

VALE OF GLAMORGAN

REPLACEMENT LOCAL DEVELOPMENT PLAN 2021 - 2036

URBAN CAPACITY STUDY (2025 UPDATE)

November 2025



BACKGROUND PAPER - BP19A

RLDP

CDLN



Executive Summary

- i. The Vale of Glamorgan Council is preparing a Replacement Local Development Plan (RLDP) for the plan period 2021 to 2036. Once adopted, the RLDP will set out the Council's planning framework for the development and use of land in the Vale of Glamorgan and will form the basis for consistent and rational decision-making.
- ii. One of the main functions of the RLDP is to ensure that there is sufficient land available within the Vale of Glamorgan to deliver the required future housing requirements over the lifetime of the plan. The Deposit Plan identifies that an additional 7,890 dwellings will be required between 2021-2036. The Housing Land Supply Background Paper identifies how this figure will be achieved and applies a 10% flexibility allowance to the figures to safeguard against sites not being brought forward. The RLDP therefore identifies a housing requirement of 8,660 dwellings.
- iii. An Urban Capacity Study was prepared in 2023 to support the RLDP Preferred Strategy. This identified that there was sufficient land available to support the windfall assumptions at that time. The Urban Capacity Study uses established methodologies to identify sources of potential housing land and then surveys and assesses sites. This produced an unconstrained figure for urban capacity, which was filtered down by several high-level criteria.
- iv. Since the previous Urban Capacity Study was prepared, there has been a change in the status of certain sites. Planning permission for housing has been granted on one site, which means that it is now included within the committed supply for housing and should not be included in the Urban Capacity Study to avoid double counting. In addition, whilst the study considers the notional capacity of sites within existing urban areas based on the assumption that the principle of development would be acceptable in such areas, the candidate site assessment process has established that the previous study included sites that were not considered deliverable. These have been removed in the update.
- v. The updated Urban Capacity Study identifies that there is capacity for at least 1,077 dwellings in Barry and 155 dwellings in Penarth and Llandough. Whilst it is not expected that all the potential identified yield will be developed the Study shows that there is sufficient capacity for windfall development in the study area to meet the projected windfall housing figures. Therefore, these findings continue to support the windfall projections. The yields identified from the assessed sources are shown in the table below:

Source	Barry Yield	Penarth Yield
Vacant Land Within a Settlement Boundary	646	75
Vacant, Derelict and Underutilised Buildings	34	46
Public Body Disposal Strategy and Land Previously Allocated for Employment Uses	210	10
Subdivision of Existing Housing, Flats Above Commercial Premises, Intensification of Existing Housing Areas and Conversion of Commercial Buildings	187	54
Total	1077	155
Open Space Surplus to Requirements	553	176
Empty Homes	396	240
Total Including Empty Homes and Open Space	2026	601

Contents

Contents.....	iii
1. Introduction	1
2. Methodology	3
Step 1: Identifying the Study Area	3
Step 2: Identifying Capacity Sources.....	8
Step 3: Surveying the Capacity	10
Step 4: Assessing Yield	13
Step 5: Discounting Potential	14
3. Results	16
Vacant Land Within a Settlement Boundary	16
Vacant, Derelict and Underutilised Buildings	17
Public Body Disposal Strategy and Land Previously Allocated for Employment Uses.....	18
Open Space Surplus to Requirements	19
Subdivision of Existing housing, Flats Above Commercial Premises, Intensification of Existing Housing Areas and Conversion of Commercial Buildings	20
Empty Homes.....	22
4. Findings	24
5. Appendices	25

1. Introduction

- 1.1. This Urban Capacity Study (UCS) is one of a number of background documents prepared as part of the evidence base to support the Vale of Glamorgan Replacement Local Development Plan (RLDP). It provides an update to the UCS originally produced in 2023 to support the Preferred Strategy.
- 1.2. A key purpose of the RLDP is to ensure that there is sufficient land available within the Vale of Glamorgan to deliver the required future housing requirements over the lifetime of the plan. The Strategic Housing and Employment Growth Options Paper identifies that an additional 7,890 dwellings will be required between 2021-2036. This number is justified by the need to support a stable working age population, reduce outward commuting, and compliment the role of the Vale of Glamorgan in the National Growth Area, as identified in Future Wales.
- 1.3. The Housing Land Supply Background Paper identifies how this figure will be achieved by examining the varying components that contribute toward the housing land supply. This Paper also applies a 10% flexibility allowance to the figures to safeguard against sites not being brought forward. This equates to the RLDP identifying a housing supply of 8,660 dwellings up to 2036. Small and large windfall sites are components of this housing supply, as identified in the Development Plans Manual: Edition 3 (DPM).
- 1.4. 'Windfall' development comes forward on land that has not been allocated for a specific use within a Development Plan, but where the proposal complies with the policy framework set out within it. It is difficult to have certainty on where windfall housing will come forward, but projections can be made based on previous trends and windfall delivery rates. The DPM sets out that an Urban Capacity Study can be utilised in understanding the contribution that windfall sites can make by identifying where windfall development could possibly come forward. The exercise is also valuable in the assessment of greenfield or edge of settlement candidate sites, and whether they are justified in the context of other potentially available land. Therefore, the purpose of this document is to provide further analysis of the potential urban capacity of two of the largest settlements in the Vale of Glamorgan, Barry and Penarth.
- 1.5. Barry has been investigated as it is the Key Settlement in the Vale of Glamorgan, which is expected to absorb the most additional housing due to its provision of services and resultant sustainability. Penarth has also been investigated to establish where additional housing can be supplied given the constrained nature of the settlement and the limited number of candidate sites that were promoted in and surrounding the settlement.

Llandough, which abuts Penarth to the north has also been included in the assessment due to its close functional relationship with Penarth.

- 1.6. Two of the key components of the Strategy of the RLDP are “Aligning locations for new housing, employment, services and facilities to reduce the need to travel” and “Focusing development in locations that are well served by existing and proposed rail stations as part of the South Wales Metro and in areas with good bus links”. This requires locating new development in the locations with the greatest accessibility to services by public transport and active travel. Barry, Penarth and Llandough are the best served settlements by public transport in the Vale of Glamorgan, and they all notably outscore any other settlement in the Vale, as identified in the Settlements Appraisal Review Background Paper (Settlements Appraisal).
- 1.7. The 2025 UCS study has identified that there is potentially more capacity for windfall development than has been projected for in Barry, Penarth and Llandough during the RLDP plan period. While this is unlikely to all come forward, the additional theoretical capacity identified suggests the Council’s projections for windfall development in these settlements are sound. The UCS has been updated to reflect the latest information and this conclusion remains the same.
- 1.8. The identification of sites within this Study does not infer that future planning applications would automatically be considered favourably, but rather that they are in an area where the high-level principle of development could be acceptable. The suitability of sites would need to be considered at planning application stage, having regard to all material considerations. The purpose of this paper is solely to identify whether there is capacity for windfall development within the study area. Where sites have been identified, purposely high-level filters have been set to assist in their identification. These filters are set out in Section 2, and it is made clear that a range of specific constraints that relate to a development’s acceptability have not been considered due to the scale and scope of the Study.
- 1.9. Any sites that are identified within this Study would have to be assessed against relevant policy on their own merit, and inclusion within this Study does not weigh materially in their favour. Equally, the absence of a site from this Study does not rule out its acceptability for windfall development.

2. Methodology

2.1. This Urban Capacity Study seeks to justify the Council's windfall projections and understand the development opportunities that exist in the study area. The methodology for this Study is derived from Strategic Housing Land Availability Assessments Practice Guidance¹, Tapping the Potential², and is informed by the DPM. The methodology comprises of five key steps:

1. Identifying the Study Area
2. Identifying Capacity Sources
3. Surveying the Capacity
4. Assessing Yield
5. Discounting Potential

Step 1: Identifying the Study Area

2.2. It has long been established that new development should be directed toward existing settlements due to their greater sustainability credentials. Equally, a preference for brownfield and infill development is well established in national policy. Therefore, this Urban Capacity Study focuses on urban areas within the Vale of Glamorgan. The Local Development Plan (2011-2026)³ sets out that settlement boundaries have been applied to sustainable settlements as identified in the Settlement Hierarchy, and these are used to define the boundary of the Urban Capacity Study. One site, reference B086, exists outside of an identified settlement boundary and this is included for the reasons set out in paragraph 3.11.

2.3. The Settlements Appraisal sets out that Barry is the Key Settlement in the Vale of Glamorgan. In the scoring for sustainable settlements Barry scores highest in all criteria assessed, as shown in Table 10 of that document. It goes on to identify that this means Barry *'is an important hub for social and economic activity and is recognised as the administrative centre of the Vale and one of the most sustainable locations within which to focus major new development opportunities.'*

2.4. Due to the constrained nature of Barry, relatively limited opportunities exist for expansion. It is likely that the local topography, landscape and ecological designations, flood risk and Porthkerry Country Park limit the areas where Barry can grow outward. Figure 1 displays the constraints

¹ [399267.pdf \(publishing.service.gov.uk\)](#)

² [Tapping the Potential Report.pdf \(urbed.coop\)](#)

³ [Adopted-LDP-Written-Statement-June-2017-final-interactive-web-version.pdf \(valeofglamorgan.gov.uk\)](#)

surrounding Barry, as well as the candidate sites that have been submitted in the locality to be considered for potential allocation in the RLDP.

- 2.5. Given the key role that Barry plays in the Vale of Glamorgan's settlement hierarchy, as set out, it is appropriate to locate a significant proportion of new development here. This is in keeping with the RLDPs spatial strategy, as Barry has the greatest accessibility to sustainable transport with four train stations (Cadoxton, Barry Docks, Barry and Barry Island) and bus routes linking the town to other places in the Vale and the wider area. Due to the constraints to outward growth that exist for Barry, options for new development within the existing settlement boundary through this urban capacity study should be considered.
- 2.6. Penarth is the second largest settlement in the Vale of Glamorgan. Reflecting this, it ranks second in the Settlements Appraisal and is classified as a Service Centre Settlement, alongside Cowbridge and Llantwit Major. On sustainable transport, Penarth ranks second and is served by three train stations (Cogan, Dingle Road and Penarth). It also is served by several bus services.
- 2.7. Only two candidate sites have been promoted in the Penarth area. One relates to land that is already allocated in the adopted Local Development Plan: Land at and to the east of Upper Cosmeston Farm. The second is land at Cogan station, which was submitted as part of the second call for sites. The town is significantly constrained due to its coastline location, Cardiff Bay and the River Ely limiting development opportunities in the east and north, Cosmeston Country Park limiting growth to the south and a green wedge designation between Dinas Powys, Penarth and Llandough limiting growth to the west. Given the high sustainability credentials of Penarth, especially in respect of its public transport accessibility, and the apparent limited opportunities for further growth, it is important to consider the urban capacity of the Penarth settlement. Figure 2 displays constraints surrounding Penarth, as well as the candidate sites that have been submitted in the locality to be considered for allocation in the RLDP.
- 2.8. Due to their proximity and the fact that they largely share the same services, including Cogan train station, Llandough has also been included within the study as an extension to the Penarth study area. Llandough is a Primary Settlement that is served by several services including Llandough Hospital. Llandough ranks third on the access to public transport in the Settlements Appraisal due to its high degree of bus services. Llandough is constrained by the river Ely to the east, Penarth and the aforementioned green wedge to the south, and ecological designations to the west and north. All references to Penarth henceforth should also be taken to

include Llandough. Figure 2 also displays the constraints surrounding Llandough and the candidate sites that have been submitted in its locality.

- 2.9. As this Urban Capacity Study is examining Barry and Penarth exclusively within the Vale of Glamorgan it is a priority area study. Priority area studies are a form of Urban Capacity Study recognised as a means of identifying where housing development would be most beneficial or meet policy objectives most fully. Given the sustainability of these settlements, it is considered important to ensure windfall development can be directed here in order to realise the intention of the RLDPs spatial strategy. The RLDP Preferred Strategy sets out that development should be directed toward the whole of the Strategic Growth Area. In the other settlements within the Strategic Growth Area, it is considered that opportunities exist for development proportional to their sustainability credentials, and they are less constrained.
- 2.10. Using the methodology identified in the Housing Land Supply Background Paper, the Council anticipates that 680 small and large windfall dwellings will come forward in Barry over the remainder of the plan period. It also identifies that 311 will come forward in Service Centre Settlements and 146 in Primary Settlements, as identified in the settlement hierarchy. Penarth is one of three Service Centre Settlements and Llandough is one of eight Primary Settlements. As the Housing Land Supply Background Paper does not split these proportions by settlements within the hierarchy, the approach taken in this paper is to assume they will be delivered evenly across the settlements in the same tier. It is therefore assumed that 104 units will be delivered on large and small windfall sites in Penarth (311 divided by the 3 centres) and 18 units would be delivered on large and small windfall sites in Llandough (146 divided by the 8 centres). In total 122 units are anticipated to be delivered in the combined urban area of Penarth/Llandough.

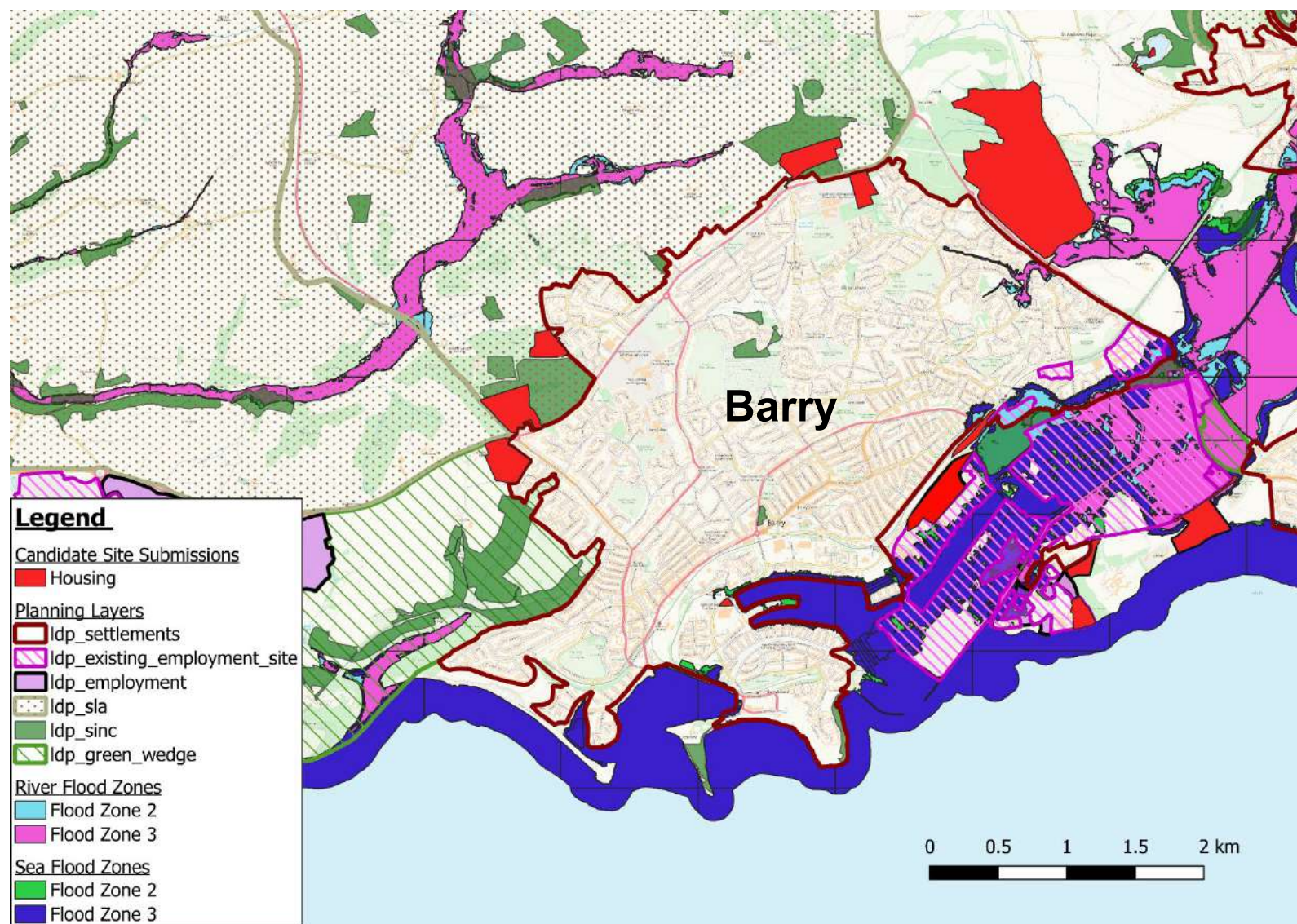


Figure 1: Identification of the constraints to growth and candidate sites submitted in Barry

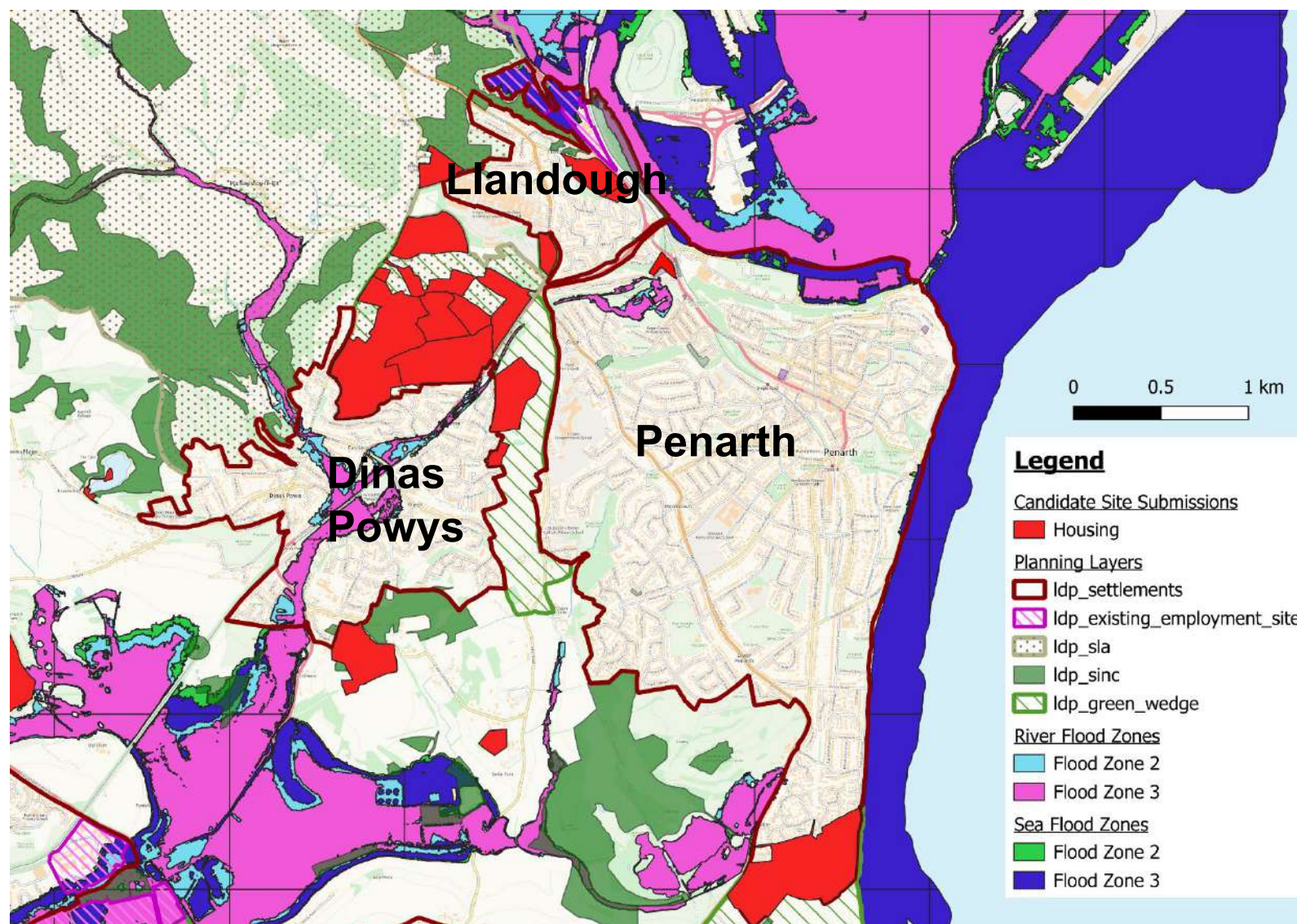


Figure 2: Identification of the constraints to growth and candidate sites submitted in Penarth and Llandough

Step 2: Identifying Capacity Sources

2.11. Guidance on completing Urban Capacity Studies set out the following as potential sources of capacity to be examined:

- **Vacant land within a settlement boundary:** This source of capacity considers all vacant land where there was no apparent functional use, whether that be greenfield or brownfield land. This identified a range of sites, including areas of inaccessible privately owned woodland and hoarded off areas of undeveloped land. In some cases, there may be meanwhile uses existing on site, such as car parks. However, primarily these sites are vacant.
- **Vacant, derelict and underutilised buildings:** This includes a large variety of sites such as underused/derelict employment sites, petrol stations, derelict buildings, public houses, hotels and vacant community buildings. These sites, by their very nature, vary considerably in size and scale. The LDP Manual (Edition 3) states that the relevance of these potential sources should be considered based on local circumstances. For underutilised buildings, Policy 12 of Future Wales: The National Plan 2040 (Future Wales) (2021) sets out that *'Land in close proximity and with good access to metro stations is an important and finite resource and will play a key role in delivering sustainable urban places.'* All stations within the study area form a part of the South Wales Metro and thus the principles of Policy 12 apply. As a result, special attention has been given to the potential for the conversion of buildings within 500 metres of train stations. Specifically, commercial uses not located within retail boundaries or employment uses not located on allocated employment land. Whilst the conversion of these units would be subject to detailed scrutiny it is considered that weight would be given to the national policy position set out and as such they are included for this indicative work. Without further clarification on *'close proximity'*, 500 metres is considered a sound benchmark.
- **Subdivision of existing housing:** there is a significant potential to subdivide dwellings to provide additional accommodation, especially in central Penarth and western Barry, where there are several large Victorian dwellings.
- **Flats above commercial premises:** there is a potential to use the space above commercial premises for accommodation, and this is a regular form of development. Converting space above commercial premises in town centres can be an effective way of sensitively increasing residential density in the most sustainable locations, without harming the vitality and vibrancy of these areas.

- **Empty homes:** guidance on producing urban capacity studies identifies empty homes as a valuable source and highlights the importance of bringing them back into use. A degree of empty homes is necessary in a functioning market, for example when houses are pending sale. This study looks at homes that have been vacant for over 6 months, and these homes are more likely to be problematic and to have been vacant for a longer time. This source does not fall under planning control, and thus guidance sets out that it should not inform housing supply figures, however, it remains a valuable source of capacity as set out.
- **Public body disposal strategy:** due to changing priorities and working patterns, increasingly public bodies are seeking to rationalise their estate. This provides an opportunity for additional housing as this is commonly seen as an appropriate end use for disposals.
- **Open spaces:** this source is made up of publicly owned open space that is used for amenity purposes. This source has been separated out from the total figures reported in this study due to the value of public open space. However, potential sites were identified, and these have been calculated.
- **Intensification of existing housing area:** this capacity source seeks to make more efficient use of existing land, especially in lower density areas. It would seek to develop housing on existing garage courts, considerably large gardens and/or backlands.
- **Redevelopment of car parks:** A reduction in car parking is considered to be supportive of the LDPs spatial strategy of encouraging sustainable transport, and it is identified as a source to consider. Due to the limited potential of this capacity source, and the fact that the feasibility of disposing of car parks has not been considered in most cases, it has not been considered appropriate to further study this capacity source. One car park has been identified under public body disposals.
- **Conversion of commercial buildings:** converting commercial buildings to residential has previously provided significant windfall development at a high density. Given that limited planning protection is afforded to commercial buildings outside of retail centres it is likely that this will continue to be a source that offers additional housing.
- **Land previously allocated for employment uses:** this potential source examines existing employment allocations. Employment land

that has failed to come forward over a plan period may be better used for residential purposes, especially in urban areas.

- 2.12. Care has been taken to avoid duplication in categorisation of sites throughout, both within this document and the committed supply identified in the Housing Land Supply Background Paper. This has been especially important when utilising GIS data as in some cases the same site has fallen into different categories of capacity. As part of the update, two sites that were included within the 2023 UCS but that have subsequently received planning permission for housing, have been removed to avoid double counting – B003 Crossway Methodist Church and B090 Cadoxton House.

Step 3: Surveying the Capacity

- 2.13. Having identified several distinct sources of potential capacity these were surveyed using a mix of methods to identify potential capacity. In many circumstances it has made sense to assess certain sources together, as the methods employed to examine them are the same. The methods employed for surveying are set out in the following paragraphs.

Vacant land within a settlement boundary

- 2.14. Three methods of data collection were used to identify potential capacity on vacant land within settlement boundaries: GIS data that underlies the Green Infrastructure Assessment was interrogated to identify vacant land within settlement boundaries; input from Planning Officers; and planning application data where there had been a planning refusal. Estate agents and auctioneers' websites were also reviewed however no potential sites were identified using this source.
- 2.15. Sites suggested by Planning Officers were usually based on local knowledge. Refused planning applications were reviewed to identify whether a reason for refusal was insurmountable. This exercise identified some instances where the reasons for refusal could be overcome through scheme amendments or the provision of further evidence.
- 2.16. The GIS data underlying the Council's Green Infrastructure Assessment was filtered to identify all land in the Penarth and Barry Settlements classified as vacant, derelict and unclassified. Then sites below 0.02 ha or that were not of a layout whereby residential development would be feasible were discounted. All sites identified from this source are displayed in Appendix 1.

Vacant, derelict and underutilised buildings

- 2.17. Officer inputs and a consideration of historic planning applications were again used to find potential vacant and derelict buildings.
- 2.18. Underutilised buildings in proximity to train stations were identified using GIS data. Buildings outside designated retail and employment boundaries that were within a 500m buffer of train stations and were used for commercial or employment purposes were considered. Then, sites were identified where it was believed the existing use could reasonably be relocated to a designated site, i.e., an employment use to a nearby employment allocation. All sites identified from this source are displayed in Appendix 1.

Public body disposal strategy and land previously allocated for employment uses

- 2.19. These two potential sources have been grouped together as they have been identified primarily through Officer inputs and have specific pre-defined boundaries. There is also an added degree in the certainty of their availability.
- 2.20. For public body disposals Council Estates Officers and the Vale of Glamorgan Public Service Board were contacted to find if those organisations had any planned disposals over the RLDP plan period. It has not been confirmed that all the sites included are going to be disposed, and this study should not be taken as formal confirmation that land will be disposed. However, these buildings have been considered for disposal by public bodies.
- 2.21. All allocated employment land was reviewed by BE Group, who were commissioned to review the Vale's employment land as part of the Employment Land Study Background Paper. This considered whether land should be made available for alternative uses and deallocate for employment purposes. All sites identified from this source are displayed in Appendix 1.

Open space surplus to requirements

- 2.22. Similarly, to vacant land within settlement boundaries, GIS data was utilised to identify these sites. For the open space surplus to requirements the Green Infrastructure Assessment was categorised to show 'general amenity space' and 'green travel routes'. General amenity space is any informal open space available to the public and green travel routes are corridors of green infrastructure in urban areas that link up other green and open spaces to form a green urban network. The RLDP Open Space Background Paper has been used to identify wards where a surplus of open space currently exists. Where the background paper identifies an

under provision it was considered that any loss of open space would conflict with policy. Where an overprovision of open space relative to open space standards at a ward level was reported in the Background Paper, potential sites have been identified and these are reported in Section 3. Where the identification of sites takes wards into an under provision only the yield that can be achieved whilst there is an overprovision is identified. It should be noted that any redevelopment of open space would need to adhere to development plan policies which ensure that the loss of open space would only be acceptable where the facility is no longer required, or such a loss would not have a detrimental impact upon local service provision. This would need to be considered at planning application stage.

Subdivision of existing housing, flats above commercial premises, intensification of existing housing areas and conversion of commercial buildings

- 2.23. These potential sources of capacity have been grouped together as a methodology based on past trends was employed to survey them. Data on the number of dwellings completions of these potential sources was examined from 2011/12 to 2024/25, which is the plan period of the adopted LDP monitored to date. These figures were then projected over the plan period for the RLDP.
- 2.24. As more of a certain capacity source is changed to residential the potential of that source decreases. However, in the case of subdivisions and conversions a review of extant planning permissions that have not been completed shows that these types of windfall development continue to come forward at a healthy rate. For flats above commercial premises, recent retail centre monitoring identifies a supply of vacant units above commercial premises in retail centres. There are no incomplete extant schemes for intensification. However, given the limited number of units projected from this source across the plan period, there is confidence that these will come forward up to 2036.

Empty Homes

- 2.25. This source was investigated by reviewing the number of empty homes brought back into occupancy over the previous 5 years and projecting this forward across the plan period from 2024-25 onwards. Data for empty and brought back into occupancy was collected using the Welsh Local Government Association Public Accountability Measures definition.

Step 4: Assessing Yield

- 2.26. As set out in step 3, some sources have been surveyed for capacity identified spatially using GIS, whereas others have been surveyed using past trends to inform projections. For the sites identified spatially the capacity yield of these sites, in terms of dwellings that can be delivered from these sources, must be considered. Assessing the yield from windfalls will always remain a difficult because these sites have yet to be made known to the planning system. However, to provide insight through this study, the method of density multiplier has been employed. Where identified sites have been subject to a planning application or pre-application, the proposed number of dwellings from the application will be used as the indicator for the capacity yield.
- 2.27. The use of a density multiplier allows for a high number of sites to be considered quickly. This method takes a site's gross area and multiplies it by the identified multiplier(s). Gross site area has been used due to the scope and scale of the Study, and it has not been considered appropriate to investigate net developable areas due to the high number of sites assessed. This method is limited by the fact that densities are impacted by site specific constraints, opportunities and the scale of a development. For example, larger sites are required to deliver greater amounts of infrastructure that reduces the net developable area, whereas smaller infill sites in central locations may be able to achieve much higher densities through flatted development. However, again, this is considered the most appropriate method to employ given the scope and scale of this Study.
- 2.28. In determining a density multiplier for this Study, Policy MD6 of the adopted Vale of Glamorgan Local Development Plan 2011-2026 (2017) sets out a minimum net density of 30 dph would be expected in Barry and Penarth. Future Wales (2021) sets out that new developments should aim for a net density of 50 dph in urban areas, with higher densities expected in more central and accessible locations.
- 2.29. The Study Area encompasses the most accessible locations within the Vale of Glamorgan. Since the LDP was adopted in 2017 the density of windfall development has been significantly higher than 50dph, with average gross densities of 155 dph in Barry and 111 dph in Penarth. Many of these developments have been on smaller sites and for flatted development. However, this study has identified sites with a wide range of areas that could accommodate either flatted development or dwellinghouses.
- 2.30. As set out in paragraph 2.27 for various reasons densities are rarely consistent, especially when there is a large variance in the gross area of

sites. The use of density multipliers as a method means that the larger a site the greater the dwelling yield. This means the yields identified in this Study are influenced most by the largest sites identified, which characteristically have lower densities. Therefore, to ensure that the reported figures are reasonable it is proposed to use the Future Wales target of 50 dph as a robust benchmark. This figure provides a medium between current minimum densities in the adopted LDP and the higher densities that have been experienced in windfall development that has come forward primarily on smaller sites.

Step 5: Discounting Potential

- 2.31. Following Steps 1-4 would identify all sites where housing could feasibly come forward. This is described as the 'unconstrained' capacity figure, which is the theoretic total number of houses that could come forward. This overlooks several considerations that would go into whether a site would actually come forward, and reporting this would not provide reliable or realistic figures to justify the Council's windfall numbers. Therefore, Step 5 identifies filters that have been imposed to rule sites out and improve the robustness of the Study.
- 2.32. When assessing sites using GIS an initial filter was conducted to ensure inappropriate sites were not considered. This filtered out sites: below 0.02ha (i.e. 1 dwelling at 50 dph) in area; that did not have a logical shape that lends itself to residential development; or that did not have appropriate topography.
- 2.33. All other sites assessed using GIS were taken forward for further consideration. The following measures were then taken to discount potential:
 - All land from the 'open space surplus to requirements' source has been considered against the Open Space Background Paper (2025). This identifies the current open space provision in all Wards in the Vale of Glamorgan. Yield has been discounted where it would take Wards into an under provision, and where under provision already exists no sites from this source have been taken forward.
 - Land allocated for a specific non-residential use, for example employment sites and ground floor units in defined retail centres. These are areas where other uses would be more desirable.
 - Formal open / playing spaces – Exceptions to this include open land, and/or sports fields which have the potential of being available for development
 - Churches and other public buildings – Such buildings should be excluded from this study if they are in a good condition and if they

have been well maintained. Such buildings should only be considered for the purpose of this study when there is a chance that the site could be available for development e.g. if specific discussions have taken place or if the site is dormant or underutilised.

- Sites where it would not be possible to provide suitable access i.e. sites that are land locked.

- 2.34. In addition, sites that were submitted as part of the candidate site process that were not considered to be deliverable have been removed from the UCS. This specifically affects site reference B086 Land at Ffordd Y Mileniwm, which was included in the 2023 UCS but following a robust assessment as part of the candidate sites process was deemed not to be deliverable for housing due to a legal covenant that restricted the use of the land.
- 2.35. Furthermore, allocated sites that were included with the adopted LDP but that have not been rolled forward into the RLDP for deliverability issues have also been discounted. This specifically affects P010 Llandough Landings and part of P009 Land off St Augustine's Road (Headlands School)
- 2.36. Sites that have received planning permission for an alternative use that is likely to be implemented have also been removed. This affects B015 Land off Ffordd y Mileniwm, which has been granted planning permission for a new Cardiff and Vale College campus and is likely to be delivered for that use.
- 2.37. A high-level assessment of sites was made against key constraints that would be integral to consideration at planning application stage. How these constraints have been regarded varies depending on whether there are mitigating measures that could overcome a constraint in national policy. For example, sites that are impacted by flooding have not been discounted as it may be possible for this constraint to be overcome through further investigation and achieving compliance with the requirements of TAN15. However, potential yield was also identified on ecological designations such as SINC's and Ancient Woodland. Development on these designations was not considered appropriate, and these sites were discounted.

3. Results

- 3.1. Section 3 identifies all the urban capacity that has been identified from the various potential sources that have passed all 5 steps set out in Section 2.

Vacant Land Within a Settlement Boundary

- 3.2. Table 1 identifies the potential capacity for windfall dwellings on vacant land within settlement boundaries, compiled using GIS data and filtering the Council's Green Infrastructure Assessment.

Table 1: Capacity from windfall dwellings on vacant land within settlement boundaries

*See clarification on figures in paragraph 3.5.

Site Reference	Area (ha)	Dwellings Yield
Barry		
B002	0.14	7
B006	0.04	2
B007	0.19	10
B014	0.04	2
B024	0.13	7
B030	0.04	2
B040	0.03	2
B044	1.79	90
B046	0.39	20
B047	1.68	84
B057	0.07	4
B060	0.09	5
B066	0.24	12
B067	0.08	4
B070	1.04	52
B071	0.34	34
B072	0.91	46
B073	3.06	153
B085	0.02	1
B091	1.15	91
B092	0.35	18
Total	11.82	646
Penarth		
P002	0.45	23
P005	0.13	7
P006	0.11	6
P011	0.06	3
P030	0.42	21
P042	0.30	15
Total	1.47	75

- 3.3. Table 1 sets out that there is significant capacity on vacant land in Barry, amounting to 11.82 hectares, which would deliver 646 dwellings using the applied methodology. Many of the sites are small in scale and are under 0.5 hectares. However, there are also several sites identified that are more than a hectare, which would deliver more housing. Most notably, site B073 could deliver 153 dwellings at 50dph. This site abuts the existing MG2 (11) housing allocation at Pencoedtre School and has no apparent current use. 646 dwellings would contribute significantly to the windfall projection in Barry.
- 3.4. For Penarth, Table 1 identifies that there are 1.47 hectares of vacant land within settlement boundaries, and this could potentially deliver 75 dwellings. This total is comprised of only small sites of below 0.5 hectares in area. 75 dwellings would only contribute around 25% of the projected windfall requirement for Penarth.
- 3.5. As explained in the previous sections, the following vacant sites have been removed or are subject to an amended boundary when compared to the 2023 Urban Capacity Study:

Table 2: Sites removed from the study

Site reference and name	Reason for removal
B086 – Land at Ffordd y Mileniwm	Submitted as a candidate site – deemed not to be deliverable
B003 - Crossway Methodist Church	Approved planning application for housing – included in housing land supply
B015 - Land off Ffordd y Mileniwm	Approved planning application for an alternative use (CAVC college campus)
B090 - Cadoxton house	Approved planning application for housing – included in the housing land supply
P009 - Headlands School	Site boundary reduced to the derelict building on Paget Place
P0010 - Llandough Landings	Previous LDP allocation – not considered to be deliverable

Vacant, Derelict and Underutilised Buildings

- 3.6. Table 3 displays the yield that was identified for the vacant, derelict and underutilised buildings. Identifying sites that were vacant and derelict proved difficult as in some cases occupied sites were unkempt. Furthermore, sites may become vacant or derelict over the RLDP plan period and only then fall into this category.

Table 3: Capacity from vacant, derelict and underutilised buildings

Site Reference	Area (ha)	Dwellings Yield
Barry		
B069	0.05	3
B093	0.62	31
Total	0.67	34
Penarth		
P001	0.03	2
P009	0.11	6
P012	0.16	8
P046	0.15	30
Total	2.4	46

- 3.7. This source provides small amounts of yield in both Barry and Penarth. In Barry, a capacity of 34 dwellings is identified, which does not contribute substantially to the windfall requirement projected for the town. Penarth meanwhile has 46 dwelling spaces identified. Both account for very little of the projected windfall for both urban areas.

Public Body Disposal Strategy and Land Previously Allocated for Employment Uses

- 3.8. Enquiries were made both internally and with the Vale of Glamorgan Public Service Board to identify sites that were available for disposal. BE Group also assessed current employment allocations to identify whether rationalisation of these sites was required, however none have been identified as suitable for this study. Table 4 identifies the sites that were identified through this process. As set out in paragraph 2.20, these sites have been considered for disposal by public bodies and inclusion in this table is by no means confirmation of their final disposal.

Table 4: Capacity from public body disposals and land previously allocated for employment uses

Site	Site Ref	Area (ha)	Dwelling Yield
Barry			
Barry College	B001	3.9	140
Court Road Multi-Storey Car Park	B075	0.15	24
Broad St Clinic	B087	0.33	46
Total		11.83	210
Penarth			
Penarth Police Station	P045	0.2	10
Total		0.2	10

- 3.9. Table 4 identifies that there is significant potential capacity from public body disposals and employment sites over the plan period in Barry. This potential is primarily underpinned by the Barry College site with a potential to deliver 140 dwellings. The total public body disposals in Barry could account for 37% of its projected windfall.
- 3.10. B086 - Land at Ffordd Mileniwm was originally identified as land previously allocated for employment uses in the BE Group Employment Study. The site abuts the Barry settlement boundary and is near several services in the town including Barry Docks Interchange. However, several constraints have been identified that restrict the land from having the potential to deliver any residential development and so it has been considered appropriate to exclude the site from the study.
- 3.11. This source is projected to contribute only 10 dwellings in Penarth at the town's police station, where there are currently plans for its relocation.

Open Space Surplus to Requirements

- 3.12. GIS data informed by the Council's Green Infrastructure Assessment has been used to consider these sources. Table 5 sets out the potential yield from these sites. As set out in paragraph 2.22, where under provision was identified in a ward no yield was identified, and where the identification of yield took Wards into an under provision only yield that retained a positive provision of POS was identified.

Table 5: Capacity from Open Space Surplus to Requirements

Barry				
Ward	Total Developable Space Identified (Ha)	Ward Open Space Provision (Ha)	Potential Developable Area (Ha)	Dwelling Yield
Buttrills	0.564	-0.96		
Gibbonsdown	6.87	14.00	6.87	343.5
Court	2.293	0.40	0.40	20
Illtyd	4.49	0.73	0.73	36.5
Cadoc	3.052	6.39	3.052	152.6
Castleland	0.032	-1.00		
Baruc	0	-3.42		
Dyfan	5.868	0.23	0.23	11.5
Total			11.3	552.6
Penarth and Sully				
Cornerswell	0.619	-2.13		
Sully and Lavernock	0.19	1.08	0.19	9.5
Llandough	0.168	-0.59		
Plymouth	3.33	4.30	3.33	166.5

St. Augustine's	1.933	-1.54		
Stanwell	2.419	-1.98		
Total			3.5	176

- 3.13. Table 5 identifies the dwellings yield from open spaces. In Barry, it identifies that a significant amount of housing can come forward in these areas. There is the potential to supply 552 dwellings in the Gibbonsdown, Court, Illtyd, Dyfan and Cadoc Wards, without taking these into an under provision of public open space. In total this source would amount to 97% of the projected windfall development in Barry.
- 3.14. Similarly, it is apparent that there is a lot of potential capacity in open spaces in Penarth, and it was identified that 176 dwellings could be delivered in the Sully and Plymouth Wards. This would amount to 57% of the projected windfall development for Penarth.
- 3.15. As set out in paragraph 2.11, the figures reported here have not been included in the overall figures identified in the Study due to the importance of retaining public open space within the study area. Despite this, it is evident that a degree of capacity exists from this source.

Subdivision of Existing housing, Flats Above Commercial Premises, Intensification of Existing Housing Areas and Conversion of Commercial Buildings

- 3.16. Projections were used to inform assumptions on the amount of windfall housing that may come forward from these sources. To do this the total number of developments approved for these source types were identified in Penarth and Barry during the current plan period to date (2011/12 – 2024/25) and divided by that period to find the average total per year. These figures were then used to project forward from 2025/26 to 2035/36, which is the remainder of the RLDP plan period. The results of this are identified in Table 6 on the following page. Table 6 also identifies extant windfall developments for these source types to provide a reference for how they are performing early in the RLDP Plan Period.

Table 6: Projected figures for Subdivision of existing housing, flats above commercial premises and intensification of existing housing areas, conversion of commercial buildings

Capacity source	Average completions per annum 2011/12-2024/25 (units)	Projection 2025/26-2035/36 (units)	Extant windfall consents not completed (units)
Barry			
Subdivision of Existing Housing	0.50	5.50	11
Flats above commercial premises	3.29	36.14	9
Intensification of existing housing areas	0.64	7.07	3
Conversion of commercial buildings	12.50	137.5	66
Total (rounded up)		187	89
Penarth			
Subdivision of Existing Housing	1.14	12.57	11
Flats above commercial premises	0.93	10.21	6
Intensification of existing housing areas	0.79	8.64	0
Conversion of commercial buildings	2.00	22.00	34
Total (rounded up)		54	51

- 3.17. The average completion figures show that subdivisions and intensification of existing housing have not typically contributed significant additional housing in Penarth and Barry, and neither have flats above commercial premises in Penarth, during the current plan period. When projected across the remainder of the RLDPs plan period these sources accumulatively provide 44 dwellings. However, previous trends show these are not primary sources of windfall housing in the study area.
- 3.18. These figures do show that there is greater potential for additional capacity in Penarth through the conversion of commercial buildings and in Barry through flats above commercial premises. The figures for uncompleted extant consents for conversions of commercial buildings in Penarth identifies that consent already exists for the projected figures to be achieved this early in the RLDP plan period. This is largely attributed to one development that was under construction as of the base date 1st April 2023. It is highly likely that this figure will continue to increase above the projection throughout the plan period.

- 3.19. Recent monitoring of retail centres identified that there are 81 commercial units above shops in the study area (which could be further sub-divided), and 34 of these were currently vacant. This supports the projected figures by showing yield remains in the source.
- 3.20. The conversion of commercial buildings in Barry is by far the greatest potential source of additional capacity from these four sources. It is apparent that progress is being made early in the RLDP plan period toward the projections with 66 units currently benefitting from extant consents. In addition, there are currently lapsed consents for 48 further units in Barry, indicating the capacity exists.
- 3.21. In all, these potential sources of urban capacity provide for 27% of the projected windfalls in Barry and 16% in Penarth. There are currently 35 windfall units being considered by the Council from these capacity sources. Whilst there is no certainty these will be granted planning permission or completed, it does indicate that there remains depth to these sources.

Empty Homes

- 3.22. Table 7 sets out the number of empty homes identified in Barry and Penarth from 2017/18 to 2023/24 and the number of these brought back into use. The methodology employed for calculating the number of empty homes brought back into use is set out in the WLGA Performance Accountability Measure Guidance⁴, which was last updated for empty homes in 2019-20. Data Cymru produced guidance for data that should be collected in relation to empty homes asking for homes empty for 12 months+ to be provided from 2022 as well as those empty for 6 months+. However, to remain consistent with the data from 2017/18 to 2021/22 only the homes empty for 6 months + figure has been used and is a snapshot as of the April of the year first identified.

Table 7: Projected Figures for Empty Homes

Year	Homes Empty for 6 Months +	Empty Homes Returned to occupation
		Number
Barry		
2017/18	257	27
2018/19	298	40
2019/20	325	46
2020/21	313	31
2021/22	291	35
2022/23	226	20

⁴ [Download.aspx \(data.cymru\)](#)

2023/24	267	33
Average	282	33
Penarth		
2017/18	119	4
2018/19	181	25
2019/20	190	29
2020/21	185	22
2021/22	184	15
2022/23	169	28
2023/24	169	15
Average	171	20

- 3.23. Figure 2 identifies that since 2018/19 the number of empty homes in both Barry and Penarth has remained relatively stable, with lower figures presented for 2017/18 in both settlements. It could be possible to identify that all empty homes for 6+ months identified in April 2024 (267 in Barry and 169 in Penarth) could come back into occupation over the plan period. However, this fails to consider that other homes may become empty during this time and that there may be underlying issues with these buildings that mean it would not be possible to bring them back into occupation.
- 3.24. Resultantly, it is considered that a more reliable figure is the number of houses that have been returned to occupation. This reflects past trends and overcomes the issues with simply assuming all homes can be brought back into occupation. Accordingly, the average number of houses returned to occupation during the study period have been projected forward over the plan period remaining for the RLDP from 2024/25.
- 3.25. Projecting these figures over the plan period identifies that 396 dwellings could be reoccupied in Barry and 240 dwellings could be reoccupied in Penarth. These figures contribute strongly to the total windfall requirements for both settlements.

4. Findings

- 4.1. The purpose of this Urban Capacity Study is to analyse the potential urban capacity of Barry and Penarth (including Llandough). This has been carried out to assist in justifying the windfall housing targets for these settlements, given their constrained nature.
- 4.2. The capacity of a range of sources was assessed using several methods, as set out in Section 2 to identify indicative housing yields. The findings from these assessments are displayed in Section 3, and this shows that significant capacity exists in Barry and Penarth for windfall housing. There is notable capacity for development on open spaces, even when discounting Wards with a current under provision, and on vacant land. Table 8 displays the capacity from each source in both towns.

Table 8: The total yield from all assessed sources of capacity

Source	Barry Yield	Penarth Yield
Vacant Land Within a Settlement Boundary	646	75
Vacant, Derelict and Underutilised Buildings	34	46
Public Body Disposal Strategy and Land Previously Allocated for Employment Uses	210	10
Subdivision of Existing Housing, Flats Above Commercial Premises, Intensification of Existing Housing Areas and Conversion of Commercial Buildings	187	54
Total	1077	155
Open Space Surplus to Requirements	553	176
Empty Homes	396	240
Total Including Empty Homes and Open Space	2026	601

- 4.3. As set out in paragraph 2.10, it is projected that 680 dwellings could potentially come forward on small and large windfall sites in Barry during the remainder of the RLDP plan period, and 122 could potentially come forward in Penarth and Llandough.
- 4.4. Whilst it is not expected that all the identified yield will be developed, and cumulatively it may not even be acceptable for that, the Study shows that there is sufficient capacity for windfall development in both Barry and Penarth/Llandough to meet the projected windfall housing figures.

5. Appendices

Appendix 1: Sites Identified Through the Urban Capacity Study

Urban Capacity Study Site Location Plan - Barry



Site Reference: B001

Location: Cardiff and Vale College, Colcot Road, Barry

Source: Public Body Disposal

Area (Ha): 3.9

Yield: 140

Scale 1:2500

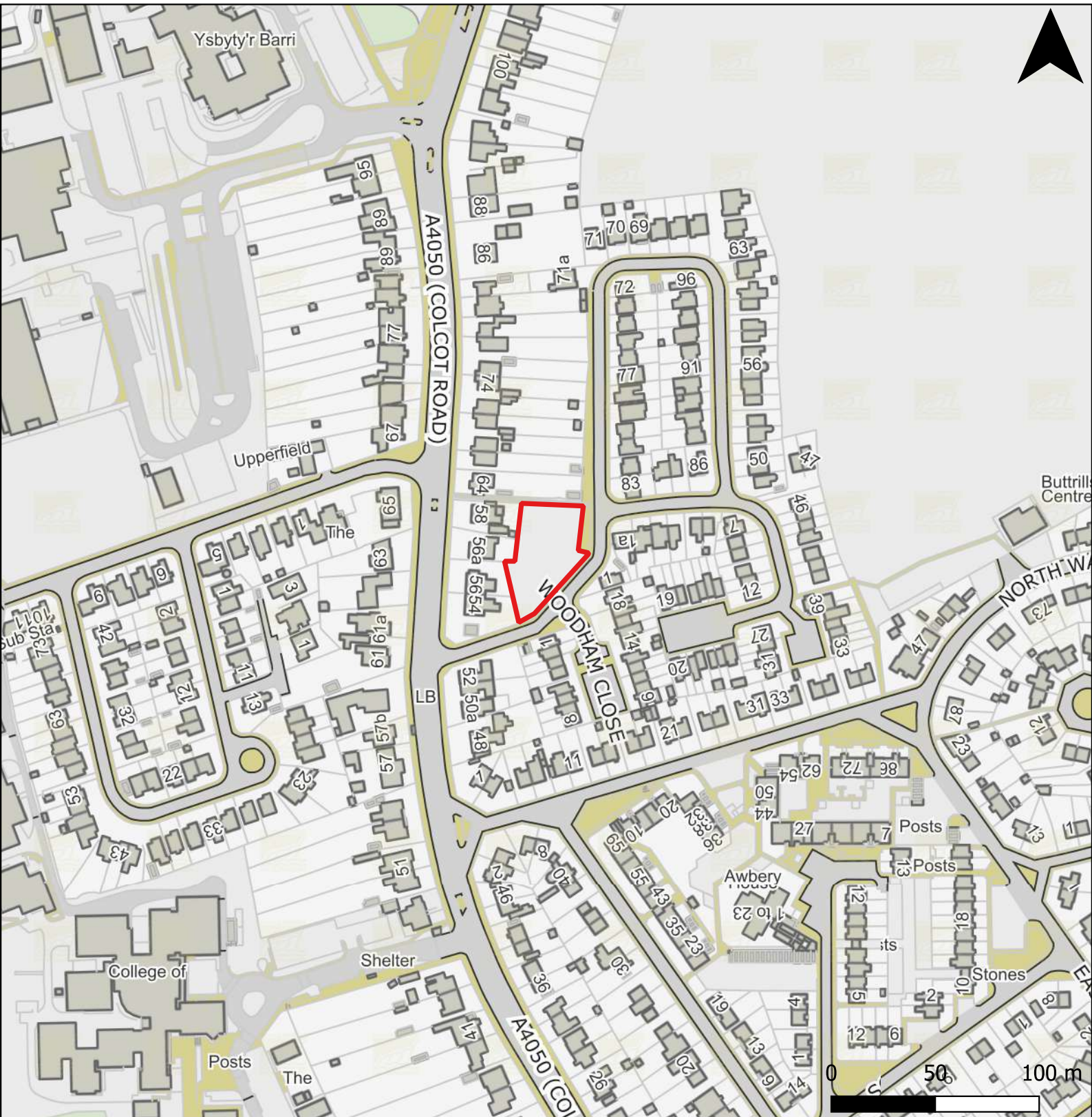
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B002

Location: Land off Woodham Park, Barry

Source: Vacant Land

Area (Ha): 0.14

Yield: 7

Scale 1:2500

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Urban Capacity Study Site Location Plan - Barry



Site Reference: B006

Location: Land off Port Road East, Barry

Source: Vacant Land

Area (Ha): 0.04

Yield: 2

Scale 1:2500

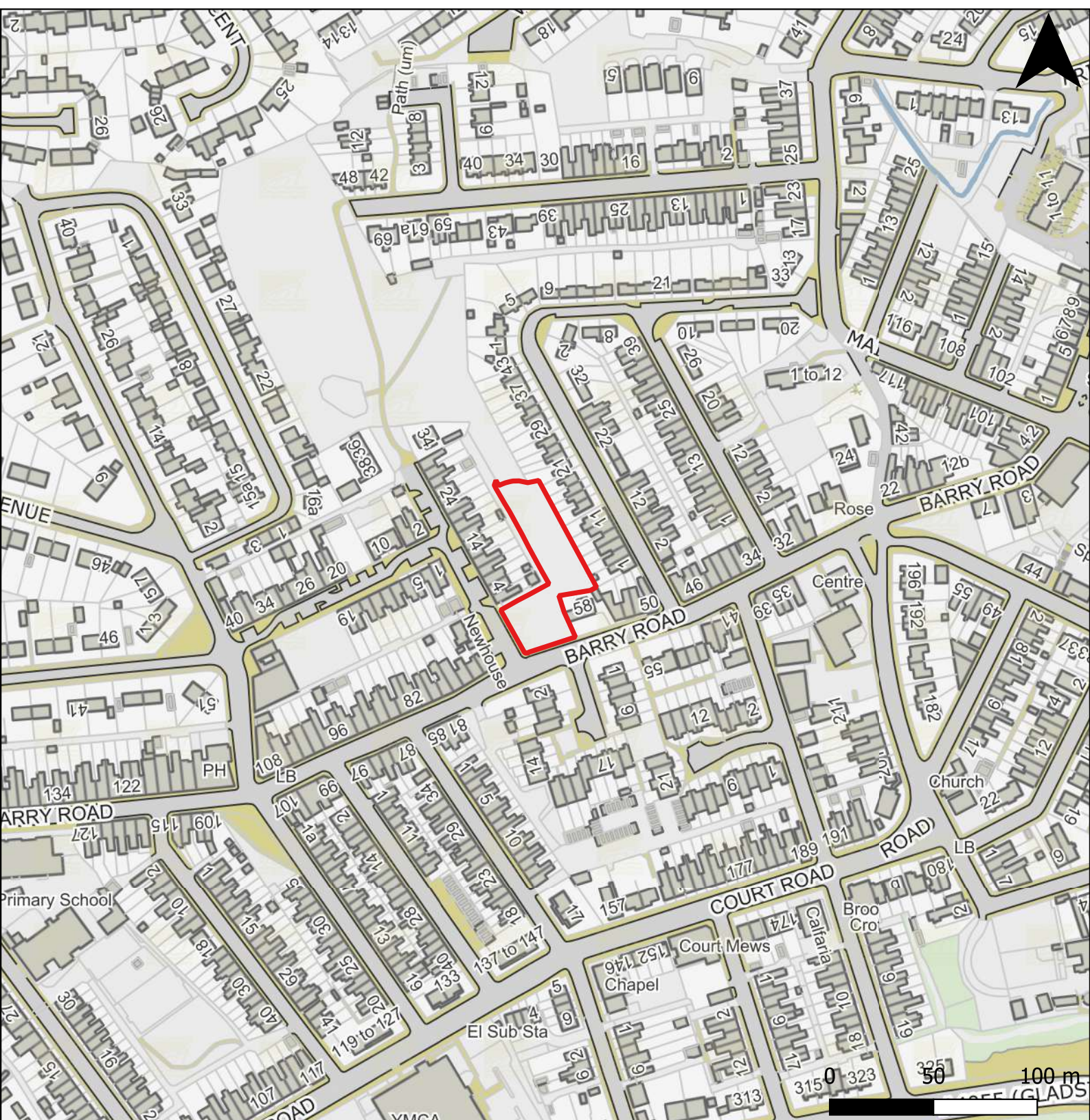
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B007

Location: Land off Glebe Street, Barry

Source: Vacant Land

Area (Ha): 0.19

Yield: 10

Scale 1:2500

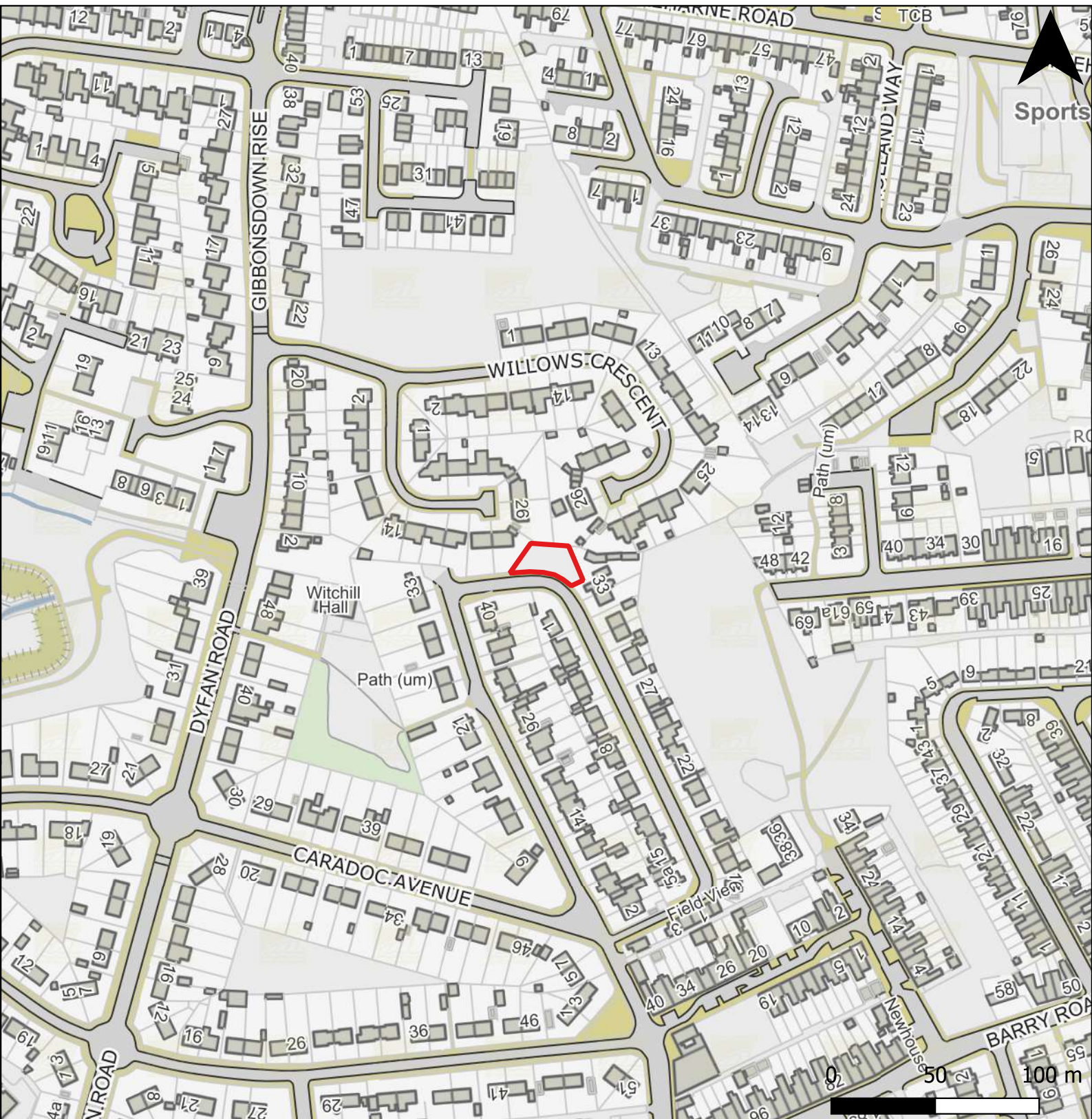
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B014

Location: Land off Field View Road, Barry

Source: Vacant Land

Area (Ha): 0.04

Yield: 2

Scale 1:2500

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Urban Capacity Study Site Location Plan - Barry



Site Reference: B024

Location: Land off Dobbins Raod, Barry

Source: Vacant Land

Area (Ha): 0.13

Yield: 7

Scale 1:2500

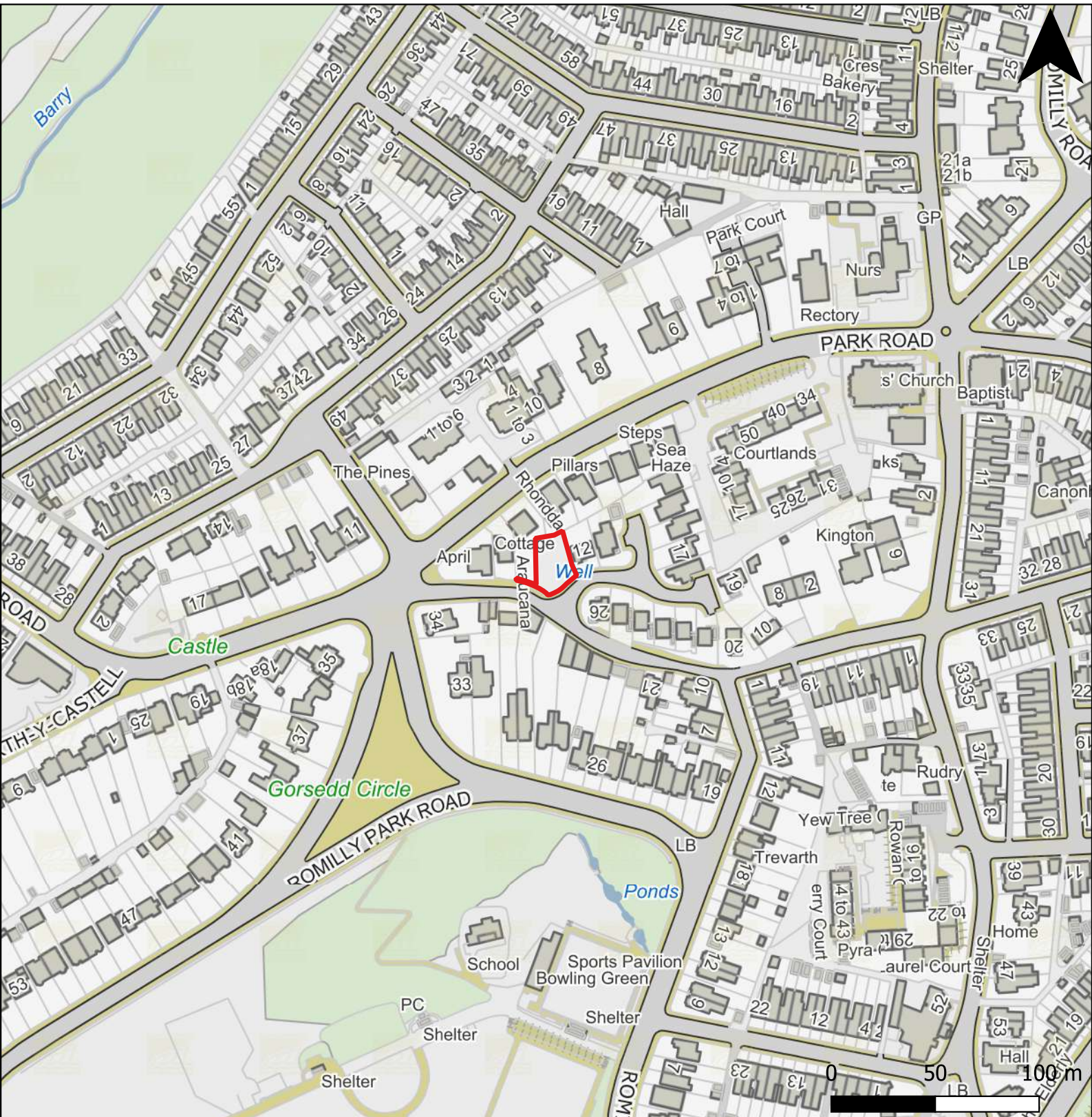
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B030

Location: Land off Caer Ffynnon, Barry

Source: Vacant Land

Area (Ha): 0.04

Yield: 2

Scale 1:2500

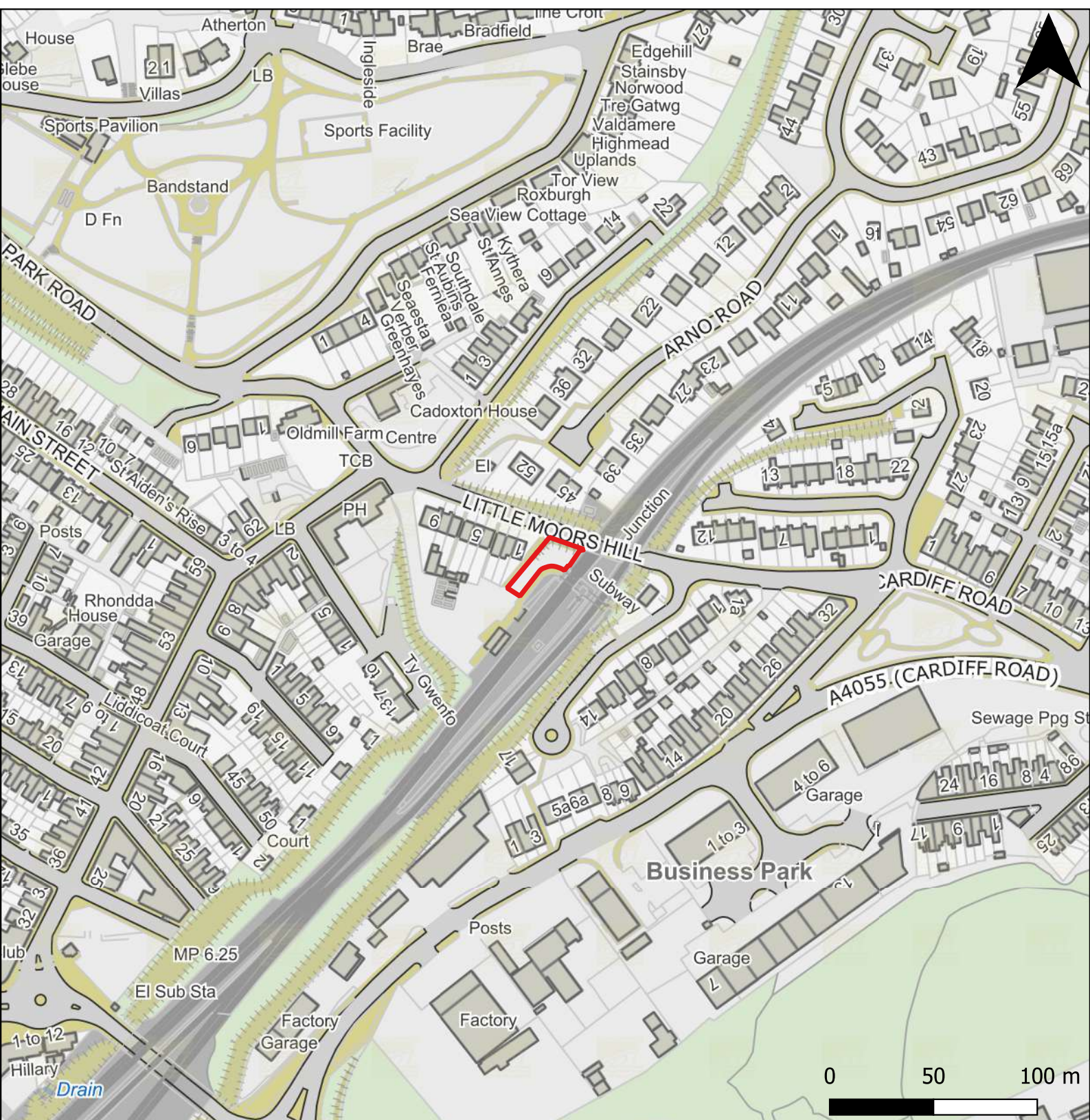
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B040

Location: Land at Little Moors Hill, Barry

Source: Vacant Land

Area (Ha): 0.03

Yield: 2

Scale 1:2500

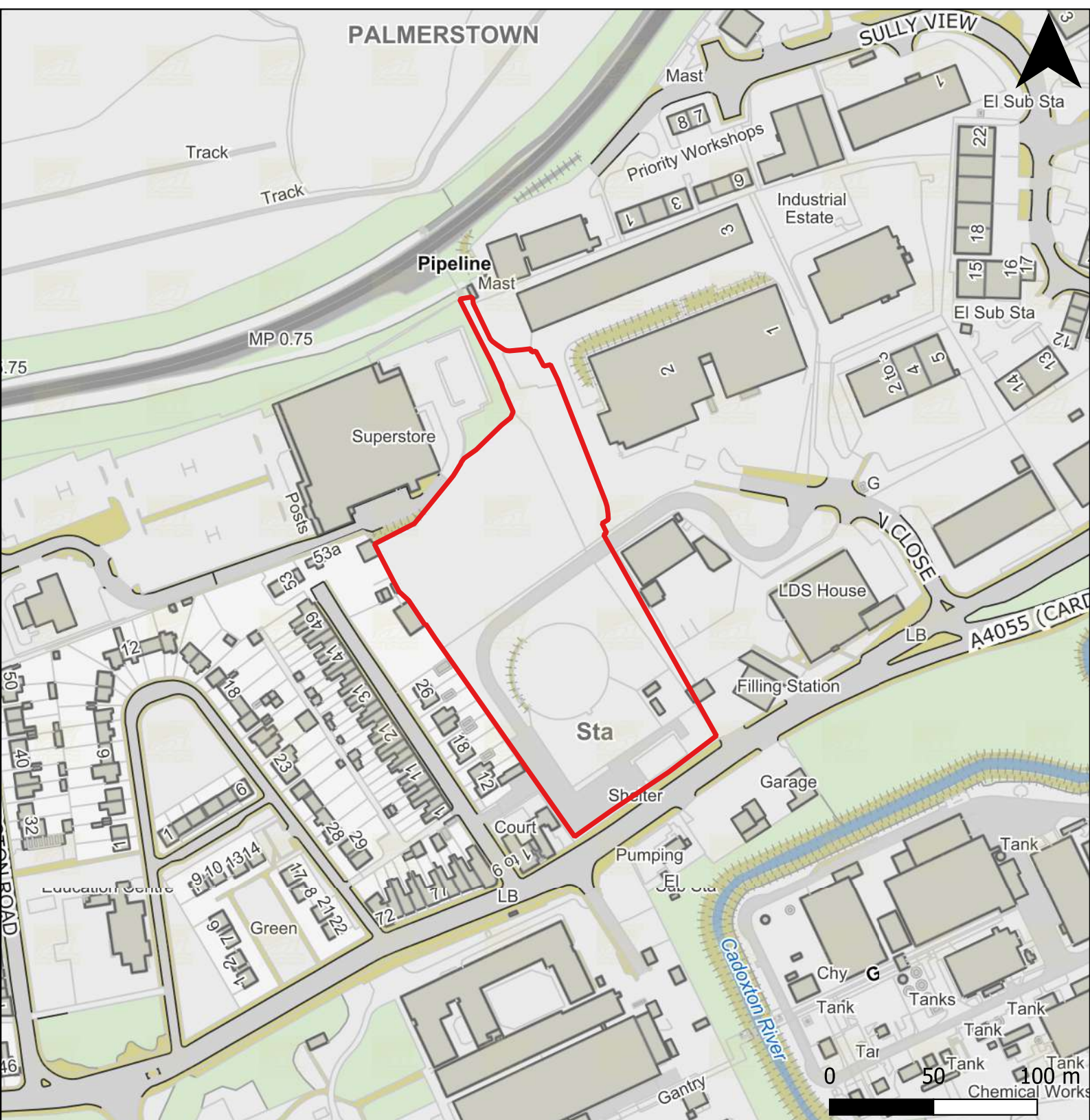
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B044

Location: Land at Cardiff Road, Barry

Source: Vacant Land

Area (Ha): 1.79

Yield: 90

Scale 1:2500

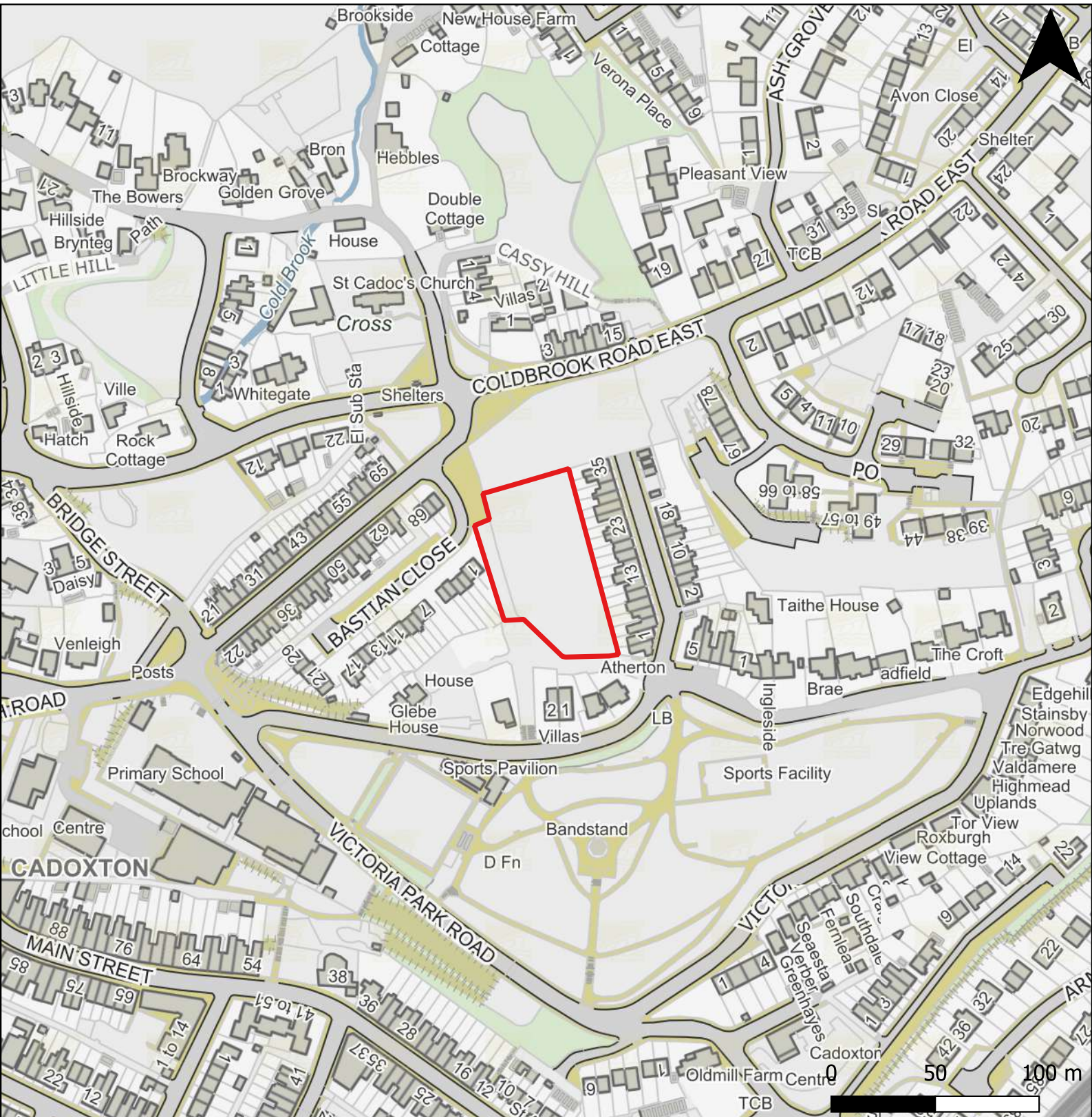
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B046

Location: Land off Bastian Close, Barry

Source: Vacant Land

Area (Ha): 0.39

Yield: 20

Scale 1:2500

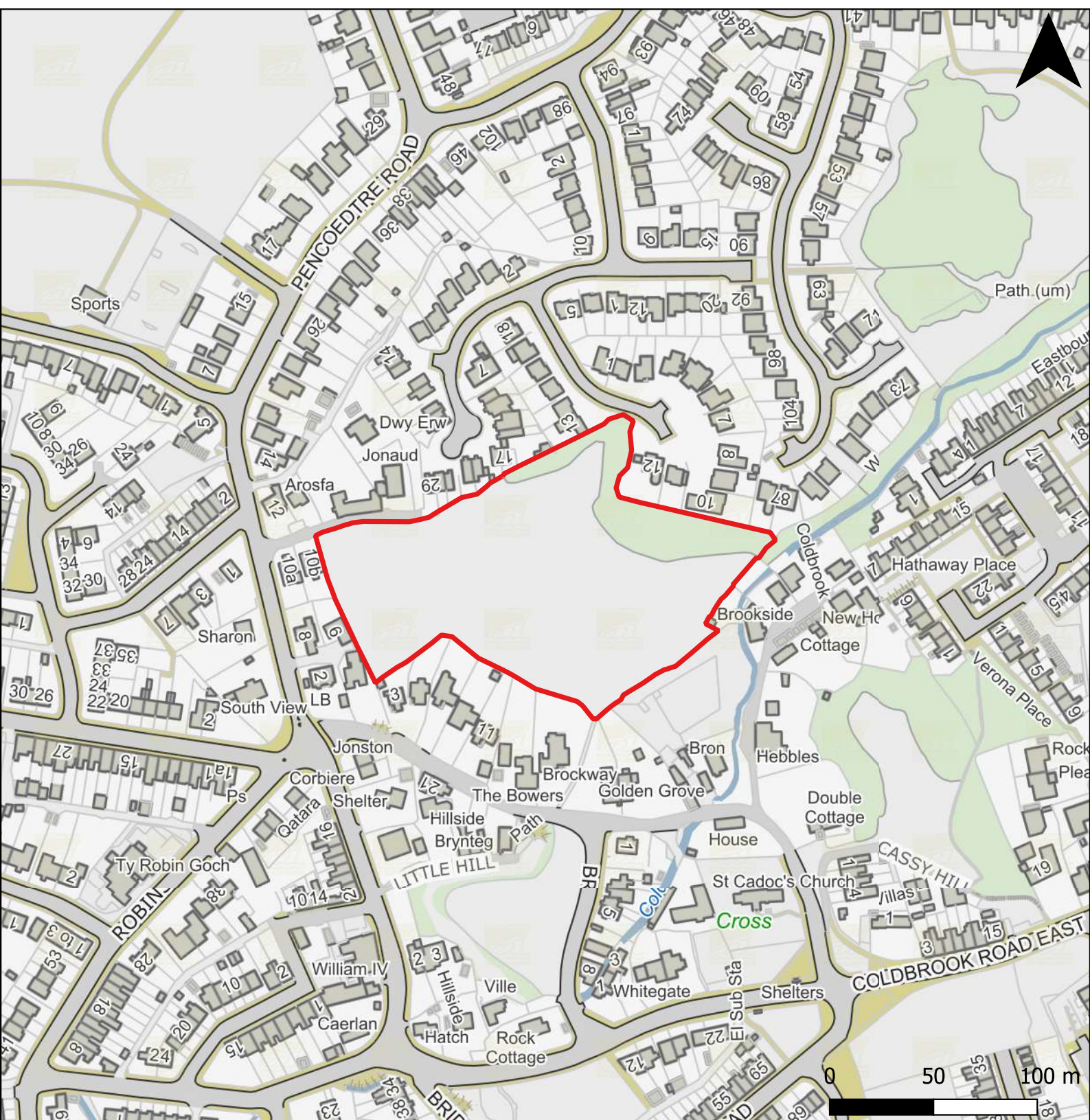
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B047

Location: Land off Pencoedre Road, Barry

Source: Vacant Land

Area (Ha): 1.68

Yield: 84

Scale 1:2500

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Urban Capacity Study Site Location Plan - Barry



Site Reference: B057

Location: Land at Westward Rise, Barry

Source: Vacant Land

Area (Ha): 0.07

Yield: 4

Scale 1:2500

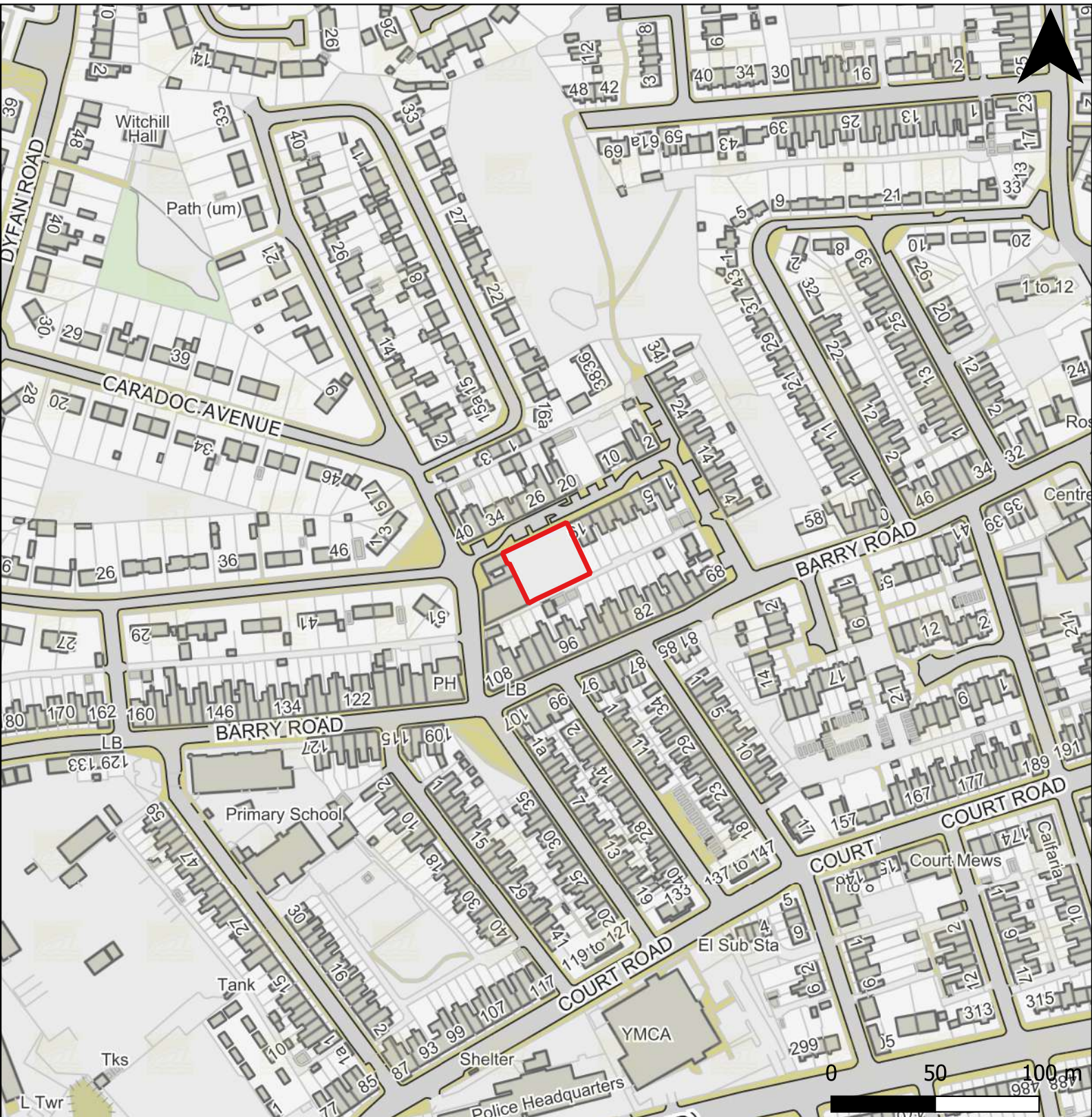
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B060

Location: Land off Gilbert Street, Barry

Source: Vacant Land

Area (Ha): 0.09

Yield: 5

Scale 1:2500

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Urban Capacity Study Site Location Plan - Barry



Site Reference: B066

Location: Land at Palmerston Road, Barry

Source: Vacant Land

Area (Ha): 0.24

Yield: 12

Scale 1:2500

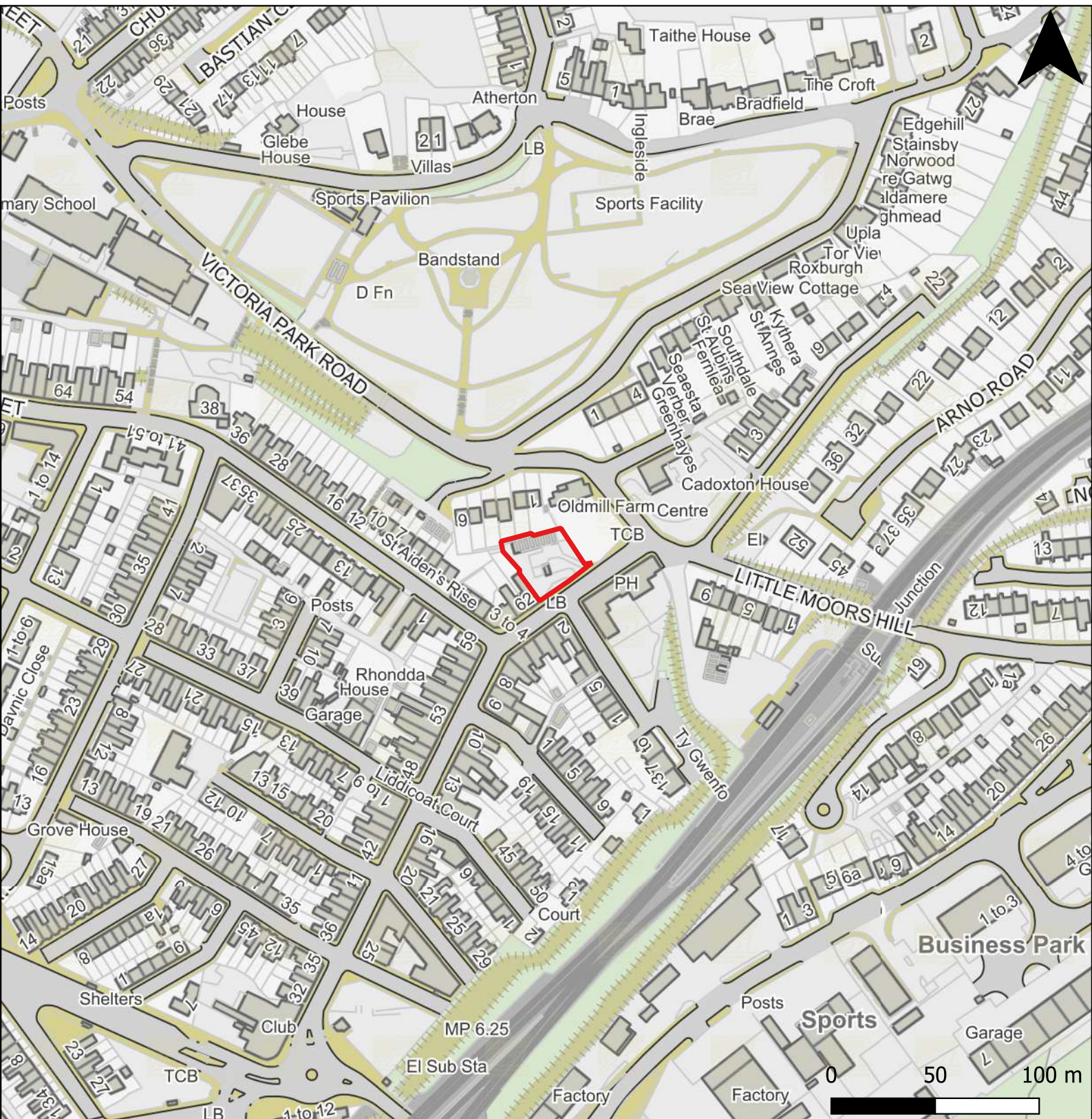
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B067

Location: Land at Vere Street, Barry

Source: Vacant Land

Area (Ha): 0.08

Yield: 4

Scale 1:2500

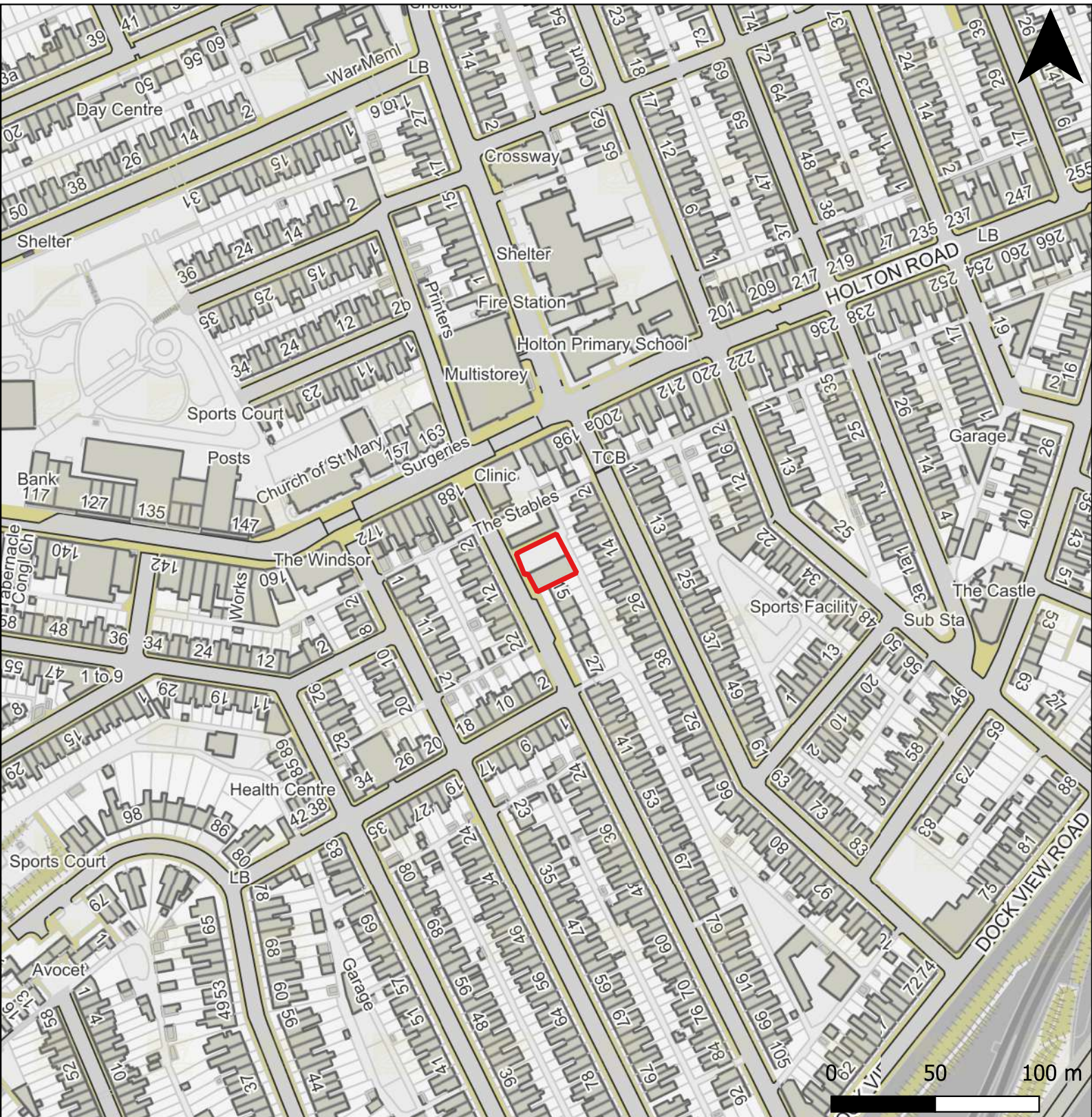
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B069

Location: 14 Castleland Street, Barry

Source: Vacant, Derelict and Underutilised Buildings

Area (Ha): 0.05

Yield: 3

Scale 1:2500

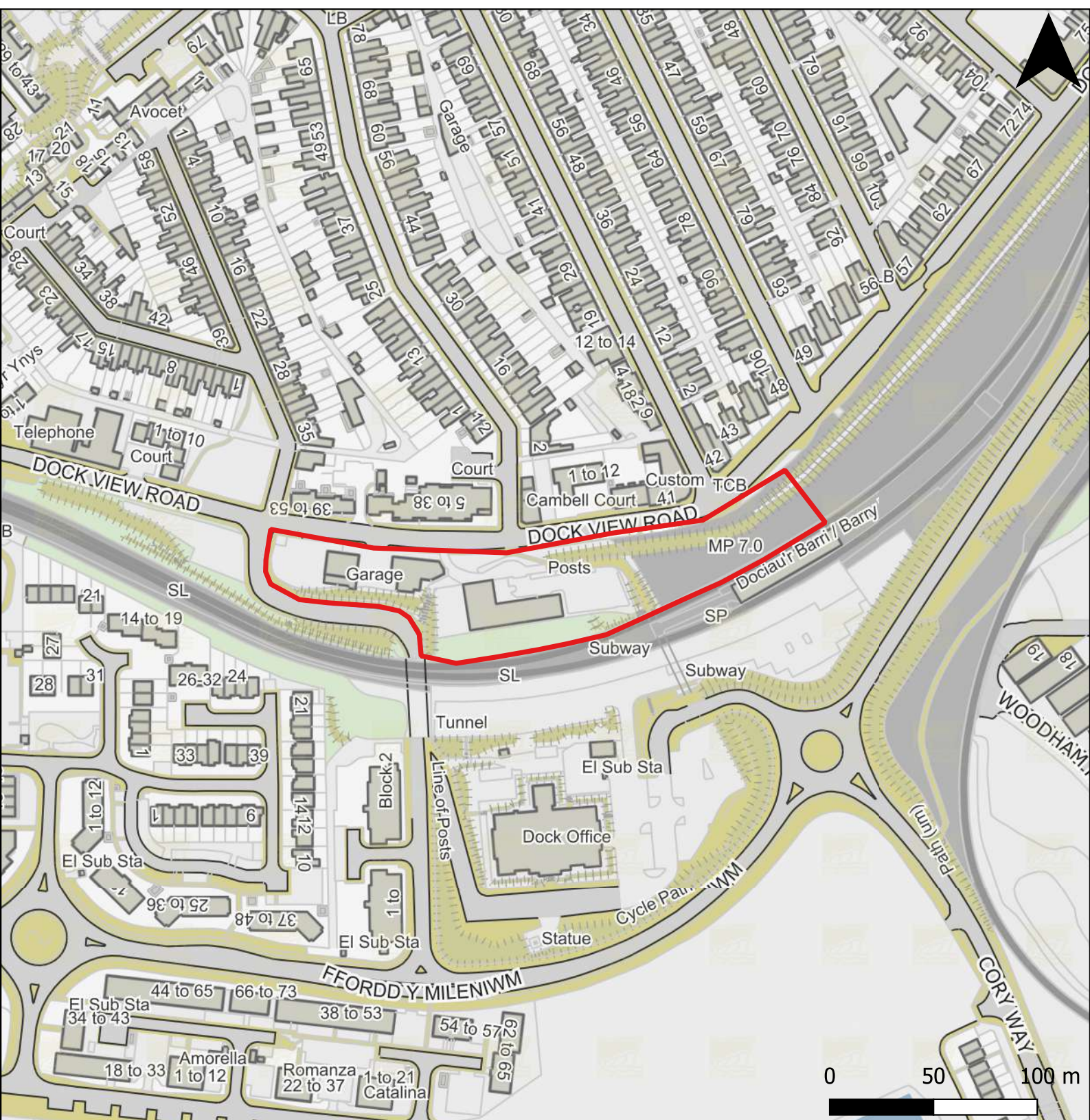
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Urban Capacity Study Site Location Plan - Barry



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Site Reference: B070

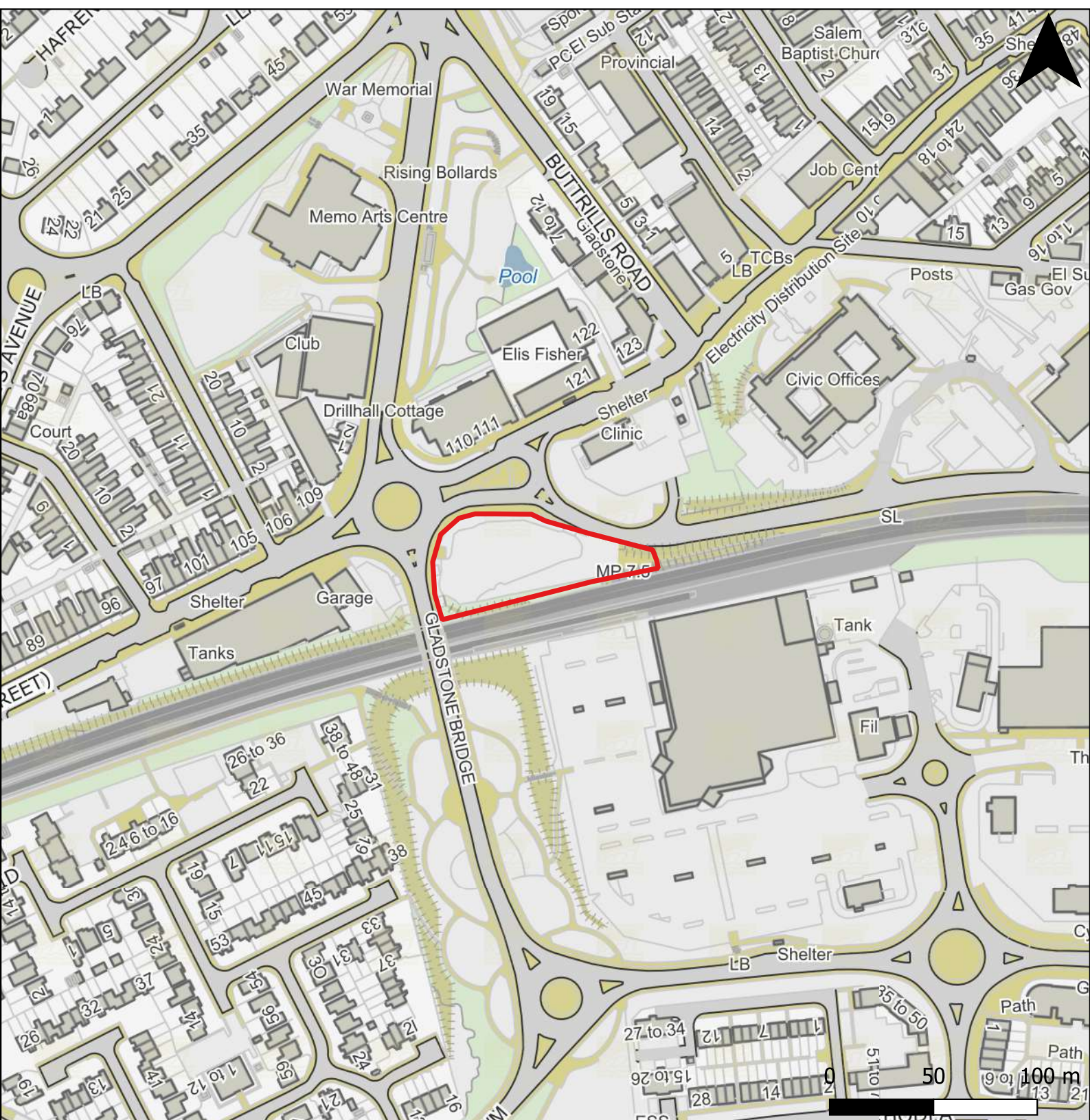
Location: Land at Dock View Road, Barry

Source: Vacant Land

Area (Ha): 1.04

Yield: 52

Urban Capacity Study Site Location Plan - Barry



Site Reference: B071

Location: Land at Gladstone Bridge, Barry

Source: Vacant Land

Area (Ha): 0.34

Yield: 17

Scale 1:2500

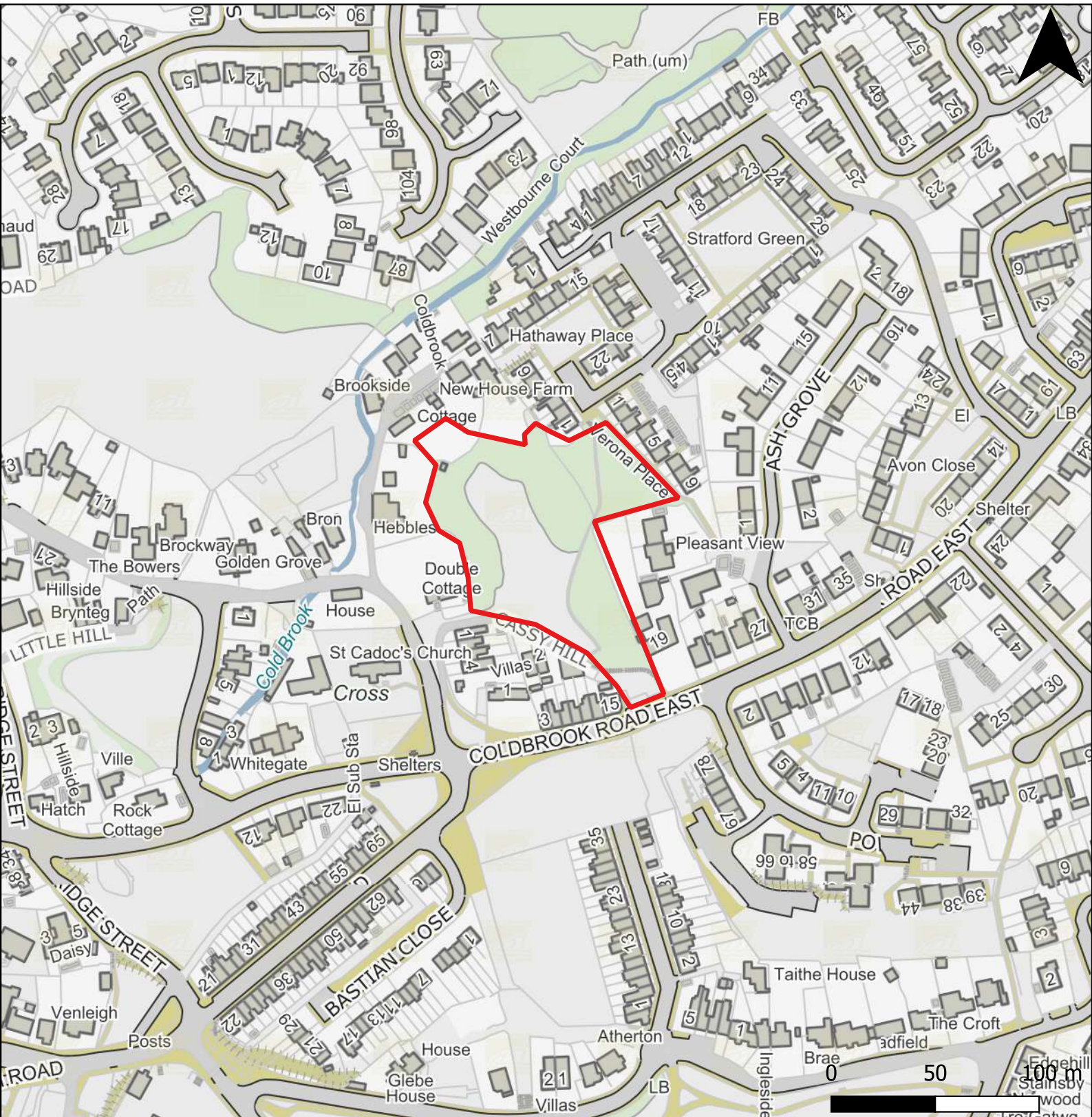
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B072

Location: Land off Church Terrace, Barry

Source: Vacant Land

Area (Ha): 0.91

Yield: 46

Scale 1:2500

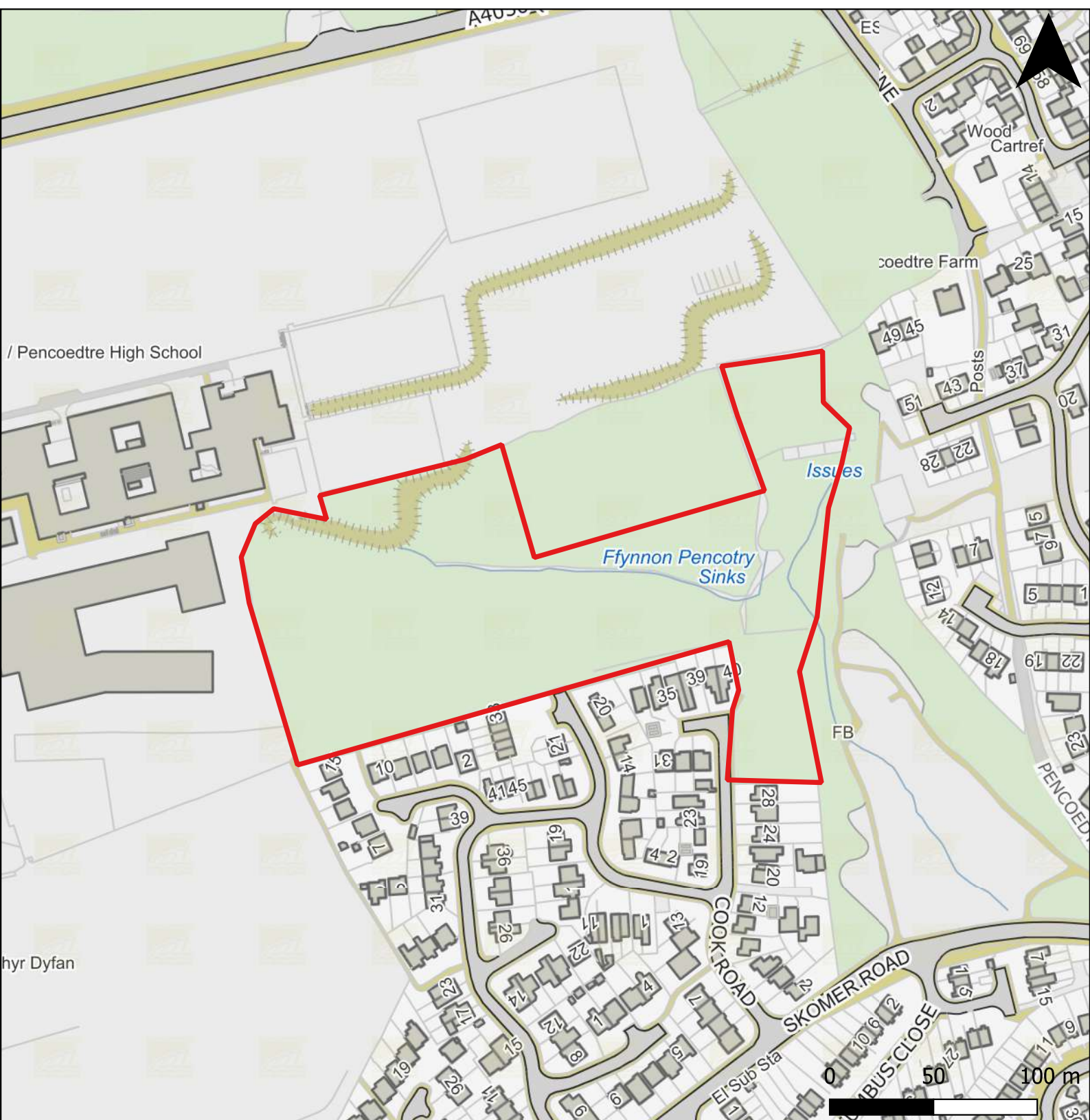
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B073

Location: Land off Francis Road, Barry

Source: Vacant Land

Area (Ha): 3.06

Yield: 153

Scale 1:2500

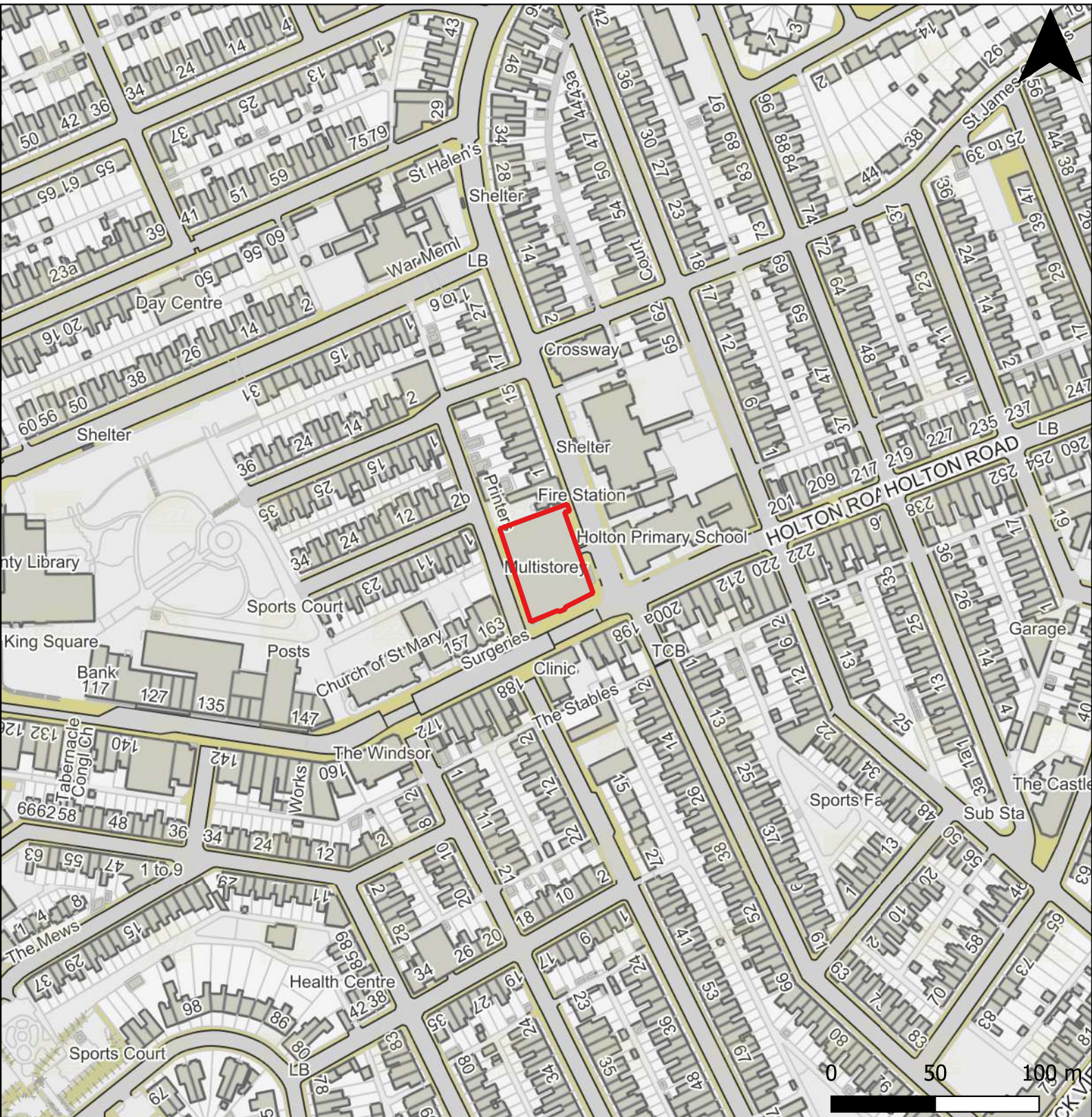
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B075

Location: Court Road Multi-storey Car park, Barry

Source: Public Body Disposal

Area (Ha): 0.15

Yield: 8

Scale 1:2500

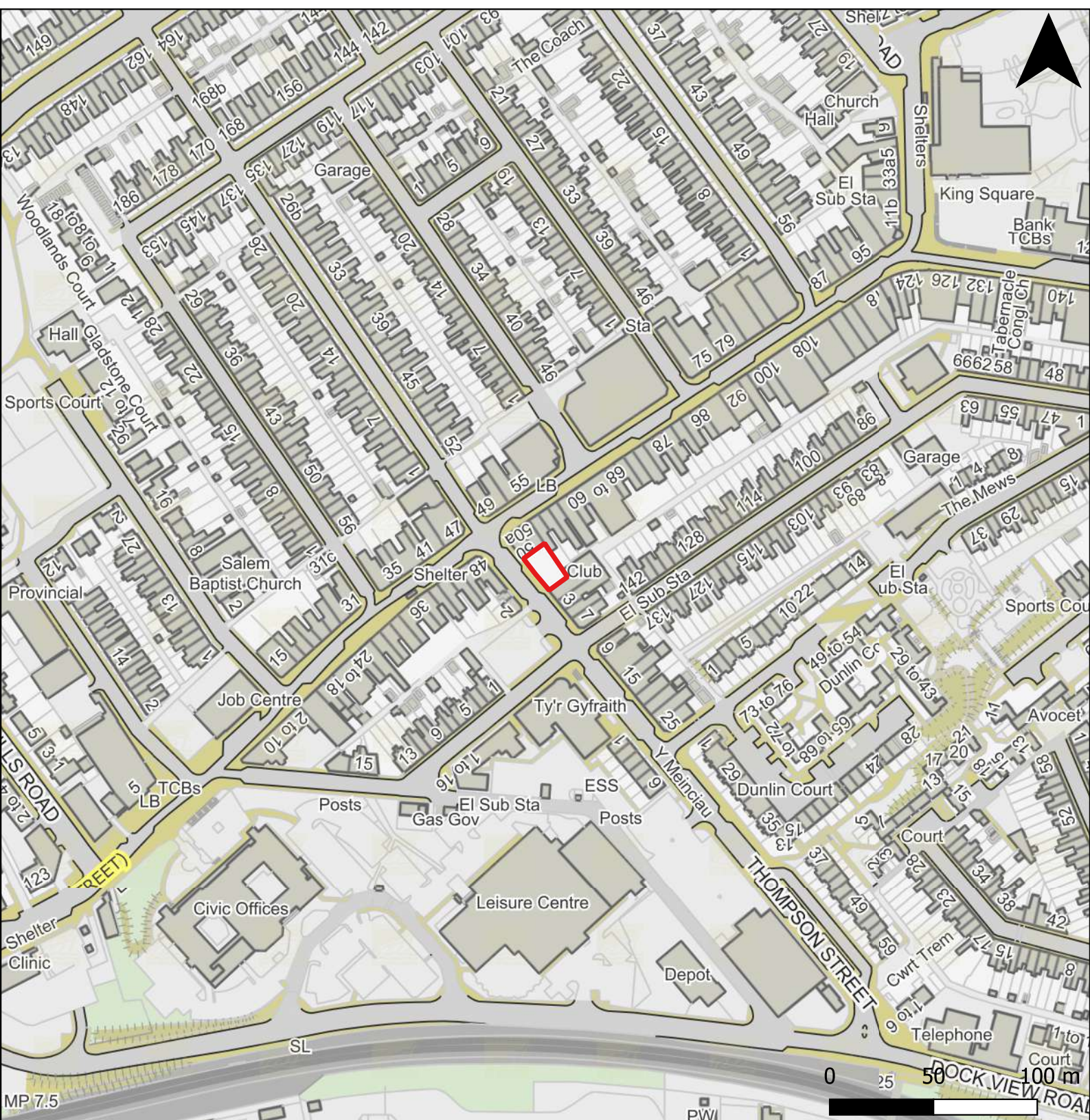
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B085

Location: Land to the rear of 50 Holton Road, Barry

Source: Vacant Land

Area (Ha): 0.02

Yield: 1

Scale 1:2500

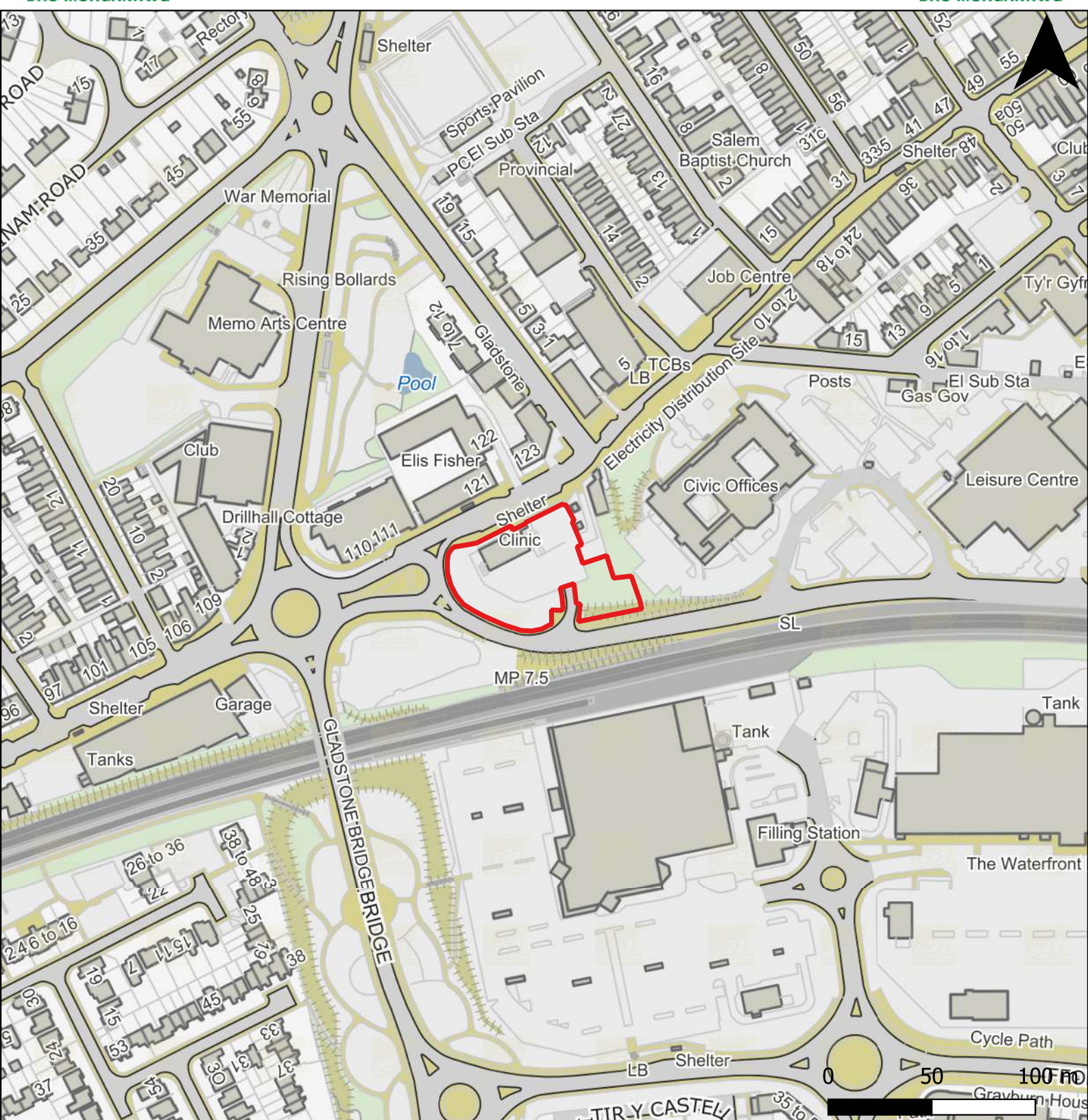
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B087

Location: Broad St Clinic,

Source: Public Body Disposal

Area (Ha): 0.33

Yield: 17

Scale 1:2500

Legend

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Urban Capacity Study Site Location Plan - Barry



Site Reference: B091

Location: Land North of Barry Island Car Park, Barry

Source: Vacant Land

Area (Ha): 1.15

Yield: 57

Scale 1:2500

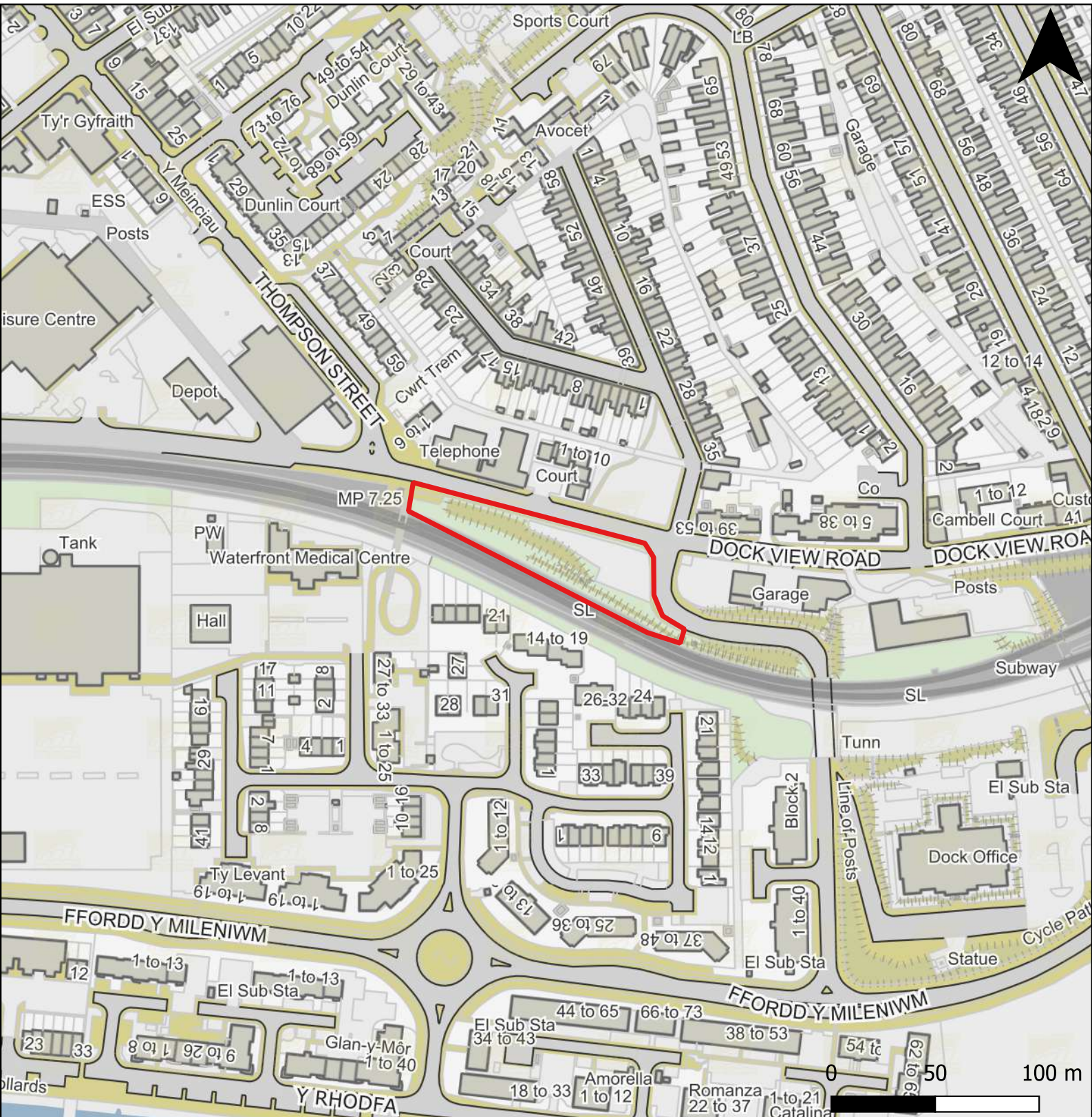
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Urban Capacity Study Site Location Plan - Barry



Site Reference: B092

Location: Land at Dock View Road, Barry

Source: Vacant Land

Area (Ha): 0.35

Yield: 18

Scale 1:2500

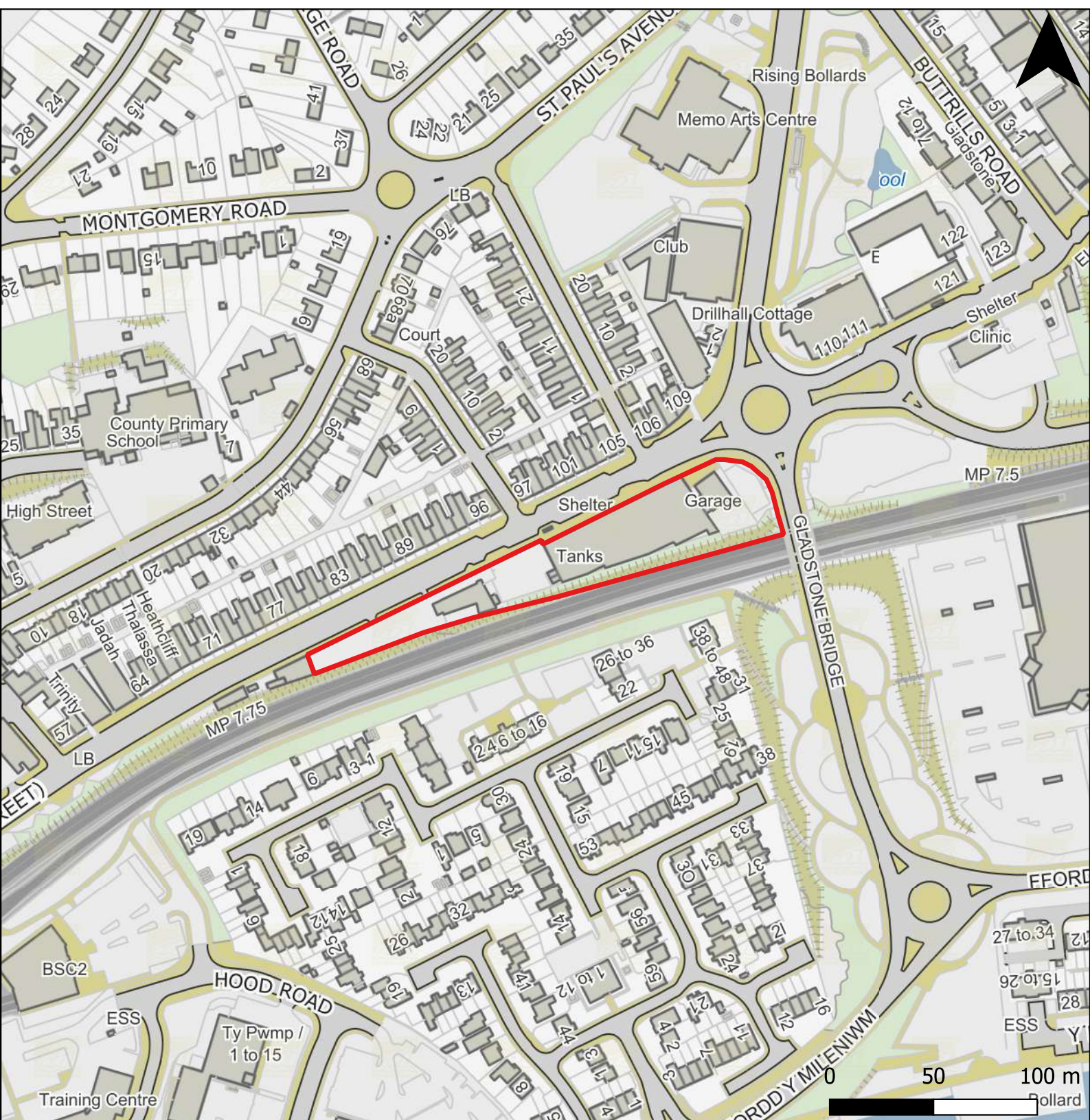
Legend

Site Location

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Urban Capacity Study Site Location Plan - Barry



Site Reference: B093

Location: Land West of Gladstone Bridge, Barry

Source: Vacant, Derelict and Underutilised Buildings

Area (Ha): 0.62

Yield: 31

Scale 1:2500

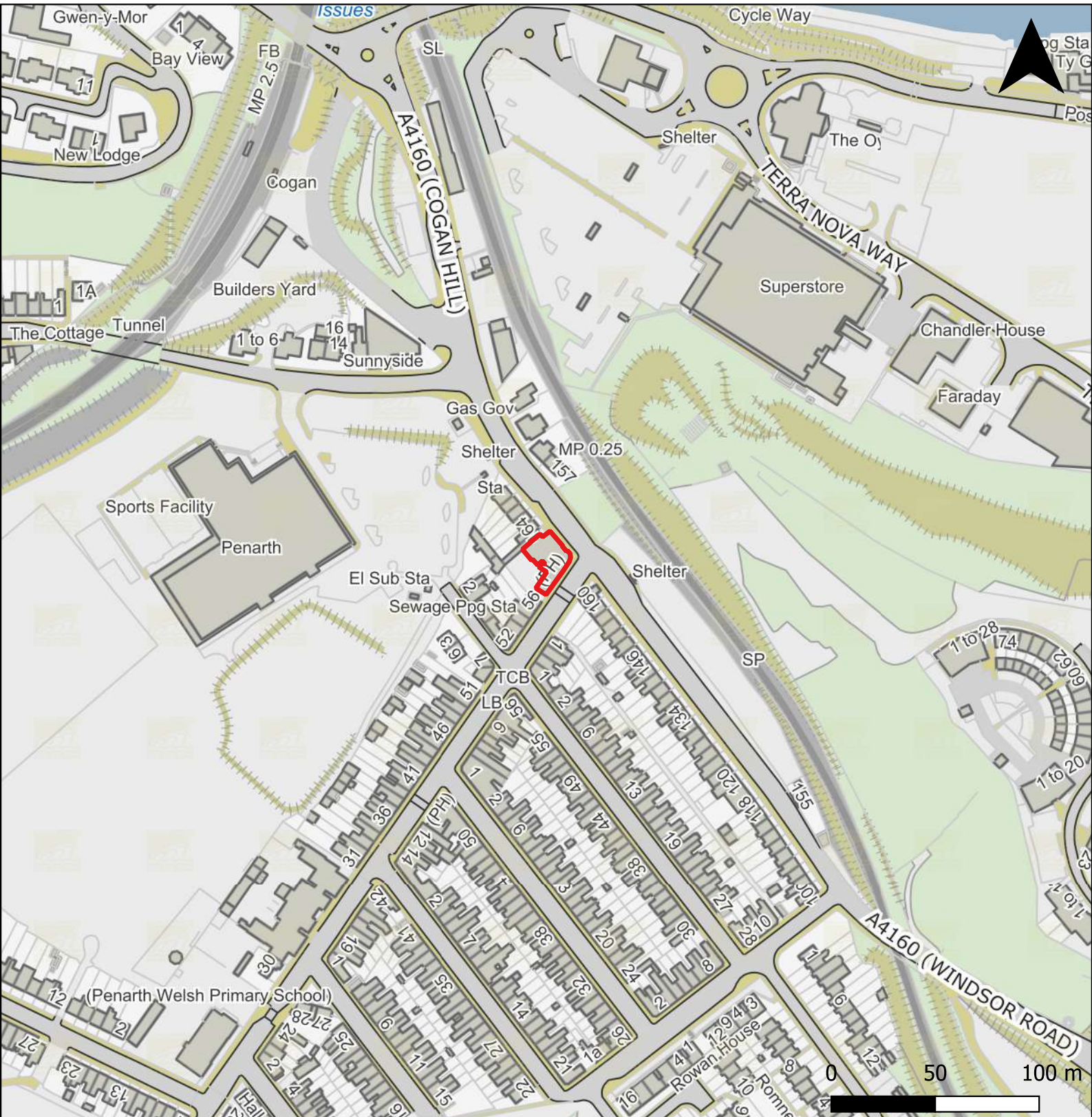
Legend

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Urban Capacity Study Site Location Plan - Penarth



Site Reference: P001

Location: Land at Pill Street, Penarth

Source: Vacant, Derelict and Underutilised Buildings

Area (Ha): 0.03

Yield: 2

Scale 1:2500

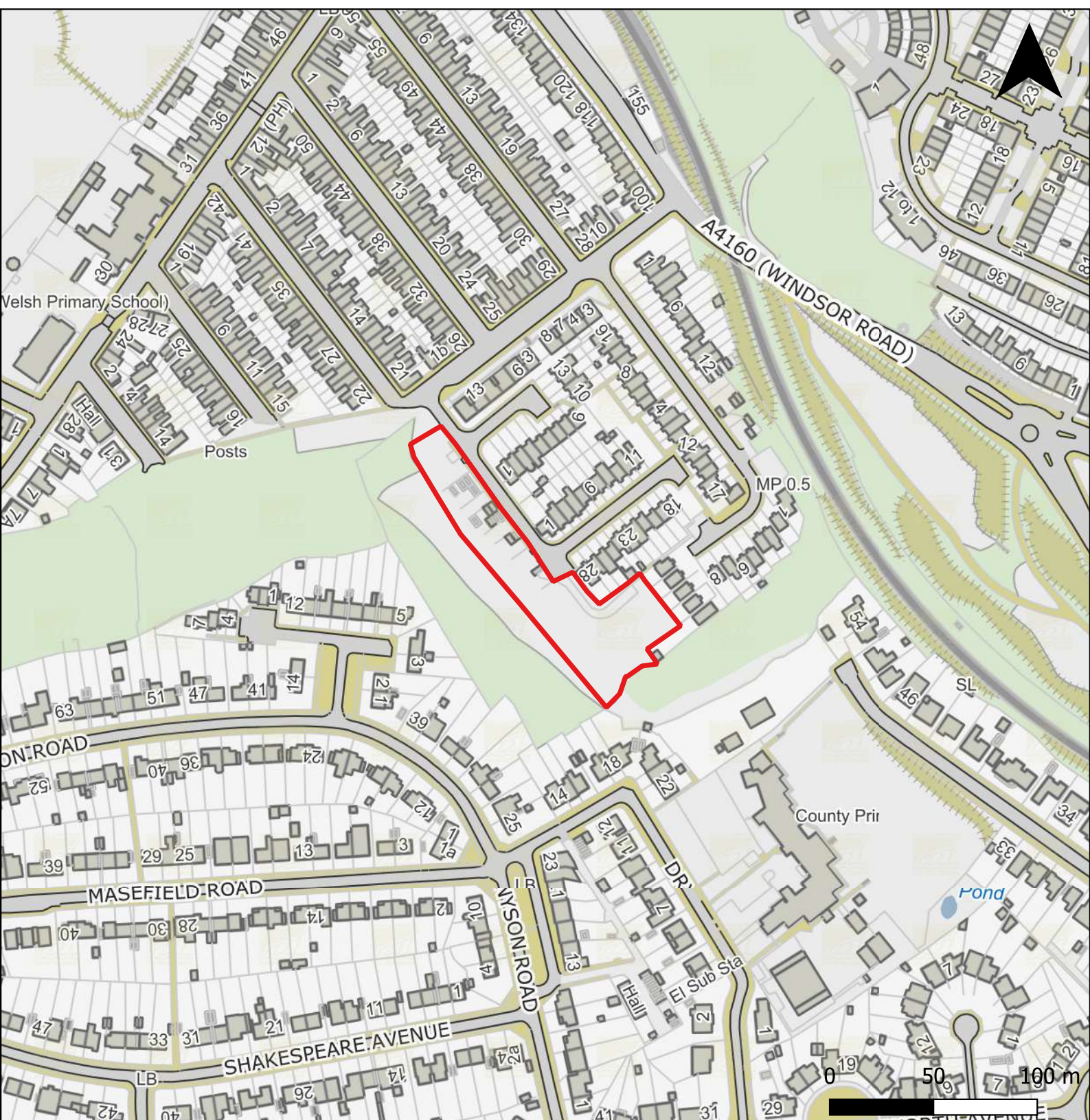
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Urban Capacity Study Site Location Plan - Penarth



Site Reference: P002

Location: Land at Goscombe Drive, Penarth

Source: Vacant Land

Area (Ha): 0.45

Yield: 23

Scale 1:2500

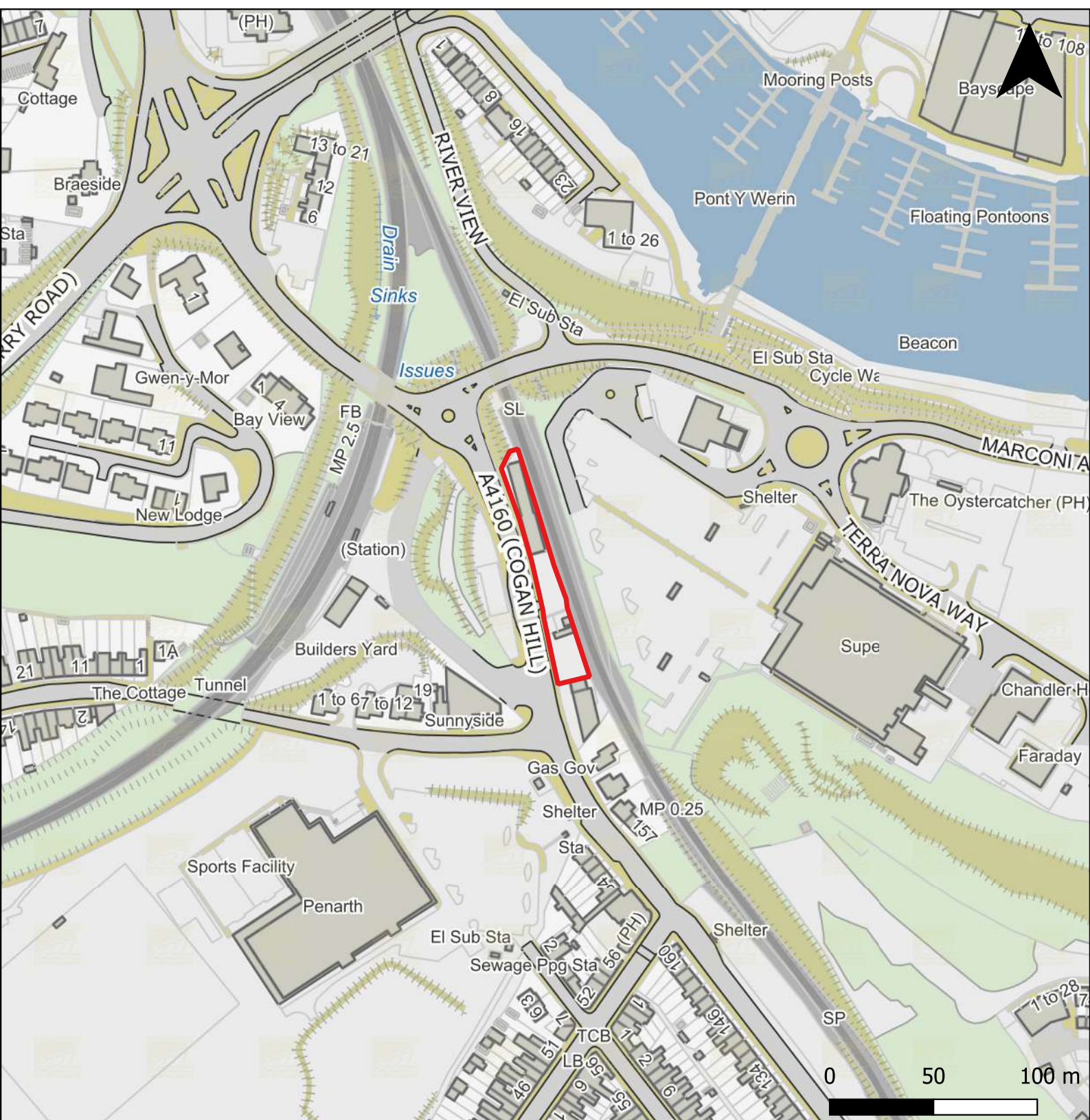
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Urban Capacity Study Site Location Plan - Penarth



Site Reference: P005

Location: Land at Cogan Hill, Penarth

Source: Vacant Land

Area (Ha): 0.13

Yield: 7

Scale 1:2500

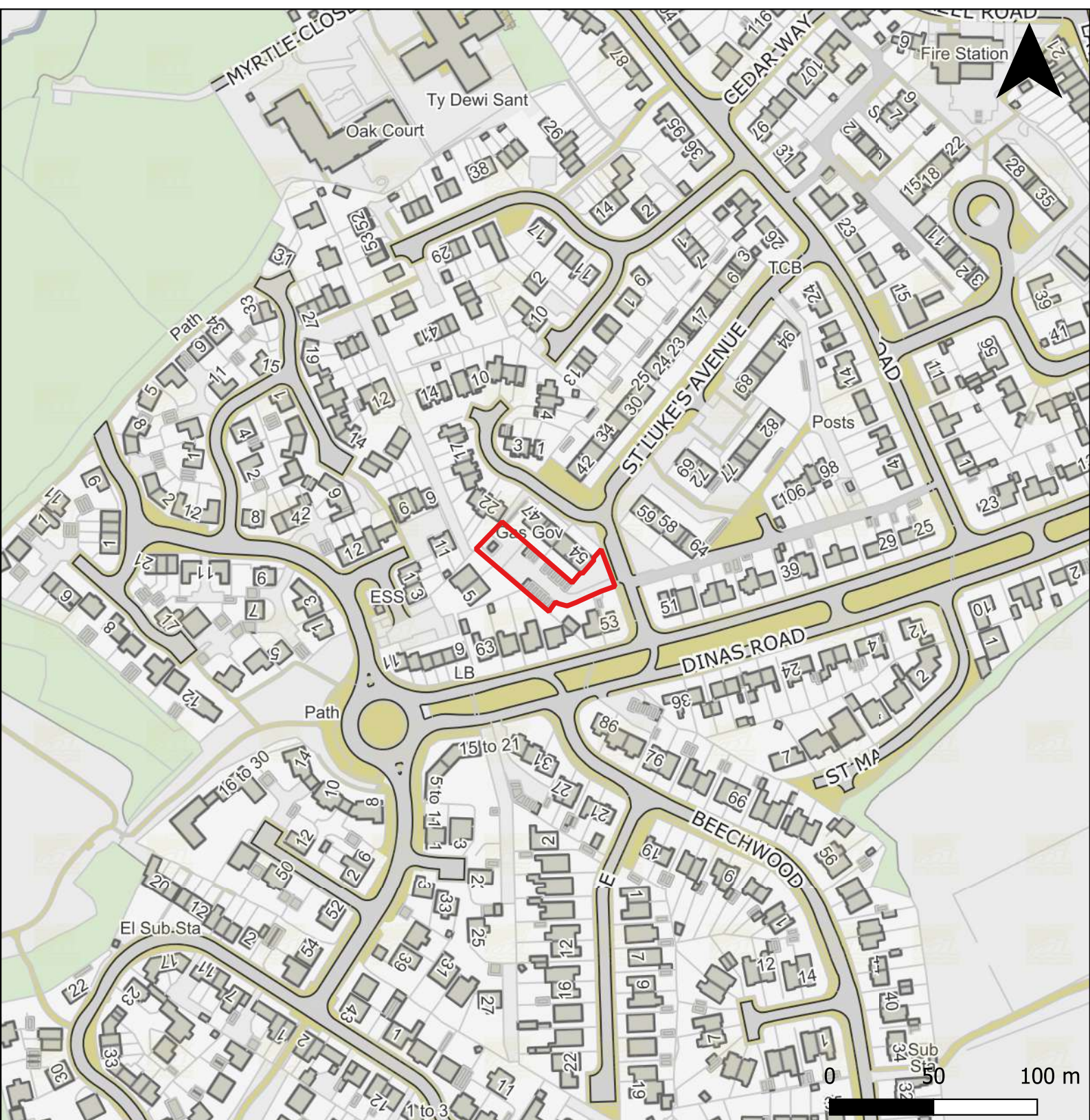
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Urban Capacity Study Site Location Plan - Penarth



Site Reference: P006

Location: Land off St Lukes Avenue, Penarth

Source: Vacant Land

Area (Ha): 0.11

Yield: 6

Scale 1:2500

Legend

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Urban Capacity Study Site Location Plan - Penarth



0 50 100 m

Scale 1:2500

Legend

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Site Reference: P009

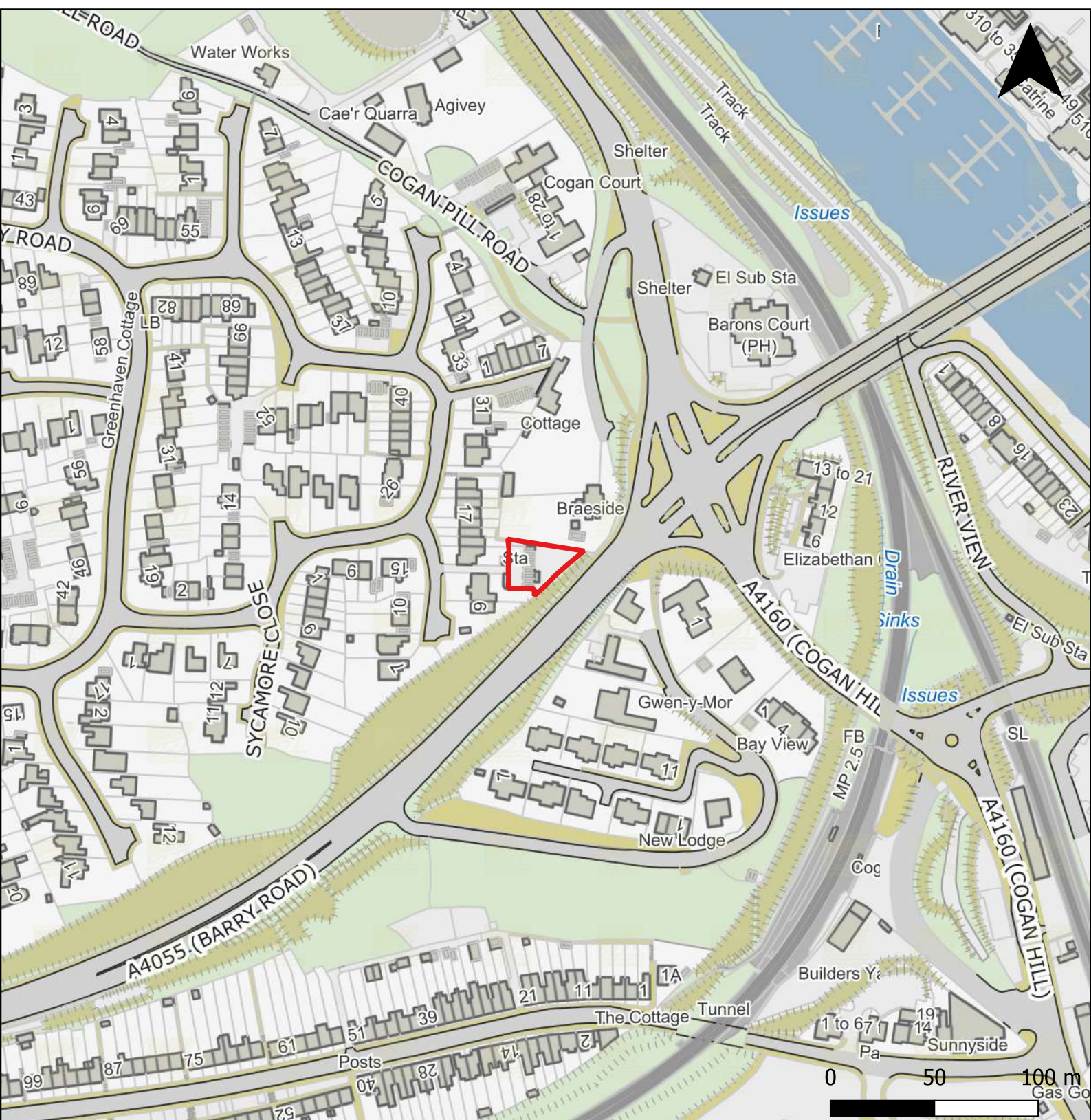
Location: Land off St Augustines Road, Penarth

Source: Vacant, Derelict and Underutilised Buildings

Area (Ha): 0.11

Yield: 6

Urban Capacity Study Site Location Plan - Penarth



Site Reference: P011

Location: Land off Oakwood Close, Llandough, Penarth

Source: Vacant Land

Area (Ha): 0.06

Yield: 3

Scale 1:2500

Legend

Site Location 

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Urban Capacity Study Site Location Plan - Penarth



Site Reference: P012

Location: Land to the rear of Park View Court

Source: Vacant, Derelict and Underutilised Buildings

Area (Ha): 0.16

Yield: 8

Scale 1:2500

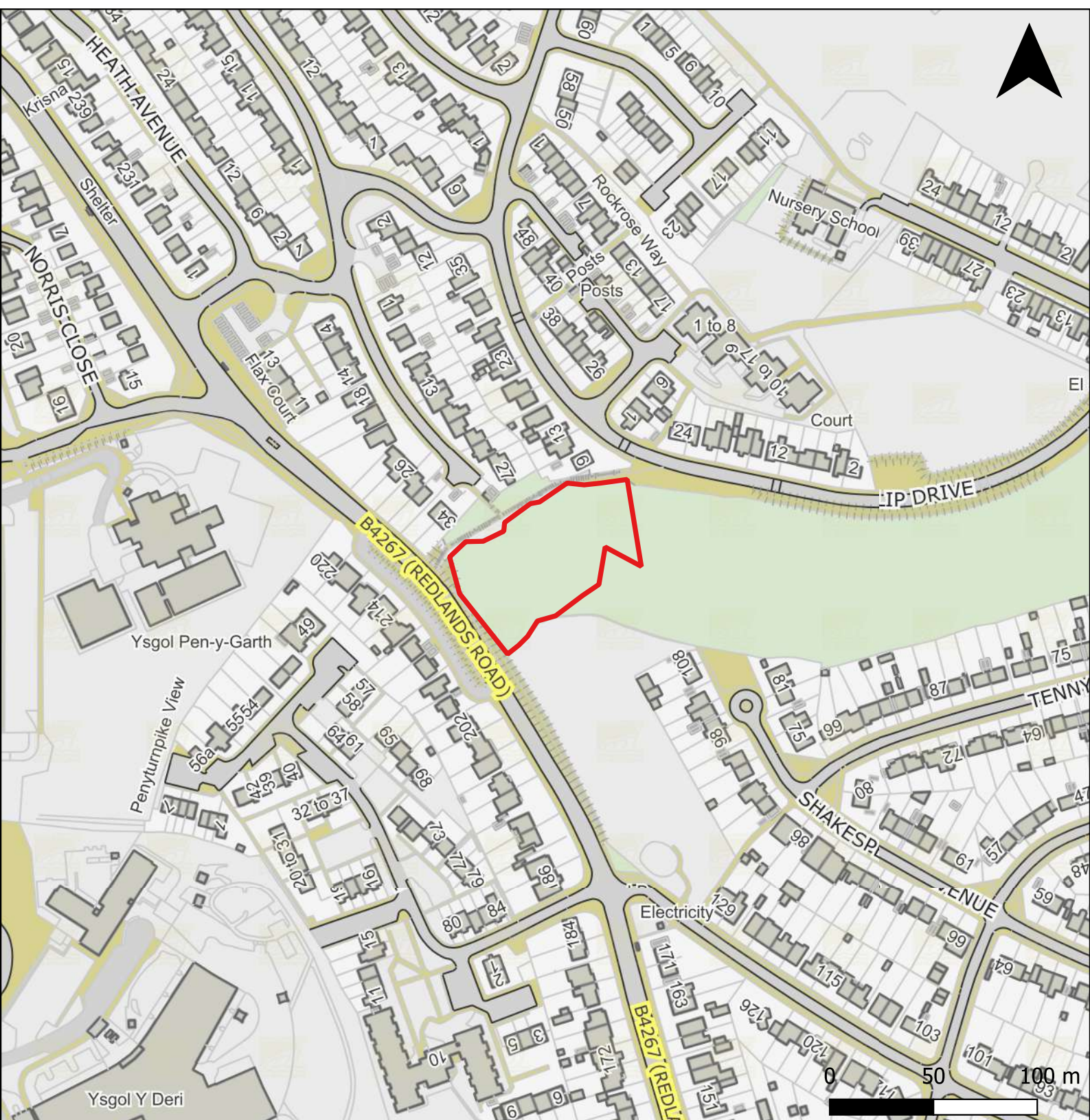
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Urban Capacity Study Site Location Plan - Penarth



Site Reference: P030

Location: Land off Redlands Road, Penarth

Source: Vacant Land

Area (Ha): 0.42

Yield: 21

Scale 1:2500

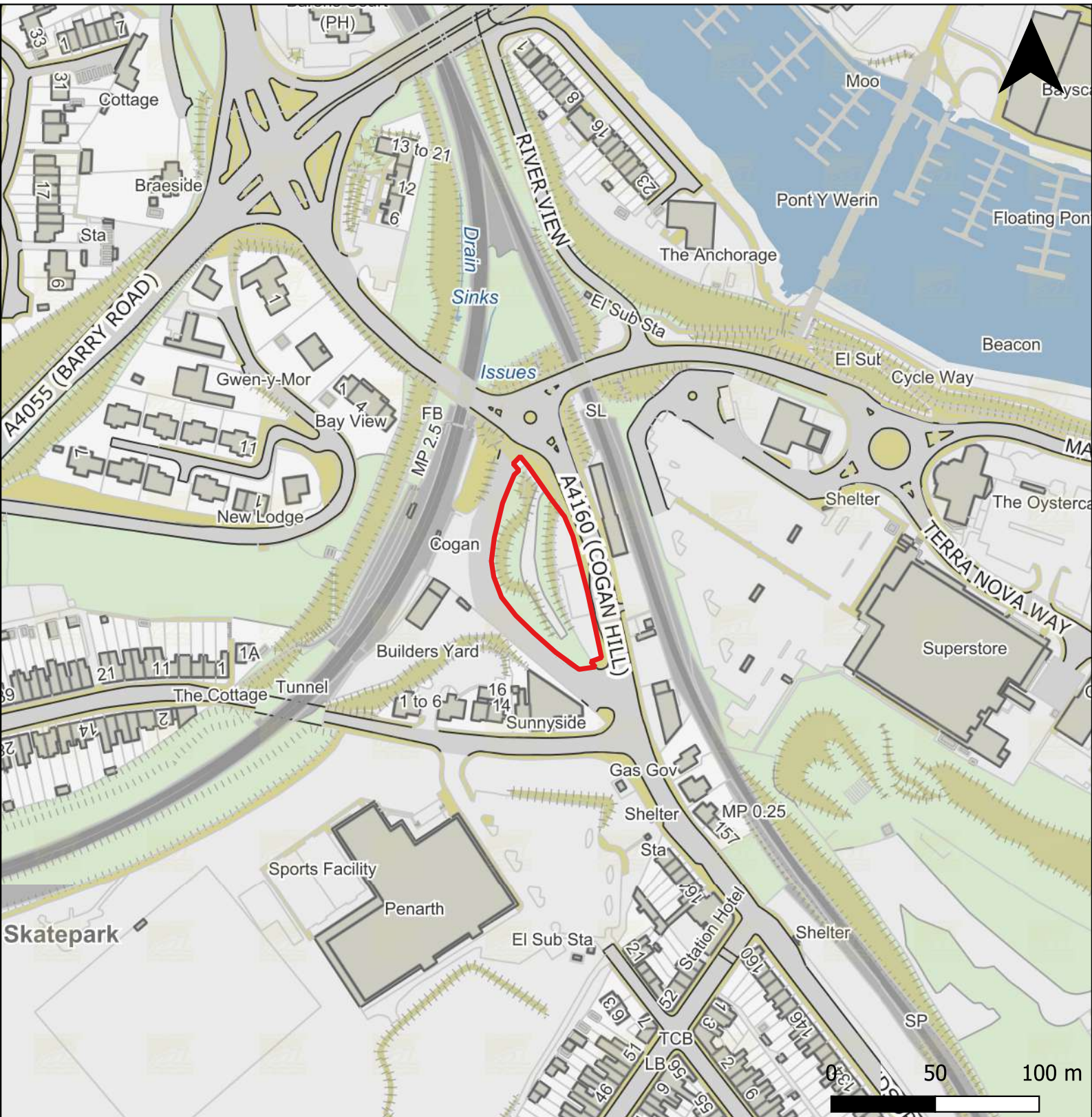
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Urban Capacity Study Site Location Plan - Penarth



Site Reference: P042

Location: Land at Cogan Station, Penarth

Source: Vacant Land

Area (Ha): 0.3

Yield: 15

Scale 1:2500

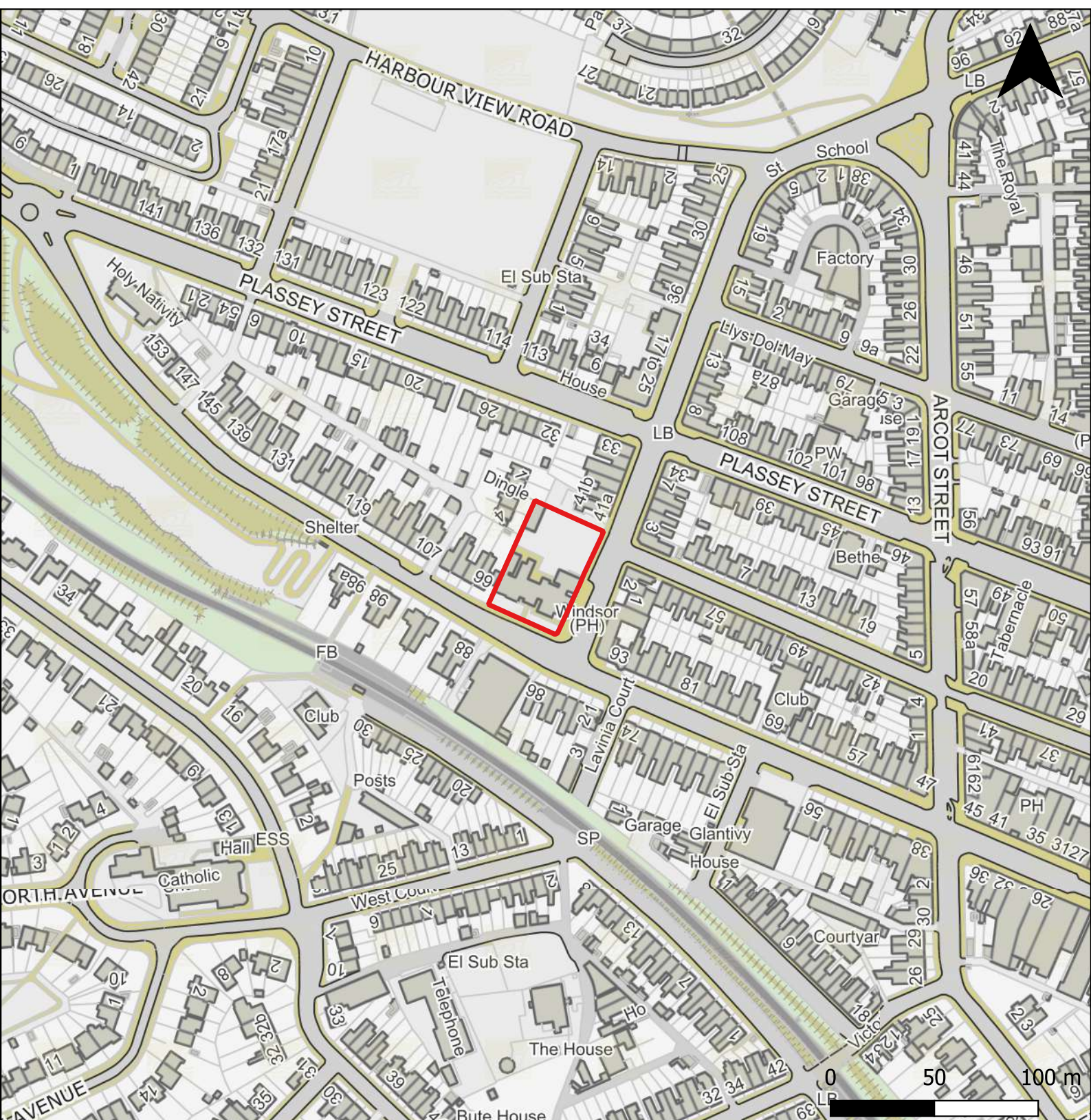
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Urban Capacity Study Site Location Plan - Penarth



Site Reference: P045

Location: Penarth Police Station

Source: Public Body Disposal

Area (Ha): 0.2

Yield: 10

Scale 1:2500

Legend

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Urban Capacity Study Site Location Plan - Penarth



0 50 100 m



Site Reference: P046

Location: Land off Leckwith Road, Llandough, Penarth

Source: Vacant, Derelict and Underutilised Buildings

Area (Ha): 0.15

Yield: 30

Scale 1:4000

Legend

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