistently come available in FCC. The study has found that the following sources of supply are also likely to provide up to 134 dwellings per annum, which equates to 1,608 dwellings for the remaining plan period. This is from the following sources:

- Sub-division of existing housing
- Flats above shops
- Conversion of commercial buildings
- Empty homes brought back into use
- Other windfall sites

5.2.2 As demonstrated above, windfall development has made a significant contribution to the housing land supply in Flintshire and this is expected to continue. The resulting conclusions are that a windfall allowance for large sites at 50 dwellings per annum and a windfall allowance for small sites of 60 dwellings per annum are realistic and achievable and should be used to inform the emerging LDP.

### 5.3 What Happens Next?

5.3.1 The implementation of sites identified through the study and windfall assumptions should be monitored annually in Flintshire's Annual Monitoring Report.

## APPENDIX A

### 2018 Draft Housing Balance Sheet

Element	Amount (10% flexibility)	Amount (15% flexibility)	Notes
<b>REQUIREMENT</b>	<b>7645</b>	<b>7992</b>	Housing requirement for 2015-2030 (6950 + 10% and +15% flexibility)
Less completions:			
2015-16	662	662	
2016-17	421	421	
2017-18	572	572	[subject to survey work on small sites – uses average small sites figure]
Total completions	1655	1655	Both figures include large sites and small site completions.
<b>Revised Requirement:</b>	<b>5990</b>	<b>6337</b>	
Less commitments	2115	2115	This reflects a review of sites whereby only sites with planning permission as at 01/04/18 which are considered to be realistically capable of development, are included (large sites only). The figures do not include the 1325 consented units at Northern Gateway as these units are included in the strategic allocations figure.
<b>Revised Requirement:</b>	<b>3875</b>	<b>4222</b>	
Less Allowances:			
Small sites allowance (<10 units) 60 pa	720	720	Small sites allowance is calculated on the basis of the remaining 12 years of the Plan period. An allowance of 60 units per annum (as per UDP) has been included which is a conservative estimate based on an average small sites completions figure of 121 over the last 17 years (allowance is an indicative figure until results of Urban Capacity Study are known)
Windfall allowance (>10 units) 50 pa	600	600	Windfalls allowance (large sites) is calculated on basis of the remaining 12 years of the Plan period. An allowance of 50 units per annum (as per UDP) has been included (allowance is an indicative figure until results of Urban Capacity Study are known)
Total Allowances	1320	1320	
<b>Residual Requirement</b>	<b>2555</b>	<b>2902</b>	

LDP Strategic Allocations	1294	1294	Includes Northern Gateway 1325 units and Warren Hall 300. However, Northern Gateway discounted by 331 units which may be delivered beyond the Plan end date – 131 units on Praxis and 200 units on Pochin]
New allocations Requirement	<b>1261</b>	<b>1608</b>	
LDP Allocations			To be confirmed in Deposit Draft Plan

## **APPENDIX B**

### **A Map Showing the Higher Order Settlements**



## APPENDIX C

### Historic data for completions for the Sub-Division of Houses, Flats over Shops and Conversion of Commercial Premises (2000/01 – 2017/18)

#### Main Service Centres

#### Conversions from Commercial to Residential

Year	Aston / Shotton	Buckley	Connah's Quay	Flint	Holywell	Mold	Queensferry	Saltney
2000/01	2		2					
2001/02	2		1					
2002/03 – 2003/04		1	1					
2004/05				5				
2005/06		1						
2006/07								
2007/08 – 2009/09	3		5	1			1	
2009/10		1	1					
2010/11		2	1	6	2			
2011/12		3		2				
2012/13	1		2			9		
2013/14		1	1	7		6		
2014/15	5	2		8		13		
2015/16	3	9	3			12	1	
2016/17	2		2			2	1	
2017/18		2		1		17		
<b>Total</b>	<b>18</b>	<b>22</b>	<b>19</b>	<b>30</b>	<b>2</b>	<b>59</b>	<b>3</b>	<b>0</b>

#### Residential Conversions above Shops

Year	Aston / Shotton	Buckley	Connah's Quay	Flint	Holywell	Mold	Queensferry	Saltney
2000/01		2					1	
2001/02								
2002/03 – 2003/04								
2004/05								
2005/06								
2006/07								
2007/08 – 2009/09	1							
2009/10							1	
2010/11	1				2			
2011/12	4							
2012/13	2					9		
2013/14	2	4				6		
2014/15						13		
2015/16				1		12		
2016/17	2					2		
2017/18	6	2				1		

<b>Total</b>	<b>18</b>	<b>8</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>43</b>	<b>2</b>	<b>0</b>
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### Residential Sub-Division (net gain)

Year	Aston / Shotton	Buckley	Connah's Quay	Flint	Holywell	Mold	Queensferry	Saltney
2000/01								
2001/02								
2002/03 – 2003/04		1	1					
2004/05								
2005/06	2					9		
2006/07								
2007/08 – 2009/09								
2009/10								
2010/11	3							
2011/12								
2012/13			1					
2013/14		1						1
2014/15			1					
2015/16		3		2	1			
2016/17		1					4	
2017/18		1						4
<b>Total</b>	<b>5</b>	<b>7</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>9</b>	<b>4</b>	<b>5</b>

### Local Service Centres

#### Conversions from Commercial to Residential

Year	Broughton	Ewloe	Garden City	Greenfield	Hawarden	HCAC	Mynydd Isa
2000/01							
2001/02							
2002/03 – 2003/04							
2004/05					6		
2005/06					2	2	
2006/07							
2007/08 – 2009/09	2			4		2	
2009/10							
2010/11							
2011/12							
2012/13		1				1	
2013/14				6			
2014/15							
2015/16							
2016/17					1	1	
2017/18					6		
<b>Total</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>10</b>	<b>15</b>	<b>6</b>	<b>0</b>

#### Residential Conversions above Shops

No residential conversions above shops in these settlements.

**Residential Sub-Division (net gain)**

Year	Broughton	Ewloe	Garden City	Greenfield	Hawarden	HCAC	Mynydd Isa
2000/01							
2001/02							
2002/03 – 2003/04							
2004/05							
2005/06					2		
2006/07							
2007/08 – 2009/09							
2009/10							
2010/11							
2011/12							
2012/13							
2013/14		1					
2014/15							
2015/16							
2016/17							
2017/18	2			5	1		
<b>Total</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>5</b>	<b>3</b>	<b>0</b>	<b>0</b>

## Sustainable Villages

### Conversions from Commercial to Residential

Year	Allt ami	Ba gill t	Bre tton	Bryn ford	Caer wys	Car mel	Co ed Tal on	Drury and Burnt wood	Ffynno ngroyw	Gro nant	High er Kinn erton	Lees wood	Ma nco t	Mo sty n	New Brig hton	Nort hop Hall	Nort hop	Pe ntr e	Penyff ordd / Penym ynydd	Sand ycroft	Syc hdy n	Treu ddyn
2000/01																						
2001/02		6			1							1										
2002/03 – 2003/04																						
2004/05																						
2005/06																						
2006/07																						
2007/08 – 2009/09					1																	
2009/10		1		1				1	2			1										
2010/11																						
2011/12																						
2012/13		1																				
2013/14				4											1							1
2014/15																				4		
2015/16					1											1						
2016/17																						1
2017/18															2						2	0
<b>Total</b>	<b>0</b>	<b>8</b>	<b>0</b>	<b>5</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>4</b>	<b>2</b>	<b>2</b>

**Residential Conversion above Shops**

Year	Allt ami	Ba gill t	Bre tton	Bryn ford	Caer wys	Car mel	Co ed Tal on	Drury and Burnt wood	Ffynno ngroyw	Gro nant	High er Kinn erton	Lees wood	Ma nco t	Mo sty n	New Brig hton	Nort hop Hall	Nort hop	Pe ntr e	Penyff ordd / Penym nydd	Sand ycroft	Syc hdy n	Treu ddyn	
2000/01																							
2001/02																							
2002/03 – 2003/04																							
2004/05																					1		
2005/06																							
2006/07																							
2007/08 – 2009/09																							
2009/10								1															
2010/11																							
2011/12																							
2012/13																							
2013/14																							
2014/15																							
2015/16																							
2016/17																							
2017/18																							
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	

Flintshire Urban Capacity Study

**Residential Sub-Division (net gain)**

Year	Allt ami	Ba gill t	Bre tton	Bryn ford	Caer wys	Car mel	Co ed Tal on	Drury and Burnt wood	Ffynno ngroyw	Gro nant	High er Kinn erton	Lees wood	Ma nco t	Mo sty n	New Brig hton	Nort hop Hall	Nort hop	Pe ntr e	Penyff ordd / Penym nydd	Sand ycroft	Syc hdy n	Treu ddyn	
2000/01																							
2001/02																							
2002/03 – 2003/04																							
2004/05																							
2005/06																							
2006/07																							
2007/08 – 2009/09																							
2009/10																							
2010/11																							
2011/12																							
2012/13																							
2013/14																							
2014/15																							
2015/16																							
2016/17																							
2017/18					1											1							
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	



## **APPENDIX D**

### **A Schedule of Discounted Sites identified during the Field Work Survey**



## **APPENDIX E**

### **Field Work Site Schedule and Accompanying Figures**

**Arcadis (UK) Limited**

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