

Meeting of:	Cabinet
Date of Meeting:	Thursday, 18 December 2025
Relevant Scrutiny Committee:	Place Scrutiny Committee
Report Title:	Housing Development Programme – Package Deal at Clive Road, St Athan
Purpose of Report:	To inform Cabinet of a proposal to enter into a package deal contract with Edenstone Homes Ltd, for the delivery of 51no. new Council homes for social rent at Clive Road, St Athan (the Scheme).
Report Owner:	Cabinet Member for Public Sector Housing and Tenant Engagement
Responsible Officer:	Chief Executive
Elected Member and Officer Consultation:	Principal Planner Operational Manager, Public Housing Services Accountant Principal Lawyer
Policy Framework:	This report is within the policy framework and budget and is a matter for Executive decision by Cabinet
Executive Summary: <ul style="list-style-type: none"> This report brings to the attention of Cabinet, a proposal to enter a package deal contract (which will include both an acquisition of land/buildings and construction works) with Edenstone Homes Ltd for the delivery of 51no. new Council homes at Clive Road, St Athan. 	

Recommendations

1. That Cabinet notes the proposal to enter into a package deal contract with Edenstone Homes Ltd for the delivery of 51no. new Council homes at Clive Road, St Athan.
2. That Cabinet notes the requirement to take formal decisions on the progression of the above proposal, as part of the wider considerations detailed in the Part II report later in the agenda.

Reasons for Recommendations

1. To advise Cabinet of the intention to increase the supply of new Council owned homes.
2. To ensure decisions are made to progress this proposed development of new Council owned homes.

1. Background

- 1.1 The Council is seeking to expand its housing stock and satisfy local housing need through the commissioning of new properties as a new development initiative. The principle of developing new homes was established by the Council following a Cabinet meeting on 11th August 2014 (C2439) and sites across the Vale of Glamorgan were considered for development.
- 1.2 In the context of housing development, a package deal contract is essentially a land plus construction works contract bundle offered by a single developer, who has exclusive rights to a site, by virtue of ownership, legal interest and / or, a valid planning consent for the development and is prepared to develop the site.
- 1.3 In this instance, Edenstone Homes Ltd has acquired a legal interest/option on the land at Clive Road, St Athan and is at the pre-application planning stage in obtaining a detailed planning consent. Once planning consent is granted, subject to Committee approval, the land will be transferred to the Council and construction will commence.
- 1.4 The package deal contract with Edenstone Homes Ltd proposes the delivery of 51no. much needed new Council homes comprising:
 - 24no 1 bedroom 2 person walk up apartments
 - 12no 2 bedroom 4 person houses
 - 11no 3 bedroom 5 person houses
 - 4no 4 bedroom 6 person houses for social rent
- 1.5 Edenstone Homes Ltd have appointed a Design Team to evolve the design to the point where a detailed planning application can be submitted.

- 1.6** Following a written report to the Strategic Housing Board on 15th September 2025, Board agreed to progress the Scheme for a Cabinet approval to enter into a package deal contract with Edenstone Homes Ltd.

2. Key Issues for Consideration

- 2.1** The need to increase the scale and pace of Council house building is a high priority for the Council and these new homes will be let at rents in line with the Council's rent policy, making the homes affordable for those in need. Consultation will continue with officers from Housing Solutions, Highways, SuDS Approval Body and Planning to ensure that the final Scheme proposals meet objectives of the Council's Local Housing Strategy and Housing Development Strategy.
- 2.2** The Housing Development Team has undertaken an initial Development Viability Appraisal for the Scheme, using a rent for comparable property types within the Ward and the standard assumptions contained within Housing Business Plan 2024/25.
- 2.3** The Housing Development Team considers the Scheme to be viable, meeting the Council's agreed Development Appraisal Criteria, if Social Housing Grant.
- 2.4** The Scheme layout, perspectives and contextual elevations are provided at Appendices A, B, C and D.
- 2.5** The new Council homes will be constructed to achieve Welsh Government Welsh Development Quality Requirements (WDQR) 2021, Lifetime Homes and Secured by Design standards. Potential residents will be offered accommodation from the housing waiting list via the Council's Homes4U scheme.
- 2.6** Edenstone Homes Ltd have delivered or are currently delivering a range of mixed tenure and social housing developments for local housing association clients including United Welsh, Beacon, Pobl, Hafod and Monmouthshire.

3. How do proposals evidence the Five Ways of Working and contribute to our Well-being Objectives?

- 3.1** Looking to the long term - The Housing Business Plan 2025/26 allocates significant resource, some £891 million, towards the development of new Council homes over the next thirty years. The Council will seek to complete a minimum of 850 new homes over the next eight years. Homes will be considered for development where development could be made viable by including other tenure models to cross-subsidise the development of homes at social rent. In this way the Council could further add to the overall numbers of affordable homes in the borough without adversely impacting on the Housing Business Plan.
- 3.2** Taking an integrated approach - In April 2018, Welsh Government announced an independent review of affordable housing supply in Wales. The purpose of which

was to examine whether more can be done to increase the supply of affordable housing in Wales, maximising the resources available to meet the clear commitment to deliver 20,000 affordable homes during this term of Government. The Council is committed to working with Welsh Government, its housing partners, communities and the private sector in maximising the delivery of affordable housing in the Vale of Glamorgan.

- 3.3** Involving the population in decisions - In arriving at a decision to provide new affordable housing, the Council will fully consult with its tenants and residents on development proposals and consider their responses, from the feasibility stage through to the determination of the planning application and when the Scheme is being delivered.
- 3.4** Working in a collaborative way- The Council has strong established links with several Housing Associations which make a significant contribution to housing supply in the Vale of Glamorgan. The Cardiff & Vale Housing Partnership further strengthens a regional collaborative approach. Therefore, the Council intends to work alongside our partners and envisages a complimentary approach to the delivery of affordable homes.
- 3.5** Understanding the root causes of issues and preventing them - The 2023 Local Housing Market Assessment (LHMA) highlighted the chronic shortage of affordable housing in the Vale of Glamorgan. In assessing the housing market, the LHMA calculates the net need for affordable housing, including social rented housing, intermediate rented housing and low-cost home ownership housing products, over the coming years. This assessment projects the headline annual need for affordable housing in the Vale of Glamorgan to be 1,075 units per annum between the years 2019 and 2024. The LMHA identified an overwhelming need for all types and tenures of affordable housing in the Vale of Glamorgan. The Council has recognised this and is acting to invest significantly in new Council homes and enable housing association development.
- 3.6** This proposal:
 - Meets Strategic Objective 1 of the Corporate Plan 2025-30 (Vale 2030)
 - Meets the Objectives 1-5 of the Well Being Plan 2023-28
 - Meets all the Strategic Aims 1-4 of the Local Housing Strategy 2021-26
 - Meets Strategic Objectives 1-4 of the Housing Development Strategy 2019-24

4. Climate Change and Nature Implications

- 4.1** The Scheme will also achieve the Association of Environment Conscious Building (AECB) Carbon Lite standard for new build homes, which seeks to create high-performance buildings using widely available technology.
- 4.2** It is estimated that this low-risk option will reduce overall CO2 emissions by 70% compared to the UK average for buildings of each type – a highly significant result given the relative ease and low cost with which this standard can be met.

5. Resources and Legal Considerations

Financial

- 5.1** Full financial details will be addressed in the Part II Report included on the Agenda.

Employment

- 5.2** There are no other resource issues to report at this time.

Legal (Including Equalities)

- 5.3** In general terms, section 120 of the Local Government Act 1972 enables the Council to acquire land for either (a) the benefit, improvement or development of its area or (b) for any of its functions under any enactment and section 17 Housing Act 1985 enables the Council as Local Housing Authority to acquire properties or land for housing purposes.
- 5.4** In order to deliver this particular Scheme, it will be necessary for the Council to enter into a package deal contract with Edenstone Homes Ltd, which will involve agreeing and completing a contract for the purchase of the land to be developed and entering into back-to-back Joint Contracts Tribunal (JCT) Design and Build 2016 edition contract for the Scheme works. It will also be necessary to enter into other forms of agreement with statutory undertakers etc. The package deal contract will be conditional on Edenstone Homes Ltd obtaining planning permission for the development.
- 5.5** Generally, a land plus works package will be considered a public works contract and will therefore be subject to the Procurement Act 2023 (previously the Public Contract Rules 2015) unless an exemption applies, or the value of the contract is below the de minimis threshold which applies to public works contracts. For information and as at 24th February 2025, the revised threshold for public works contracts for the purposes of the Procurement Act 2023 was £5,372,609.
- 5.6** The Council has previously taken external specialist legal advice regarding its overall approach to this type of scheme and has been advised that the Council can lawfully enter into a package deal type contract, without advertisement or competition, in circumstances where the Scheme remains below the public works contract threshold, or where in this case, an exemption applies to the Scheme in accordance with Schedule 5, paragraphs 4, 5 and 6, of the Procurement Act 2023 (previously covered by Regulation 32(2)(b)(iii) of the Public Contract Rules 2015).
- 5.7** Furthermore, and for completeness and to mitigate the risk of challenge, it is advised that the Council publish a voluntary ex-ante transparency ("VEAT") notice in respect of the proposed package deal contract.

- 5.8** The Housing Development Team will continue to liaise with Legal Services and Procurement on all legal and procurement aspects and matters concerning the Scheme.
- 5.9** In terms of equalities, there will be training opportunities offered as part of the main works contract and in accordance with the Welsh Governments 'Value Wales Toolkit'.

6. Background Papers

None.



Clive Road, St Athan (51 Units)						
(WDQR)						
Unit Type	Storey	Ref:	Beds	Sqft (Str)	Total Sqft	No. Units
Sycamore GF	2	Sy	1B2P	538	6,456	12
Sycamore FF	2	Sy	1B2P	685	8,220	12
Alder	2	Ar	2B4P	874	10,488	12
Rowan	2	Rw	3B5P	1,020	11,220	11
Birch	2	Bc	4B7P	1,156	4,624	4
Average sqft				804	41,008	51
Area (Gross)			1.68 ha	NET Dwellings per Hectare		53.1
Area in Hectares (NDA)			0.96 ha	Sqft per Hectare NDA (Approx.)		42,717
Area in Acres (NDA)			2.37	Sqft per Acre NDA (Approx.)		17,287



Street Scene A



Site Layout 1:1250



1st Floor
Building 102
Wales 1 Business Park
Magor
NP26 3DG
Tel - 01291674800

Project	St Athan, Clive Road		
Drawing	Proposed Street Scene		
Status	Concept		
Project No.	CR	Drawn By	EV
Drawing No.	104	Checked By	SB
Revision		Page Size	A3
Scale	1:200@A3	Date	20.11.25

Rev	Date	By	Description
X	XX.XX.XX	XX	XXXXXXXXXX

For Illustrative Purposes Only



Eden
STONE

1st Floor
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Tel - 01291 674800

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