

Monmouthshire Replacement Local Development Plan

Preferred Strategy

~~December 2022~~

September 2023 Update



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**Monmouthshire County Council
Replacement Local Development Plan**

Preferred Strategy

~~December 2022~~

September 2023 Update

Planning Policy Service

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Structure of the Preferred Strategy

This Document is structured as follows:

Executive Summary

Section 1: Introduction – Provides a summary of the RLDP process and progress to date, outlines what the Preferred Strategy is, how it is prepared and the next key steps in the RLDP process.

Section 2: Context – Presents an overview/profile of the County outlining the key economic, social, environmental and cultural characteristics of Monmouthshire.

Section 3: Key Issues, Challenges and Opportunities – Provides a summary of the key issues, challenges and opportunities within Monmouthshire.

Section 4: RLDP Strategic Framework – Outlines the RLDP Vision and Objectives, sets out the Preferred Growth and Spatial Option (i.e. the Preferred Strategy), and the key diagram.

Section 5: Implementation and Delivery – Sets out the Strategic Policies and identifies the Preferred Strategic Site Allocations for our Primary Settlements.

Appendices – provide further detail in relation to RLDP key stages; supporting evidence to the Preferred Strategy; legislative and policy context and key influences on the Plan; the RLDP Issues; Preferred Strategic Site Allocations; and a review of the Development Management policies contained within the adopted LDP.

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Replacement Local Development Plan Preferred Strategy – Executive Summary

Introduction

- i. Monmouthshire County Council (MCC) is preparing a Replacement Local Development Plan (RLDP) for the County (excluding the area within the Brecon Beacons National Park), covering the period 2018-2033. When adopted, it will be the statutory land use plan to support delivery of the Council's core purpose of becoming a zero-carbon county, supporting well-being, health and dignity for everyone at every stage of life¹. The RLDP will set out land use development proposals for the County and will identify how much new development will take place to 2033 and where this will be located. It will also identify areas to be protected from development and provide policies against which future planning applications will be assessed.
- ii. The RLDP will deliver the Council's objectives and address the core issues of delivering essential affordable homes at pace and scale, responding to the climate and nature emergency by delivering net zero carbon ~~ready~~ new homes in exemplar places, and ensuring our communities are socially and economically sustainable by attracting and retaining younger people to rebalance our ageing demographic.
- iii. From 5th December 2022 to 30th January 2023, we're seeking your views on the proposed Preferred Strategy. Details of [how to get involved](#) can be found on our website.

What is the Preferred Strategy?

- iv. The Preferred Strategy provides the strategic direction for the development and use of land over the Plan period 2018 to 2033.
 - Section 2 sets out a profile of the County;
 - Section 3 identifies key issues, challenges and opportunities for the County;
 - Section 4 develops a vision and objectives for the RLDP that respond to the key issues, challenges and opportunities, and sets out the scale of future growth in population, housing and jobs (Strategic Policy S1) and the spatial distribution of growth (Strategic Policy S2); and
 - Section 5 sets out the preferred strategic sites and strategic policies to deliver the strategy (Strategic Policies S3 Sustainable Placemaking & High Quality Design, S4 Climate Change, S5 Infrastructure Provision, S6 Affordable Homes, S7 Preferred Strategic Site Allocations, S8 Gypsy and Travellers, S9 Sustainable Transport, S10 Town, Local and Neighbourhood Centres, S11 Community & Recreation Facilities, S12 Employment Sites Provision, S13 Rural Enterprise, S14 Visitor Economy, S15 Sustainable Waste Management, S16 Minerals, and S17 Green Infrastructure, Landscape and Nature Conservation).

¹ The ~~draft~~ Community and Corporate Plan 2022 sets out the Council's core purpose, principles, and priorities. It was endorsed by [Cabinet on 19th October 2022](#) and a developed version will be reported to Council in ~~January 2023~~ **adopted by Council on 20th April 2023**.

- v. The diagram below illustrates the Plan making process.

Replacement Local Development Plan Process



Supporting Documents

- vi. The Preferred Strategy has been subject to an Integrated Sustainability Appraisal (ISA) incorporating Strategic Environmental Assessment (SEA), Well-being of Future Generations Assessment (WBFGA), Health Impact Assessment (HIA), Equality Impact Assessment (EqIA) and Welsh Language Impact Assessment (WLIA). The ISA assesses the extent to which the emerging proposals and policies will help to achieve the wider environmental, economic, social and cultural objectives of the RLDP. The Preferred Strategy has also been subject to a Habitats Regulations Assessment.
- vii. The RLDP will also be accompanied by an Infrastructure Plan, an updated Local Transport Plan and an Economic Development Strategy.

Preferred Strategy

- viii. The Preferred Strategy:

- a. **Makes provision for approximately 5,400 - 5,940 6,210 homes over the Plan period 2018-2033² (Strategic Policy S1). This includes approximately 1,580 - 1,850 1,910 affordable homes (Strategic Policy S6). As there are currently approximately 3,740 4,085 homes in the housing landbank³, land will be allocated for approximately 1,660 - 2,200 - 2,125 new homes, including 830 - 1,100 1,065 new affordable homes.**
- b. **Sets out the planning policy framework to enable the provision of approximately 6,240 additional jobs by allocating sufficient employment land and by including policies to facilitate economic growth (Strategic Policy S12). The RLDP will be supported by an Economic Development Strategy.**
- c. **Focuses growth in the County's most sustainable settlements of Abergavenny, Chepstow, Monmouth and Caldicot (including Severnside) (Strategic Policy S2). Preferred strategic sites are identified to expand the Primary Settlements of Abergavenny, Caldicot, Chepstow and Monmouth**

² In accordance with the Development Plans Manual (WG, March 2020) an allowance is provisionally made for a ~~10~~ 15% flexibility allowance to factor in sites that may not come forward, unforeseen issues or to meet higher aspirations for the County to enable the provision/delivery of additional sites if all sites are delivered. The flexibility allowance will be given further consideration and refined at Deposit stage.

³As the Plan period has already begun (2018) some of the homes in the landbank have been built, are under construction or have planning permission. The landbank figure also takes account of LDP rollover sites, windfall sites & small sites.

(Strategic Policy S7). Other detailed site allocations will be set out in the Deposit RLDP. Due to the lack of an identified strategic solution to the treatment of phosphates at the Monmouth Wastewater Treatment Works (WwTW) within the Plan period, **no new site allocations are proposed in the primary settlement of Monmouth** or within the upper River Wye catchment area north of Bigsweir Bridge.

Identifies **Preferred Strategic Site Allocations** in the primary settlements of Abergavenny, Chepstow and Caldicot, including Severnside. Other detailed site allocations will be set out in the Deposit RLDP.

- d. Limits the impact of climate change by ensuring **new homes are net zero carbon ready and well connected with existing settlements**, providing attractive and accessible places to live and work.
 - e. **Sets out strategic policies** on a range of topic areas, reflecting the four placemaking themes in Planning Policy Wales (PPW edition 11, 2021).
- ix. ~~Without an identified strategic solution to the water quality environmental constraint in the upper River Wye catchment, the Preferred Strategy cannot deliver the Council's objectives, including the delivery of new affordable homes, in that part of the County. Should that situation change during the Plan period, windfall sites within settlement boundaries could be developed. It is proposed to include within the settlement boundary to Monmouth three sites that are currently unable to progress due to water quality: the current LDP allocations at Drewen Farm, off Wonastow Road (c.110 homes) and at Tudor Road, Wyesham (c.35 homes); and land with planning permission at Rockfield Road (c.130 homes). These sites do not count towards the housing figures.~~
- x. The table below sets out the indicative distribution of the proposed housing growth. There are different components that contribute towards the ~~5,940~~ **6,210** homes (5,400 plus ~~10~~ **15%** flexibility) including homes already built since 2018 (~~1,579~~ **1,922** homes), sites with planning permission that will realistically be built (~~1,263~~ **993** homes), LDP 'rollover' allocations (160), small sites and windfalls (~~900~~ **1,010** homes), and new site allocations (~~2,200~~ **2,125** homes).

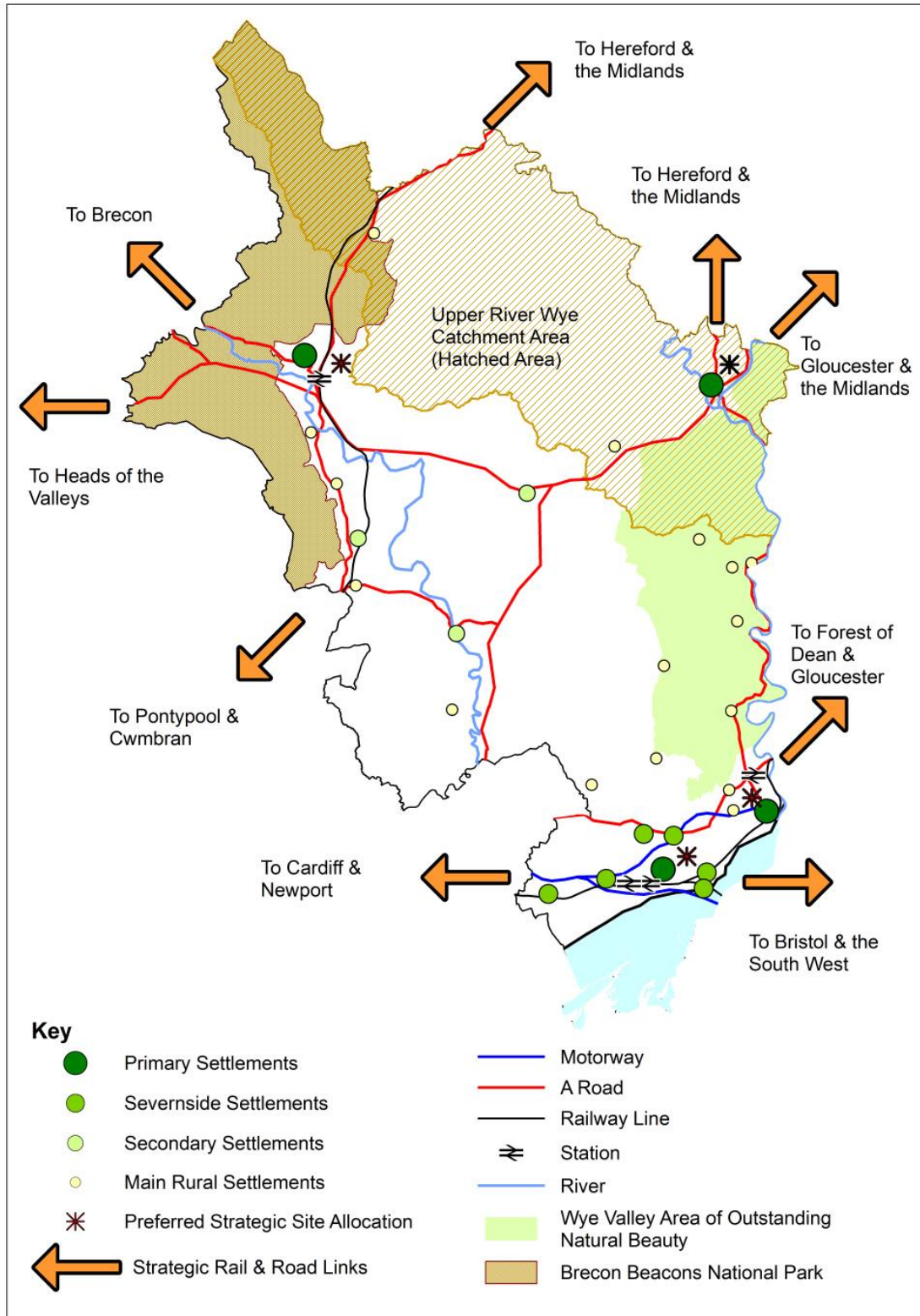
Summary of Indicative Spatial Distribution of Housing Provision*

Settlement	Total Commitments			Preferred Strategy		Total Housing Provision 2018-2033*
	Completions 2018-2021 2023	Existing Commitments	LDP Rollover Allocations	Total Allowances (Small Sites; Windfalls)	RLDP New Housing Allocations (Dwellings)	
Abergavenny (incl. Llanfoist)	426 486	132 77	0	245 240	600	1,403
Chepstow	192 315	267 170	0	165 165	145	769 795
Monmouth (incl. Wyesham)	264 267	11 81	145	0 86	0 330	275 909
Caldicot (incl. Severnside)	466 591	723 587	0	220 192	1,200 825	2609 2195
Secondary Settlements	100 104	45 38	0	80 79	155 120	380 341
Rural Settlements	131 159	83 40	0 15	190 248	100 105	504 567
Total	1,579 1,922	1,261 993	160	900 1,010	2,200 2,125	5,940 6,210

*Figures include an indicative 10% 15% flexibility allowance which will be subject to further consideration and refinement at Deposit Plan stage. The spatial distribution may alter following detailed site assessment work

xi. The Preferred Strategy is illustrated in the Key Diagram below.

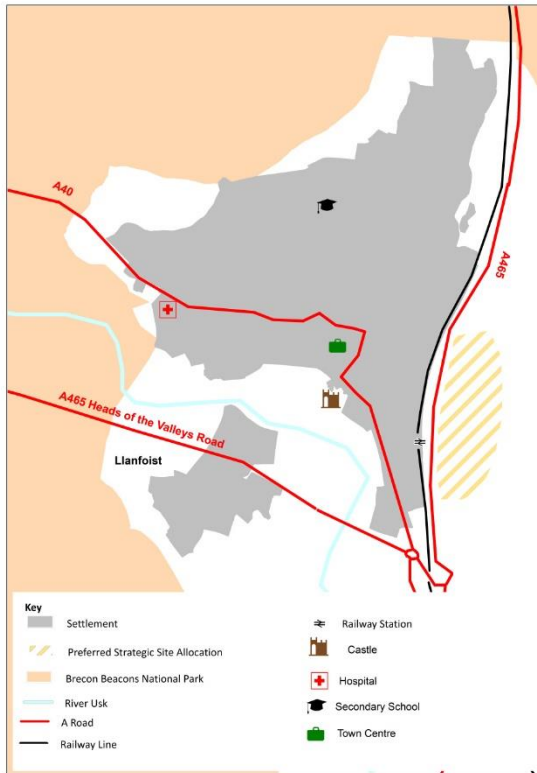
Key diagram of the Preferred Strategy



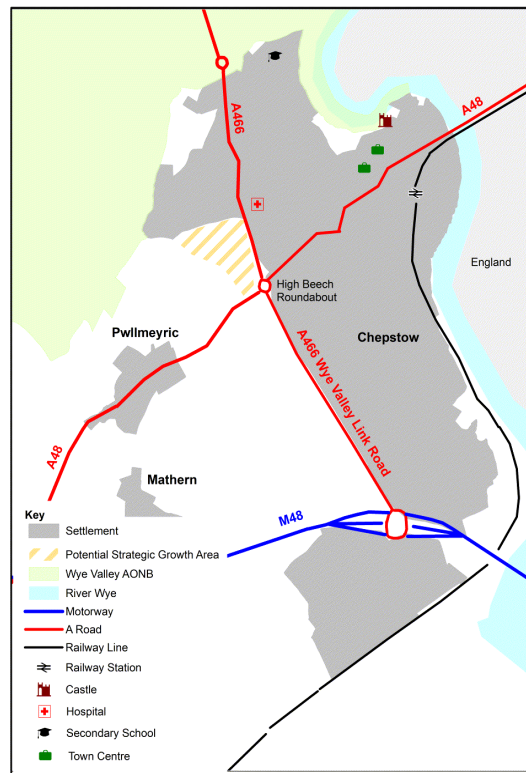
- xii. The Preferred Strategy identifies **three** **four** Preferred Strategic Site Allocations, details of which are provided below.

Location of the Preferred Strategic Site Allocations

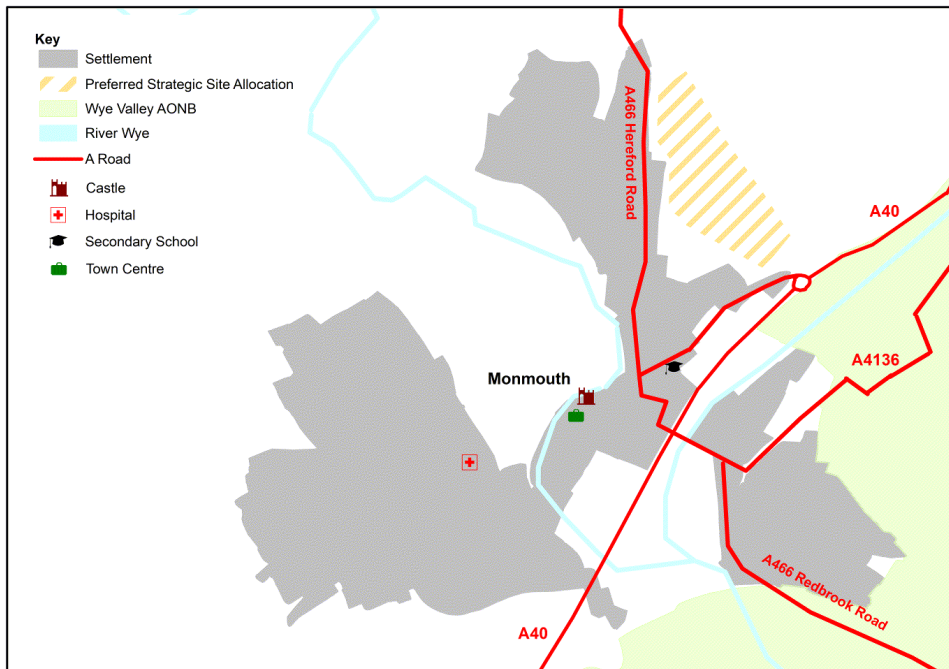
Abergavenny East



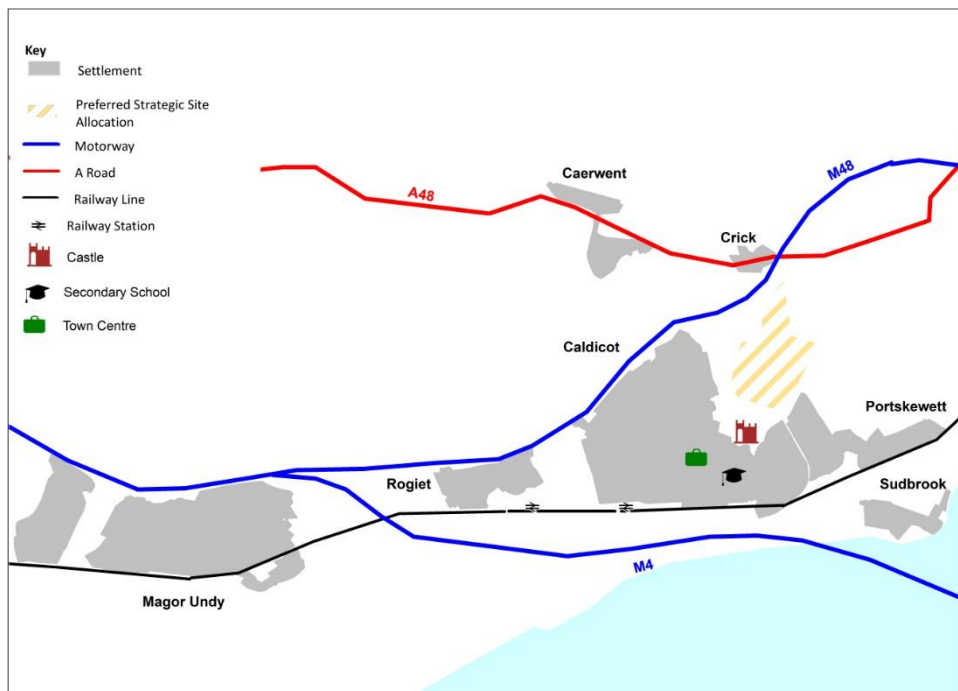
Mounon Road, Chepstow



Leasbrook, Monmouth



Caldicot East



Details of the Preferred Strategic Site Allocations

Site Name	Candidate Site Reference	Size (Ha)	Proposed Use	Approximate No. of homes within Plan period
Abergavenny East	CS0213	24.75	Mixed Use: Residential, Employment, Retail, Leisure, Education and Community Use	500
Bayfield, Chepstow	CS0098	10.07	Residential	145
Mounton Road, Chepstow	CS0165	12.8	Residential	145
Leasbrook (land north of Dixton), Monmouth	CS0270	12.5	Residential	270
Caldicot East	CS0087 CS0251	67.67 94.57	Mixed Use: Residential, Employment, Retail, Leisure	925 735*

*MoD proposals for Caerwent Barracks will add 100 homes to Caldicot East to provide service family accommodation. These homes would be built or purchased by the MoD and would not be available to the general public, so would not count towards our housing total.

- xiii. The Preferred Strategy also requires the allocation of 38ha of employment land comprising:
- a. B1: 3.5ha
 - b. B2: 9.2ha
 - c. B8: 25.2ha

Next Steps

- xiv. Following the consultation and stakeholder involvement on the Preferred Strategy, the Council will finalise the RLDP and place it on Deposit. Feedback from the Preferred Strategy consultation will be detailed in the Consultation Report on the Strategy. This report must accompany the RLDP ISA Report and the other supporting documents on Deposit, in accordance with Regulation 17 of the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 (as amended 2015). A summary of key issues raised through the consultation and the Preferred Strategy with any necessary amendments will be reported to Council in Spring 2023 to seek approval of the Preferred Strategy. The Deposit Plan will then be prepared and considered by Council prior to statutory consultation and engagement during Spring 2024.

- xv. Following consultation on the Deposit Plan and consideration of the issues raised, it will be submitted to the Welsh Government who will appoint an independent Inspector to examine the RLDP. Having regard to the evidence and representations received during the Deposit consultation, the Inspector must determine whether the RLDP accords with the 'tests of soundness' set out in the Development Plans Manual.
- xvi. Following the examination, the Inspector will issue a report recommending any necessary changes to the RLDP. The Inspector's report will be binding and the Council must accept the changes and adopt the RLDP as amended. Once adopted, the RLDP will replace the existing Adopted LDP.

1 Introduction

Replacement Local Development Plan

- 1.1 Monmouthshire County Council (MCC) is preparing a Replacement Local Development Plan (RLDP) for the County (excluding the area within the Brecon Beacons National Park), covering the period 2018-2033. When adopted, it will be the statutory land use plan to support delivery of the Council’s core purpose of becoming a zero-carbon county, supporting well-being, health and dignity for everyone at every stage of life⁴. The RLDP will set out land use development proposals for the County and will identify how much new development will take place and where this will be located over the Replacement Plan period. It will also identify areas to be protected from development and provide policies against which future planning applications will be assessed.
- 1.2 The RLDP will deliver the Council’s objectives and address the core issues of delivering essential affordable homes at pace and scale, responding to the climate and nature emergency by delivering net zero carbon ready new homes in exemplar places, and ensuring our communities are socially and economically sustainable by attracting and retaining younger people to rebalance our ageing demographic.
- 1.3 The RLDP is being prepared in accordance with the Revised Delivery Agreement (December 2022) which sets out the timetable for Plan preparation and the approach to community consultation and engagement. The Preferred Strategy is the first of the statutory consultation stages in the RLDP process. Figure 1 below provides a broad overview of the RLDP process.

Figure 1: Replacement Local Development Plan Process



⁴ The draft Community and Corporate Plan 2022 sets out the Council’s core purpose, principles, and priorities. It was endorsed by Cabinet on 19th October 2022 and a developed version will be reported to Council in January 2023 adopted by Council on 20th April 2023.

1.4 The RLDP has been through a number of key plan stages since Plan commencement in 2018. An overview of progress and key considerations at each stage is provided in Appendix 1. Several challenges have arisen, affecting progress and requiring further consideration at the relevant stage. These challenges include the publication of updated Welsh Government 2018-based population projections, the Covid-19 pandemic, an objection from Welsh Government to the June 2021 Preferred Strategy, and phosphate water quality issues in the River Wye and River Usk catchment areas. This ~~new December 2022~~ Preferred Strategy has been prepared having regard to the challenges experienced whilst also ensuring the RLDP delivers on its Vision and Objectives.

What is the Preferred Strategy?

1.5 The overall purpose of the Preferred Strategy is to provide the strategic direction for the development and use of land in Monmouthshire (excluding the area within the Brecon Beacons National Park) over the Plan period 2018 to 2033. The Preferred Strategy:

- Identifies key issues, challenges and opportunities for the County;
- Sets out a vision and objectives for the RLDP that respond to the key issues, challenges and opportunities;
- Sets out the scale of future growth in population, housing and jobs and establishes the spatial distribution of growth; and
- Sets out the preferred strategic site allocations and strategic policies to deliver/implement the strategy.

1.6 Regulation 15 of the Local Development Plan Regulations⁵ requires the Council to publish its pre-Deposit Plan proposals (Preferred Strategy) for public consultation prior to determining the content of its Deposit Plan. The Preferred Strategy is the first statutory consultation stage in the RLDP preparation process. It is informed by, and represents the completion of, a period of pre-Deposit Plan preparation and engagement (as referred to above).

1.7 The Preferred Strategy provides the strategic framework for the future preparation of more detailed policies, proposals and land use allocations that will be included in the Deposit RLDP. The Plan will seek to deliver on the Council's core purpose of becoming a zero-carbon county, supporting well-being, health and dignity for everyone at every stage of life.

1.8 As evidenced in the Annual Monitoring Reports for the Adopted LDP, it is recognised that many of the Adopted LDP's policies are functioning effectively and will require only minor changes to reflect contextual changes and updates to national policy.

⁵ The Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 (as amended 2015)

Supporting Documents

- 1.9 The Preferred Strategy has been subject to an Integrated Sustainability Appraisal (ISA) incorporating Strategic Environmental Assessment (SEA), Well-being of Future Generations Assessment (WBFGA), Health Impact Assessment (HIA), Equality Impact Assessment (EqIA) and Welsh Language Impact Assessment (WLIA). The ISA assesses the extent to which the emerging proposals and policies will help to achieve the wider environmental, economic, social and cultural objectives of the RLDP. The Preferred Strategy has also been subject to a Habitats Regulations Assessment. The [Initial Integrated Sustainability Appraisal Report](#) and [Habitats Regulations Assessment of the Preferred Strategy](#) are published alongside the Preferred Strategy. The Integrated Sustainability Appraisal and Habitats Regulations Assessment are iterative processes and will be updated as the RLDP progresses towards adoption
- 1.10 The RLDP will also be accompanied by an Infrastructure Plan, setting out what is needed to support the development of the allocated sites, and will sit alongside an updated Local Transport Plan and an Economic Development Strategy. Together, these Plans will seek to deliver on the Council's economic ambition and its core purpose of becoming a zero-carbon county, supporting well-being, health and dignity for everyone at every stage of life.
- 1.11 The Preferred Strategy is informed by a number of additional supporting background documents as listed in Appendix 2. These background documents should be read alongside the Preferred Strategy: only the main findings of the background documents are highlighted in this Preferred Strategy given the significant amount of data/information they contain.
- 1.12 A Second Call for Candidate Sites took place over a twelve-week period between 5th July to 31st August 2021. The Preferred Strategy is accompanied by a background paper that identifies those candidate sites that broadly accord with the Strategy. A detailed assessment of candidate sites will be published alongside the Deposit RLDP

Community & Stakeholder Engagement and Consultation on the Preferred Strategy

- 1.13 The Preferred Strategy will be the subject of community and stakeholder engagement and consultation. Full details of all the consultation events and methods on how to comment on the Preferred Strategy are available to view on the Council's website.

Next Steps

- 1.14 Following the consultation and stakeholder involvement on the Preferred Strategy, the Council will finalise the RLDP and place it on Deposit. Feedback from the Preferred Strategy consultation will be detailed in the Consultation Report on the Strategy. This report must accompany the RLDP ISA Report and the other supporting documents on Deposit, in accordance with Regulation 17 of the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 (as amended 2015). A summary of key

issues raised through the consultation and the Preferred Strategy with any necessary amendments will be reported to Council in Spring 2023 to seek approval of the Preferred Strategy. The Deposit Plan will then be prepared and considered by Council prior to statutory consultation and engagement during Spring 2024.

- 1.15 Following consultation on the Deposit Plan and consideration of the issues raised, it will be submitted to the Welsh Government who will appoint an independent Inspector to examine the RLDP. Having regard to the evidence and representations received during the Deposit consultation, the Inspector must determine whether the RLDP accords with the 'tests of soundness' set out in the Development Plans Manual.
- 1.16 Following the examination, the Inspector will issue a report recommending any necessary changes to the RLDP. The Inspector's report will be binding and the Council must accept the changes and adopt the RLDP as amended. Once adopted, the RLDP will replace the existing Adopted LDP.

2 Context

Monmouthshire Profile and Overview

- 2.1 This section provides a broad introduction to the Plan area, outlining the key economic, social, environmental and cultural characteristics of Monmouthshire. It also identifies the policy context and other influences on the Plan due to the requirement to have regard to a range of plans, policies and programmes at the national, regional and local level. Of note, the Initial Sustainability Appraisal Scoping Report also sets out a full list of policies, plans, programmes and strategies relevant to the RLDP.

Geographical Context

- 2.2 Located in South East Wales, Monmouthshire occupies a strategic position between the major centres in South Wales, the South West of England and the Midlands. Monmouthshire covers an area of approximately 88,000 hectares (880 square kilometres), of which 3% is defined as ‘built on’⁶. Monmouthshire has an estimated population of 92,961⁷, of which around 7% reside within the Brecon Beacons National Park area of the County. The County is bordered by a number of Welsh Local Authorities; Newport City Council to the south-west, Torfaen County Borough Council to the west and the Brecon Beacons National Park Authority to the north-west. It is also bordered by a number of English Local Authorities; Herefordshire Council to the north-east, South Gloucestershire Council and the Forest of Dean District Council to the east, with links to South Gloucestershire via the Severn Bridge.
- 2.3 The County has a distinctive identity arising from its location in the borderlands between England and the industrial heartland of South Wales. An integral element of Monmouthshire’s distinctive settlement pattern arises from its historic market towns and villages and their relationship with the surrounding rural areas. The County has a rich and diverse landscape stretching from the coastline of the Gwent Levels in the south of the County, to the uplands of the Brecon Beacons National Park to the north-west and the river corridor of the Wye Valley Area of Outstanding Natural Beauty in the east.
- 2.4 Located at the gateway to Wales and the Cardiff Capital Region, the County is easily accessible from the rest of Wales and England using a number of strategic routes including the M4 and M48 motorways, the Heads of the Valleys road (A465), the A449, A40 and A4042. Monmouthshire also has four railway stations at Caldicot, Chepstow and Severn Tunnel Junction in the south of the County, and, Abergavenny in the north. These provide rail links to the key settlements of Newport, Cardiff and to west Wales, as well as to Bristol, London, Gloucester, Cheltenham, the Midlands and Manchester. A walkway rail station is proposed at Magor with Undy.

⁶ Corine Landcover Inventory

⁷ 2021 Census

Settlement Pattern

- 2.5 The Primary Settlements of Abergavenny, Caldicot, Chepstow and Monmouth, offer a wide range of opportunities for employment, shopping, leisure, community facilities and sustainable and active travel. Outside of these areas, additional opportunities are found at the wider Severnside area and in the Secondary Settlements of Penperlleni, Raglan and Usk, and in a number of smaller rural settlements. Further details on individual settlements and the settlement hierarchy is provided in the Sustainable Settlement Appraisal which has been developed to identify those settlements which are best suited to accommodate future growth in terms of their location, role and function.

Natural and Built Environment

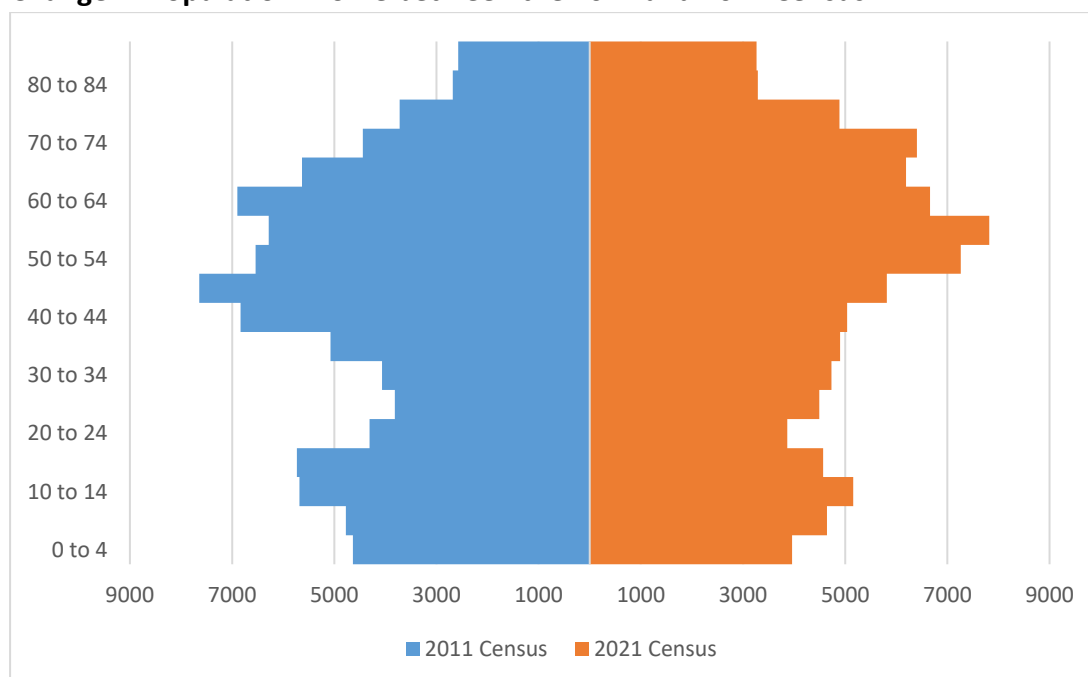
- 2.6 Monmouthshire is renowned for its beautiful landscapes and biodiversity resource. As a largely rural County, Monmouthshire has significant landscape resources and is home to internationally and nationally designated landscapes ranging from the Wye Valley AONB to the east and the Brecon Beacons National Park and the Blaenavon Industrial World Heritage Site to the north west. It has substantial biodiversity and nature conservation resources, a number of which are internationally or nationally recognised, including the Severn Estuary which is designated as a Special Area for Conservation (SAC), Special Protection Area (SPA), Site of Special Scientific Interest (SSSI) and a Ramsar Site. The County is also home to four other SACs, namely the River Wye, the River Usk, the Wye Valley Woodlands and the Wye Valley Bat Sites. These are supplemented by a rich resource of nationally designated Sites of Special Scientific Interest (SSSIs) and non-statutory locally identified Sites of Importance for Nature Conservation (SINCs).
- 2.7 The Monmouthshire RLDP area also has a rich built heritage and historic environment which includes, 31 Conservation Areas, 45 Historic Parks and Gardens, 3 Landscapes of Outstanding Historic Interest, approximately 164 Scheduled Ancient Monuments and 2,149 Listed Buildings. There is a need to protect, promote and enhance the best of our landscape and heritage which are an important part of Monmouthshire's culture and play a key role in tourism and economic growth.

Population

- 2.8 Monmouthshire has a population of 92,961 based on the 2021 Census. As a predominantly rural county, the four primary settlements of Abergavenny, Caldicot, Chepstow and Monmouth account for over half of the population between them at 52%.
- 2.9 In terms of population make-up, Monmouthshire has a median age of 49 years compared to 34 years in Cardiff, and has a significantly higher proportion of older age groups (65+) and a lower proportion of young adults (16-44) compared to the Welsh

average. The proportion of our population aged 65+ and 85+ is increasing well in excess of the Welsh average. The 2021 Census shows that the population aged 65+ has increased by 26% this compares to a Welsh average of 18%. For the County as a whole, the 2021 Census identifies that nearly 26% of the population is over 65 (compared to 21% in Wales), with 16% under 16 (18% in Wales) and just over 58% in the working age population group (16-64) (61% in Wales). The change in the population profile of Monmouthshire in the past 10 years is shown clearly in the population pyramid below. However, this differs by settlement across the County. The continuing trend for an ageing demographic is one of the key issues that Monmouthshire is facing.

Change in Population Profile between the 2011 and 2021 Census



2.10 The relative absence of young adults is often linked to the affordability of housing across the County. Average house prices in the County are high at £398,859 when compared to the Welsh average of £236,439 (Hometrack, November 2022)⁸. House prices are also high in relation to earnings and there is a pressing need for additional affordable housing in the County in both urban and rural areas to assist in ensuring a more balanced population. The issue of affordability also impacts on the ability of young people in the County being able to form their own households, the 2021 Census shows a 14% increase in households with non-dependent children, showing children having to live with parents for longer. This issue has been heightened by the Covid-19 pandemic which has demonstrated the importance of ensuring our communities are balanced and socially sustainable, particularly in terms of demography.

⁸ Based on sales and valuations over six month period March 2022 – August 2022. Sales only over same period related to £351,643 for Monmouthshire and £224,101 for Wales. Data accessed on 02/11/2022.

Economy

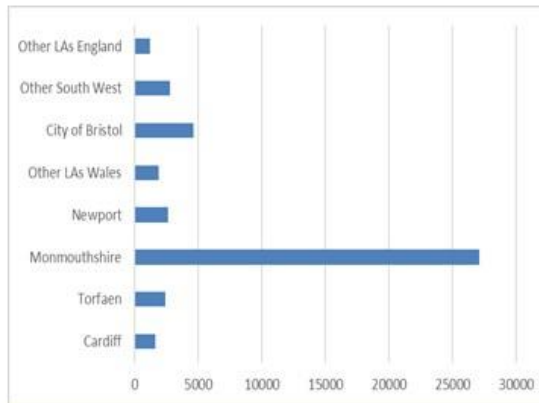
- 2.11 As the gateway to Wales, Monmouthshire is geographically well connected in a key strategic location with good transport infrastructure linking to the wider region. The County enjoys close proximity to the key growth areas of Cardiff, Bristol, Newport and the Midlands and is only a 45 minute drive to Cardiff and Bristol airports. It is the most competitive economy in Wales after Cardiff and is predicted to have the fastest GVA growth per capita in Wales (UK Competitiveness Index 2021). Our residents are among the best qualified in Wales.⁹
- 2.12 Monmouthshire is a key partner in the Cardiff Capital City Deal and given its geographical location connected to the Bristol City Region this makes it an attractive proposition for economic development.
- 2.13 The April 2021 – March 2022 ONS Annual Population Survey indicated that nearly 80% (79.7%) of Monmouthshire’s working-age population were economically active, higher than the figure for Wales, at 76.5%. Whilst the proportion of the economically active of working age unemployed in Monmouthshire was 2.9% compared to 3.8% in Wales.
- 2.14 Monmouthshire has a strong core of agri-food, tourism, manufacturing, digital and tech businesses. The Council’s Economic Growth and Ambition Statement¹⁰ recognises the importance of building on this success to generate growth in a spectacular setting. Maintaining the attractiveness of Monmouthshire to its current and future residents and visitors through sustainable growth is a key aim of the RLDP.
- 2.15 The ONS 2021 Annual Population Survey reveals that 61% of residents who are employed work within the county. The county had a net out-commute of some 2,800 residents. Of those commuting out for employment nearly 27% were commuting to the City of Bristol and a further 23% to other areas in England. Welsh Government’s Building Better Places response to Covid-19 acknowledges that the tendency for people to work from home is likely to continue longer term, with Welsh Government ambition being for 30% of the workforce to work remotely on a regular basis.¹¹

⁹ ONS Annual Population Survey (12 months to June 2022)

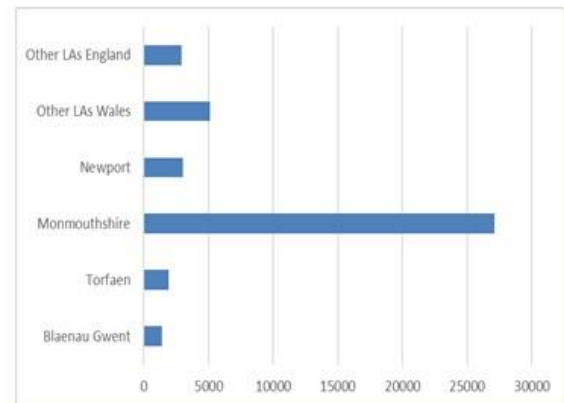
¹⁰ The Economic Growth and Ambition Statement can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

¹¹ [Smarter working: a remote working strategy for Wales \[HTML\] | GOV.WALES](#)

Where residents of Monmouthshire Work



Where those who work in Monmouthshire live



- 2.16 An Employment Background Paper¹² is prepared annually which assesses take-up of allocated employment land in the adopted LDP's (Identified Industrial and Business Sites under policy SAE1 and Protected Employment Sites under policy SAE2). The results from this annual survey will help to inform future employment land requirements. As of March 2022, of the 50.12ha of allocated SAE1 sites in the Adopted LDP, just over 40 hectares of land remained available for B1, B2 and B8 uses. The employment land take-up rate has averaged 1.8 hectares per annum since the adoption of the LDP in 2014.
- 2.17 Given the increased propensity in agile and home working which began during the Covid-19 pandemic employment land demand/ requirements may change. However, the RLDP will continue to need to provide a range of sites to meet employment needs to 2033 to support the Council's ambitions and to support the local economy. The spatial distribution of employment land will be given further consideration in the Deposit RLDP which will include the identification of suitable employment sites and premises to enable existing businesses to grow and to attract new businesses in key growth sectors.

Influences on the Replacement Local Development Plan

Legislative Context

- 2.18 The Preferred Strategy has been prepared in the context of relevant national legislation and plans, policies and strategies at the national, regional and local level, details of which are set out in Appendix 3.

¹² The Employment Land Background Paper – May 2022 can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/annual-monitoring/employment/>

3 Key Issues, Challenges and Opportunities

Key Issues and Challenges

3.1 The key issues, challenges and opportunities/drivers facing the County (economic, environmental, social and cultural) are set out in the RLDP Issues, Vision and Objectives Paper¹³ (updated December 2022) and set out in Appendix 4. The Issues have been grouped to align with the seven well-being goals as set out in the Well-being of Future Generations (Wales) Act 2015 to ensure that they are framed within this context. A summary of the key issues, challenges and opportunities is provided below:

- We have the highest average house prices in Wales (see para 2.10). This means a large proportion of people cannot afford to buy a home so either leave the County, or have to live with their parents or in shared housing for longer. We have 2,200 households identified as being in need of affordable housing¹⁴. The RLDP will explore opportunities to increase the number of affordable homes and ensure a range and choice of homes are incorporated within new developments.
- Our population is getting older. By 2033 we will have more old people living in the County but fewer young people (see para 2.9). An older population changes the kind of services our communities will need, but also reduces the number of people using and financially supporting businesses and services. We will have a smaller economically active population making Monmouthshire a less attractive place for businesses to locate. This impacts on our future economic prospects.
- The Council has declared a climate emergency and has committed to strive to limit the increase in global temperatures to 1.5°C and strengthened emphasis on nature recovery. The RLDP will provide the land use policy framework to address the climate and nature emergency together, seeking outcomes that recognise the role resilient ecosystems can play in tackling carbon emissions and mitigating the impact of climate change. The RLDP will establish policy to support and enable renewable energy generation and establish requirements for net zero carbon ready developments and other sustainable development principles such as active travel, green infrastructure and local food production. These will sit alongside and integrate with policies for protection of sites designated for biodiversity, habitats and species and deliver on Net Biodiversity Benefit.

¹³ The Issues, Vision and Objectives Paper can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

¹⁴ MCC Affordable Housing Prospectus 2022

- We have an urgent need to tackle water quality and phosphate pollution in our rivers Natural Resources Wales (NRW) has adopted tighter targets for river water quality and have put in place a requirement to achieve phosphate neutrality or betterment in the River Usk and River Wye. In recognition of the water quality issues in the County, a Motion for Rivers and Ocean was declared by Council in March 2022 with an [action plan](#) agreed by Council in September 2022 to outline steps the Council will take to protect our rivers and ocean.
- There is a need to consider whether existing employment land is suitably located and fit for purpose for appropriate growth sectors, along with the potential increase in agile and home working and the impact this may have on employment land demand/requirements. We also need to consider future demand in line with Council aspirations and the opportunities that a shift in working behaviour could create with businesses given greater flexibility over where to locate.
- There are opportunities associated with growth from both the Cardiff Capital Region and Bristol region.
- Unemployment levels are low (see para 2.13); however, Monmouthshire has a dual economy. The qualifications, skills and earnings of the residents are above the regional and national average, however, for those working in the area earnings are lower and employment is relatively less skilled. Monmouthshire has a net-outflow of commuters (see para 2.15). To address these issues there is a need to provide support for inward investment and local employment growth/opportunities.
- Vacancy rates in some of the County's town and local centres have increased¹⁵ due to changing shopping habits including internet shopping and economic factors such as high business rates and the cost of living crisis.
- There are challenges of rural isolation and sustaining rural communities, including regenerating the rural economy. The recent pandemic has emphasised the value and importance of having locally accessible services and facilities.
- We want to protect the landscapes and heritage that make Monmouthshire a unique and attractive place to live. The RLDP recognises the value and importance of placemaking and the provision of locally accessible open/spaces for health and well-being and recreation.

¹⁵ Evidence is contained in the Retail section of the 2020-2021 Annual Monitoring Report
<https://www.monmouthshire.gov.uk/app/uploads/2021/11/Monmouthshire-LDP-AMR-2020-2021.pdf>

- Tourism plays a significant part in the Monmouthshire economy particularly in assisting in the diversification of the rural economy and in sustaining the County's historic town centres. According to figures supplied by tourism economic indicator STEAM (Scarborough Tourism Economic Activity Monitor), the sector brought in £245m to Monmouthshire in 2019 (latest figures available) and supported the equivalent of 3,119 full-time jobs (STEAM report 2019).

Development Constraints

- 3.2 The RLDP response to these issues must be considered and delivered with regard to development constraints that need to be avoided, mitigated and balanced to achieve sustainable development principles such as placemaking, active travel and environmental considerations including high quality landscape across the County, biodiversity designations and green infrastructure. Collectively these constraints and policy requirements will need to be balanced and will influence the location and scale of development appropriate to different parts of the County. Specific examples are discussed throughout the policy framework contained in the Preferred Strategy, with some key constraints discussed below.

Water Quality in Riverine Special Areas of Conservation (SAC)

- 3.3 Following new evidence about the environmental impacts of phosphates in watercourses, Natural Resources Wales (NRW) has adopted tighter targets for river water quality and has assessed the nine riverine Special Areas of Conservation in Wales. Within Monmouthshire, it was identified that 88% of the River Usk's water bodies failed to meet the required target and within the River Wye 67% failed to meet the required target. In response, NRW has issued detailed planning guidance to ensure that the environmental capacity of the rivers does not deteriorate any further. A plan of the catchment area of the rivers can be found on the Council's website via: <https://www.monmouthshire.gov.uk/planning/water-quality> .
- 3.4 NRW has provided planning guidance outlining what type of development is unlikely to have an impact on phosphate levels in the watercourses. Development proposals within the affected catchment areas of the rivers Usk and Wye that might increase phosphate levels must achieve phosphate neutrality or betterment . This [guidance](#) can be found on the Council's website.
- 3.5 This new guidance has significant implications for development proposals within the river catchment areas. We are working with NRW, Dŵr Cymru Welsh Water, Welsh Government, the development industry and our biodiversity officers to find solutions to enable growth and allocate candidate sites through the RLDP process that do not harm the environmental capacity of our watercourses. **Recent discussions with Dŵr Cymru Welsh Water (DCWW) have confirmed that a workable and achievable solution**

to phosphates has now been identified for the Monmouth Wastewater Treatment Works (WwTW) (benefitting the River Wye Catchment), in addition to previously confirmed improvement works at the Llanfoist Wastewater Treatment Works (WwTW) serving Abergavenny (benefitting the upper River Usk catchment). The removal of this spatial constraint in the Monmouth area means that RLDP can now allocate new affordable-housing-led development within Monmouth. Following discussions with Dŵr Cymru Welsh Water (DCWW) and NRW have confirmed that a workable and achievable solution has now been identified for the Llanfoist Wastewater Treatment Works (WwTW) (upper River Usk catchment), but there is no identified strategic solution for phosphate mitigation at the Monmouth WwTW (upper River Wye catchment) at this time. Without an identified strategic solution, new site allocations for future growth within the affected upper River Wye catchment area cannot be evidenced to be deliverable within the Plan period. Consequently, no new site allocations can be proposed within the upper River Wye catchment, including the primary settlement of Monmouth. The restrictions on new housing and employment development in this area during the Plan period are reflected in the RLDP spatial strategy. These WwTW improvements are currently subject to design and regulatory approval, however, there is a firm commitment that these improvements will be completed by 31st March 2025. This investment will significantly reduce the amount of phosphates entering the water environment from the treatment works, providing environmental improvement and capacity for new development (housing, commercial, retail, agricultural) to proceed, supporting the long-term sustainability of towns and communities while safeguarding water quality.

- 3.6 A [Phosphates Briefing Update](#) was sent to all those on the RLDP Database in July 2023. This provided an update on the on the challenging environmental issue of water quality in both the River Wye and River Usk and the implications for the RLDP which is reflected in this updated Preferred Strategy.

Site Search Sequence and Best and Most Versatile Agricultural Land

- 3.7 The approach to site selection for the Deposit Plan will follow the site search sequence outlined in PPW11, which prioritises the use of suitable and sustainable previously developed land before considering greenfield sites. This process must, however, acknowledge the limited brownfield resource available in Monmouthshire and the environmental, social and economic considerations that need to be balanced in a Monmouthshire context.
- 3.8 A key consideration in assessing the Candidate Sites will be the high percentage of Best and Most Versatile (BMV) agricultural land within Monmouthshire. Appendix 5 sets out the Council's anticipated approach to assessing the potential loss of BMV agricultural land. This will be developed further to provide an Agricultural Land Classification Background Paper for Deposit RLDP stage. The widespread distribution of BMV agricultural land throughout Monmouthshire means that it does not affect the

spatial strategy: all four of our primary settlements are surrounded by BMV agricultural land, so it is not possible to avoid the development of such land via a different spatial strategy.

Green Belt

- 3.9 Policy 34 of Future Wales requires the South East Wales Strategic Development Plan (SDP) to identify a green belt to the north of Cardiff, Newport and the eastern part of the region to manage urban form and growth. The South East Wales Regional Strategic Diagram (page 163 of Future Wales) provides an indicative plan of the area for consideration with the detailed boundary to be defined through the preparation of the SDP. In advance of an SDP, the indicative area shown for consideration in Future Wales should be treated as a designated Green Belt.
- 3.10 While the County's main towns are situated outside of Future Wales' indicative green belt, in assessing candidate sites and their relationship to Policy 34 of Future Wales, consideration will be given to paragraph 3.72 of PPW11 which states that when considering a Green Belt designation, a sufficient range of development land which is suitably located in relation to the existing urban edge should be made available, having regard to the longer term need for development land, the effects of development pressures in areas beyond the Green Belt and the need to minimise demand for travel. This may require land to be safeguarded, and boundaries of proposed Green Belts must be carefully defined to achieve this. A Green Belt Study has been commissioned on a sub-regional basis to inform the evidence base of RLDPs and the South East Wales SDP.

Key Opportunities

- 3.11 Having identified the key issues and challenges facing the County that the RLDP needs to address, the following sets out some of the key opportunities to realising some of the issues and challenges.

Future Wales: The National Plan 2040 (February 2021)

- 3.12 Welsh Government published Future Wales 2040 in February 2021. While this sets out the national development framework and direction for development in Wales to 2040, it contains a number of policies that are of particular relevance to Monmouthshire providing the national policy context to address our evidenced key issues. Policy 3 – Supporting Urban Growth and Regeneration - Public Sector Leadership - sets out that Welsh Government will play an active role in the delivery of growth and urban regeneration, working with local authorities to unlock the potential of public land and support local authorities to take an increased development role. Policy 4 – Supporting Rural Communities and Policy 5 – Supporting the Rural Economy, provide the policy framework to consider how age balanced communities can be achieved, where depopulation should be reversed and allowing for sustainable, appropriate and proportionate economic growth. Policy 7 – Delivering Affordable

Homes, also addresses the key issue of affordable housing prices in the County and provides the framework to address this through affordable housing led developments. These policies provide significant opportunities to address a number of the key issues facing the County.

Building Better Places: The Planning System Delivering Resilient and Brighter Futures. Placemaking and the Covid-19 recovery (July 2020)

- 3.13 The Covid-19 pandemic has resulted in many challenges, but it has also resulted in some significant changes in how we operate our daily lives and use the neighbourhood spaces around us. Welsh Government's Building Better Places Covid-19¹⁶ recovery policy document recognises this, and the opportunity it has created to embed behavioural shift and the increased importance of placemaking. The RLDP is a key mechanism to deliver on Covid-19 recovery. Examples include greater emphasis on creating neighbourhoods that enable residents to stay and move locally to access most services and amenities through revitalised town centres and the provision of locally accessible green spaces. Similarly, the importance of digital connectivity and necessity to incorporate sufficient infrastructure in developments from the outset has been highlighted, particularly in rural areas.

Climate and Nature Emergency and Motion for the Rivers and Ocean

- 3.14 In May 2019, the Council declared a Climate Emergency and published an updated Climate and Decarbonisation Strategy and Action Plan in November 2021, with strengthened emphasis on nature recovery in recognition of the nature emergency. This sets out key actions the Council will take to reduce its own carbon emissions to net zero in line with Welsh Government's target of 2030, but also make a commitment to work with partners and organisations to develop and implement best practice in limiting global warming to less than 1.5°C. As recognised by PPW11 and Building Better Places, the RLDP and its policy framework and allocations provide a significant opportunity to address the causes and effects of climate change. It is recognised that efforts to tackle climate change are wide-ranging and will require a co-ordinated approach to development including aspects such as active travel, green infrastructure, effective use of land and resources and flood resilience.
- 3.15 In recognition of urgent need to address water quality in the County, the Climate Emergency Action Plan November 2021 update included the requirement to prepare an action plan to address water quality. In March 2022 the Motion for the Rivers and Ocean was agreed by Council with the associated action plan agreed in September 2022. This sets out measures and to tackle river water quality, utilising existing partnerships to provide a co-ordinated approach. Of particular relevance to the RLDP is the ongoing work with NRW and Dŵr Cymru Welsh Water and continued

¹⁶ Building Better Places – Placemaking and the Covid-19 recover – July 2020 can be viewed via: <https://gov.wales/sites/default/files/publications/2020-07/building-better-places-the-planning-system-delivering-resilient-and-brighter-futures.pdf>

involvement with the Wye Nutrient Management Board and the Usk Catchment Partnership to identify and implement options for delivering improvements in water quality.

Cardiff Capital Region City Deal

3.16 The overarching economic objectives of the City Deal are to create 25,000 new jobs and leverage £4 billion in private sector investment across the region. Key themes have been identified to focus the approach: Connecting the Region; Regeneration and Infrastructure; Skills and Employment. These strategic themes present opportunities for the RLDP including:

- Connecting the Region – Digital Strategy: this aims to create a smart region, driving innovation and solutions to attract private sector partnership and investment, including Welsh and regional connectivity, mobile 5G access and maximising open data.
- Metro – the South East Wales Metro Project provides much needed opportunities to increase train service frequency, improve inter-modal connectivity and coordination, streamline ticketing and improve bus services.
- Regeneration and Infrastructure – the Housing and Investment Fund supports the delivery of more homes across the region. This includes assistance in stimulating the SME sector across the region by providing loan development finance and launching a Customer Build Scheme releasing smaller plots of public sector land with a full package of support for SMEs to deliver new homes.
- Skills and Employment – the Skills for the Future Project provides region-wide school engagement with pupils and parents to offer careers advice and guidance, support for businesses to address barriers of participation, including a skills investment fund and a commitment to support delivery of over 10,000 additional apprenticeships, graduate internships and upskilled employees in the private sector.

Monmouthshire 2040: Our Economic Growth and Ambition Statement and Inward Investment Prospectus 2020: Growing your Business in Monmouthshire

3.17 The Council's Economic Growth and Ambition Statement and Prospectus set out the aspirations to raise the profile of Monmouthshire as a dynamic place to do business, a credible place to invest and an incredible place to live, visit and stay. It recognises that Monmouthshire's economy needs to grow to help build sustainable and resilient communities and to achieve the draft Community and Corporate Plan¹⁷ goal of being a thriving and ambitious place, full of hope and enterprise.

¹⁷ The draft Community and Corporate Plan 2022 sets out the Council's core purpose, principles, and priorities. It was endorsed by Cabinet on 19th October 2022 and a developed version will be reported to Council in January 2023 adopted by Council on 20th April 2023.

3.18 The Economic Growth and Ambition Statement and accompanying Prospectus and emerging Economic Development Strategy will work alongside the RLDP and will assist in:

- Raising the profile of Monmouthshire as a key investment opportunity for the private sector.
- Attract funding and investment to Monmouthshire to attract and facilitate economic growth to the County.
- Increasing the take up of apprenticeships and reducing the number of residents who are not in education, employment or training.
- Increasing next generation access broadband and mobile phone coverage across the County.

4 RLDP Strategic Framework

RLDP Vision (2018-2033)

- 4.1 The Vision clarifies the core purpose of the RLDP and provides a framework for developing the Preferred Strategy and future detailed policies. The Vision set out in the adopted LDP 2011-2021 has been reviewed and updated to take account of the issues, challenges and opportunities facing the County, key elements of the PSB Well-being Plan and draft Community and Corporate Plan¹⁸ and to reflect the new growth and spatial strategy.

By 2033 Monmouthshire will be a place where:

- (1) People are living in sustainable, resilient communities that support the well-being of current and future generations and are more inclusive, equal, safe, cohesive, prosperous, vibrant and balanced demographically. Both urban and rural communities are well-connected with better access to local services and facilities, open space and employment opportunities.**
- (2) Communities and businesses are part of an economically thriving, ambitious and well-connected County.**
- (3) The best of the County's built heritage, countryside, biodiversity, landscape and environmental assets have been protected and enhanced to retain its distinctive character.**
- (4) People enjoy healthier, more sustainable lifestyles with improved access to public transport and active travel opportunities and have a minimised impact on the global environment, supporting our ambitions for a zero carbon county.**

The implications of achieving this Vision will be that by 2033 Monmouthshire will be home to well-connected exemplar, affordable housing-led, net zero carbon ready places that provide employment and support demographically balanced sustainable and resilient communities for all.

RLDP Objectives (2018-2033): Delivering the Vision

- 4.2 In order to address the key issues and challenges and deliver the Vision, 17 Objectives have been developed for the RLDP. These build upon the Adopted LDP objectives and the well-being objectives set out in the Monmouthshire PSB Well-being Plan. The objectives are kept under review and updated as necessary as part of the continued development of the RLDP evidence base. The RLDP will deliver Council's objectives and address the core issues of delivering essential affordable homes at pace and scale, responding to the climate and nature emergency by delivering net zero carbon ready new homes in exemplar places, and ensuring our communities are socially and

¹⁸ The draft Community and Corporate Plan 2022 sets out the Council's core purpose, principles, and priorities. It was endorsed by [Cabinet on 19th October 2022](#) and a developed version will be reported to Council in January 2023 [adopted by Council on 20th April 2023](#).

economically sustainable by attracting and retaining younger people to rebalance our ageing demographic.

- 4.3 The Objectives are sufficiently aspirational yet also achievable within a spatial planning context. As with the RLDP issues, the objectives have been grouped in alignment with the seven well-being goals as set out in the Well-being of Future Generations (Wales) Act 2015, and are aligned with the RLDP issues, the main policy themes identified in Planning Policy Wales (PPW11) and the Monmouthshire PSB Well-being Plan objectives, as set out in Table 1. The objectives are not listed in priority order.

Table 1 – RLDP Objectives

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
A Prosperous Wales (Well-being Goal 1)					
Objective 1	Economic Growth/ Employment*	To support a thriving, well-connected, diverse economy, which provides a range of good quality employment opportunities to enable and encourage indigenous business growth and attract inward investment and competitive innovative businesses in appropriate growth sectors, including through the provision of start-ups and grow on spaces.	1, 2, 3, 4, 5, 6, 7, 24	Productive and enterprising places	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.
Objective 2	Town and Local Centres*	To sustain and enhance the County’s towns of Abergavenny, Caldicot, Chepstow, Monmouth, and local centres of Magor, Raglan and Usk as vibrant and attractive centres serving the needs of their population and those of their surrounding hinterlands, and supporting adaptation to meet the needs of the evolving role of the high street.	8	Active and social places	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.
A Resilient Wales (Well-being Goal 2)					
Objective 3	Green Infrastructure, Biodiversity and Landscape*	To protect, enhance and manage the resilience of Monmouthshire’s natural environment, biodiversity and ecosystems and the connectivity between them, while at the same time maximising benefits for the economy, tourism, health and well-being.	11, 12, 35	Distinctive and natural places	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
		This includes the Wye Valley Area of Outstanding Natural Beauty, the County's other high quality and distinctive landscapes, protected sites, protected species and other biodiversity interests.			
Objective 4	Flood risk	To ensure that new development takes account of the risk of flooding, both existing and in the future, including the need to avoid inappropriate development in areas that are at risk from flooding or that may increase the risk of flooding elsewhere and the need to design development, including the use of natural flood management measures to appropriately manage flood risk and surface water run-off.	12, 13	Distinctive and natural places	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.
Objective 5	Minerals and Waste	To meet the County's regional and local obligations to manage and dispose of its waste and to safeguard and exploit its mineral resource in a sustainable fashion.	14, 15	Productive and enterprising places	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.
Objective 6	Land-	To promote the efficient use of land, including the need to: <ul style="list-style-type: none"> • maximise opportunities for development on previously developed land, whilst recognising that brownfield 	16, 17	Strategic and spatial choices	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
		<p>opportunities are limited in Monmouthshire.</p> <ul style="list-style-type: none"> • protect the best and most versatile (BMV) agricultural land whilst at the same time recognising that this will not always be possible given high proportion of BMV land in the County and the limited opportunities for brownfield development. • support the adaptation and re-use of existing sustainably located buildings. 			
Objective 7	Natural resources	To promote the efficient use of natural resources including providing increased opportunities for water efficiency, energy efficiency, renewable energy, recycling and waste reduction.	14, 15, 31, 37	Productive and enterprising places	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.
A Healthier Wales (Well-being Goal 3)					
Objective 8	Health and Well-being*	To improve access for all to recreation, sport, leisure activities, open space and the countryside and to enable healthier lifestyles. To support the Health Board to improve health infrastructure to meet community needs.	18, 20, 21, 33, 35	Active and social places	Provide children and young people with the best possible start in life.
A More Equal Wales (Well-being Goal 4)					

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
Objective 9	Demography*	To increase opportunities for the younger population to both live and work within Monmouthshire, creating a more balanced demography and socially and economically sustainable communities.	2, 3, 4, 5, 24	Active and social places	Respond to the challenges associated with demographic change.
A Wales of Cohesive Communities (Well-being Goal 5)					
Objective 10	Housing*	To provide urgently needed affordable housing within exemplar, mixed, sustainable and well-connected places both for existing and future residents.	23, 25, 26, 27, 28	Active and social places	Respond to the challenges associated with demographic change.
Objective 11	Placemaking	To create exemplar sustainable places through design, layout and mix of uses that enhance the character and identity of Monmouthshire's settlements and landscape; create attractive, safe and accessible places to live, work and visit; and promote people's prosperity, health, happiness and well-being.	1, 11, 12, 18, 20, 27, 28, 29, 30, 31, 32, 34, 35	Strategic and spatial choices	Respond to the challenges associated with demographic change.
Objective 12	Communities	To build sustainable resilient communities where people have good access to employment, shops, housing, public transport, active travel, healthcare, community and cultural facilities.	1, 5, 7, 8, 9, 18, 20, 25, 26, 27, 29, 30, 31, 33, 35	Strategic and spatial choices	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.
Objective 13	Rural Communities	To sustain existing rural communities as far as possible by providing affordable homes and development opportunities of an	6, 7, 20, 22, 26, 29, 30, 34	Productive and	Develop opportunities for communities and business to be part of

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
		appropriate scale and location in rural areas in order to assist in building sustainable rural communities and strengthening the rural economy.		enterprising places	an economically thriving and well-connected county.
Objective 14	Infrastructure*	To ensure that appropriate physical and digital infrastructure (including community and recreational facilities, sewerage, water, transport, schools, health care and broadband etc.) is in place or can be provided to accommodate new development.	12, 19, 20, 31	Productive and enterprising places	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.
Objective 15	Accessibility	To seek to reduce the need to travel by promoting a mix of land use allocations and improved internet connectivity, and where travel is required, to provide opportunities for active travel and integrated sustainable transport above use of the private car.	10, 30, 36	Active and social places	Develop opportunities for communities and business to be part of an economically thriving and well-connected county.
A Wales of Vibrant Culture & Thriving Welsh Language (Well-being Goal 6)					
Objective 16	Culture, Heritage and Welsh Language	To protect and enhance the built environment, culture and heritage of Monmouthshire for the future while maximising benefits for the economy, tourism and social well-being, including supporting and safeguarding the Welsh Language.	9, 32, 33, 34, 35	Distinctive and natural places	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.

RLDP Objective Number	Headline	RLDP Objective	RLDP Issues addressed	Main PPW11 theme	Monmouthshire PSB Well-being Plan objective
A Globally Responsible Wales (Well-being Goal 7)					
Objective 17	Climate and Nature Emergency *	To strive to limit the increase in global temperatures to 1.5°C, supporting carbon reduction through a variety of adaptation measures including facilitating resilient ecosystems and nature recovery, the use of renewable energy, net zero ready homes, the design and location of new development, encouraging balanced job and population growth to reduce out-commuting, the provision of broadband connectivity to reduce the need to travel, the provision of ultra-low emission vehicle charging infrastructure to reduce emissions and improve air quality, and the provision of quality Green Infrastructure.	10, 12, 36, 37, 38	Distinctive and natural places	Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.

** indicates the Objective has increased emphasis and importance in light of Covid-19*

Preferred Strategy

- 4.4 The Preferred Strategy sets out a new direction for the RLDP to ensure sustainable growth in the County, embodying the principles set out in the draft Community and Corporate Plan of tackling inequality, protecting our environment and adapting to a world being reshaped by climate change. The Preferred Strategy has been informed by a wide range of evidence¹⁹ and responds to a number of challenges that have arisen following stakeholder consultation and engagement on the previous Preferred Strategy in Summer 2021, namely the Welsh Government objection to the level of growth set out in that Preferred Strategy²⁰ and water quality issues in the Rivers Wye and Usk²¹.
- 4.5 The Council has considered how best to progress the RLDP having regard to these challenges, whilst also ensuring that the RLDP delivers on our objectives and addresses our core issues of delivering essential affordable housing at pace and scale, responding to the climate and nature emergency by delivering net zero carbon ~~ready~~ new homes for our communities, and ensuring our communities are socially and economically sustainable by attracting and retaining younger people to rebalance our ageing demographic. In September 2022 Council endorsed the proposal²² to proceed with a new growth and spatial strategy that responds to these challenges and maximises delivery of these core issues and objectives within the environmental and national policy constraints. Further details on the strategy options considered are set out in the Growth and Spatial Options Paper, September 2022. In response, the new Preferred Strategy proposes a lower level of growth and an amended spatial strategy that responds to these challenges.
- 4.6 The Preferred Strategy:
- **Makes provision for approximately 5,400 - ~~5,940~~ 6,210 homes over the Plan period 2018-2033²³.** This includes the provision of approximately 1,580 - ~~1,850~~ 1,910 affordable homes. As there are currently approximately ~~3,740~~ 4,085 homes

¹⁹ Our key issues, vision and objectives, Local Wellbeing Plan, community consultation and engagement sessions, the Integrated Sustainability Appraisal (ISA), the Sustainable Settlement Appraisal, National Planning Policy including Future Wales; the National Plan 2040, and the LDP tests of soundness.

²⁰ Welsh Government's Planning Division raised significant concerns regarding the Strategy's proposed level of growth and 'general conformity' with policies 1 and 33 of the Future Wales 2040: the National Plan, suggesting that growth in Monmouthshire would undermine growth in the national growth area of Cardiff, Newport and the Valleys. Welsh Government unusually prescribed a maximum growth of 4,275 dwellings over the Plan period, which is below the Adopted LDP's annual dwelling requirement (450) and the June 2021 Preferred Strategy's dwelling requirement figure (507).

²¹ Phosphate water quality issues are detailed in Chapter 3

²² [Council meeting 27th September 2022](#)

²³ In accordance with the Development Plans Manual (WG, March 2020) an allowance is provisionally made for a ~~10%~~ 15% flexibility allowance to factor in sites that may not come forward, unforeseen issues or to meet higher aspirations for the County to enable the provision/delivery of additional sites if all sites are delivered. The flexibility allowance will be given further consideration and refined at Deposit stage.

in the housing landbank²⁴, **land will be allocated for approximately 1,660 – 2,200 – 2,125 new homes, including 830 – 1,100 1,065 new affordable homes.** These homes will be delivered through various housing land supply components, details of which are set out in Table 2 below, Appendix 6 and an updated Housing Background Paper that will accompany the Deposit Plan.

- Sets out the planning policy framework to enable the **provision of approximately 6,240 additional jobs** by allocating sufficient employment land in the right places in the County to meet the needs of new and existing businesses. The Plan will also include policies to facilitate growth in retail, leisure and tourism sectors. The RLDP will be supported by an economic development strategy.
- **Focuses growth in the County’s most sustainable settlements of Abergavenny, Chepstow, Monmouth and Caldicot, including Severnside**, as well as some growth in our most sustainable rural settlements to deliver much needed affordable homes and to address rural inequality and rural isolation in these areas. **Preferred strategic sites are identified to expand the Primary Settlements of Abergavenny, Caldicot, Chepstow and Monmouth (Strategic Policy S7). Other detailed site allocations will be set out in the Deposit RLDP.** ~~Due to the lack of an identified strategic solution to the treatment of phosphates at the Monmouth Wastewater Treatment Works (WwTW) within the Plan period, no new site allocations are proposed in the primary settlement of Monmouth or within the upper River Wye catchment area north of Bigsweir Bridge.~~
- ~~Identifies Preferred Strategic Site Allocations in the primary settlements of Abergavenny, Chepstow and Caldicot, including Severnside. Other detailed site allocations will be set out in the Deposit RLDP.~~
- Limits the impact of climate change by ensuring **new homes are net zero carbon ready and well connected with existing settlements**, providing attractive and accessible places to live and work.
- **Sets out strategic policies** on a range of topic areas, reflecting the four placemaking themes in Planning Policy Wales (PPW)²⁵.

4.7 ~~It is recognised that the Preferred Strategy is unable to deliver the Council’s objectives, including the delivery of new affordable homes, in those settlements in the upper River Wye catchment. In the absence of identified strategic solutions to the treatment of phosphates in the River Wye catchment area during the Plan period, this shortcoming is unavoidable and it is not possible to allocate sites for new growth (homes and employment) in the affected river catchment. In contrast, strategic solutions are being developed to enable the treatment of phosphates in the River Usk catchment area which enables sustainable growth within the most sustainable~~

²⁴ As the Plan period has already begun (2018) some of the homes in the landbank have been built, are under construction or have planning permission. The landbank figure also takes into account LDP ‘rollover’ allocations, windfall sites and small sites.

²⁵ PPW edition 11, WG, February 2021.

~~settlements within the River Usk catchment area over the Plan period. The southern part of the County remains unaffected by this issue.~~

- 4.8 ~~If a strategic solution to the phosphate issue is developed in the Monmouth WwTW during the Plan period, then windfall sites within development boundaries could be developed. In accordance with the Development Plans Manual, these will be considered as 'bonus sites' and will not count towards our housing figures. It is proposed to include the following sites within the settlement boundary for Monmouth:~~
- ~~Current LDP allocation at Drewen Farm, off Wonastow Road (approximately 110 homes);~~
 - ~~Current LDP allocation at Tudor Road, Wyesham (approximately 35 homes);~~
 - ~~Site with planning permission at Rockfield Road (approximately 130 homes).~~
- ~~The above sites have been unable to proceed at present due to the water quality constraint. In contrast, all other allocated housing sites within the adopted LDP that have not been delivered will be de-allocated.~~

Preferred Level of Growth

- 4.9 Strategic Policy S1 sets out the RLDP's Preferred Growth Strategy.

Strategic Policy S1 – Preferred Growth Strategy

In order to meet Monmouthshire's core purpose of building sustainable and resilient communities for all, between 2018 and 2033 the Plan will make provision for:

- **5,940* 6,210* homes** to meet a housing requirement of 5,400 homes
- **6,240 new jobs**

The focus of this growth will be on the County's most sustainable settlements, as outlined in the sustainable settlement hierarchy set out in Policy S2.

*This figure includes an indicative 10% 15% flexibility allowance, which will be subject to further consideration and refinement at Deposit Plan stage

- 4.10 The Preferred Growth Strategy is based on a demographic-led scenario with added policy assumptions²⁶. ~~It provides a level of growth (homes and jobs) that maximises the extent to which we addresses our local evidence-based issues and objectives in the south of the County and River Usk catchment area, including in relation to the delivery of affordable homes, sustainable economic growth, rebalancing our demography by ensuring that young people can choose to live in the County while responding to the climate and nature emergency, and the issues identified in paragraph 4.7.~~

²⁶ Demographic-led option for the LPA area (i.e. excludes the BBNP area within Monmouthshire) using ONS 2020 MYE base and applying assumptions in relation to migration, household membership rates and commuting ratio, as **this will be set out in an updated Housing Background Paper that will accompany the Deposit Plan.**

- 4.11 This level of growth is in general conformity with Future Wales’ overall strategy. Although Monmouthshire is not within the national growth area identified in Future Wales 2040: the National Plan, our evidence shows that the proposed level of growth is essential to deliver our local evidence-based issues and objectives and ensure the RLDP is sound. It is supported by Future Wales policies 3, 4, 5 and 7, which support public leadership and the use of public land to deliver on ambitious affordable housing targets, demographically balanced rural communities, the rural economy and the delivery of affordable homes. The RLDP growth strategy will assist in addressing our core issues without harming or compromising Welsh Government’s objectives for the wider South East Wales region.
- 4.12 The Strategy also meets a key ‘Tests of Soundness’ of ensuring that the Plan is locally specific, addresses key issues, is supported by robust, proportionate and credible evidence, and the Plan’s vision and strategy are positive and sufficiently aspirational. A Self-Assessment of the Preferred Strategy against the Tests of Soundness includes an assessment of the Strategy’s general conformity with Future Wales 2040. This demonstrates that the Preferred Strategy and the stages undertaken and processes followed to reach this stage are ‘sound’, and that the Strategy assists in the delivery of key Future Wales policies and is in general conformity with its overarching strategy.

Preferred Growth Strategy: Addressing our Key Issues and Objectives

Delivery of Affordable Housing

- 4.13 The RLDP will deliver approximately 5,400 - ~~5,940~~ 6,210 homes over the Plan period 2018-2033. This includes the provision of 1,580 - ~~1,850~~ 1,910 affordable homes, of which approximately 830 – ~~1,100~~ 1,065 will be delivered through new housing allocations.
- 4.14 The Preferred Strategy is focused on the delivery of affordable homes to specifically address housing affordability which is one of the most fundamental challenges facing our communities. High average house prices (see para 2.10) and high house prices in relation to earnings in the County has resulted in a pressing need for affordable housing, with a significant proportion of people unable to afford to buy or rent a home, meaning they have to either leave the County, or live with their parents or in shared housing for longer. The recent pandemic has further increased the need for affordable homes and revealed the extent of hidden homelessness in the County. The Minister, formerly known as the Minister for Housing and Local Government, announced that post-Covid-19, no-one should return to the streets and Welsh Government’s Building Better Places response to Covid-19 also highlights how the delivery of new social and market housing can make a significant contribution to economic recovery and social cohesion.

- 4.15 The Strategy seeks to maximise affordable housing delivery on new housing allocations, reflecting the Council’s commitment to deliver 50% affordable homes on new housing sites to help tackle Monmouthshire’s housing need, homelessness and social inequality. The Strategy enables the Council to consider alternative mechanisms for delivering affordable homes and all opportunities to increase the supply of affordable housing will be explored.
- 4.16 To deliver on the key objectives, a commitment is needed to ensure that the new site allocations provide 50% affordable homes. For residential sites to be allocated in the RLDP, it will be essential to demonstrate that sites are viable and deliverable, having regard to the Council’s commitment for 50% affordable housing provision on new site allocations, the requirement for net zero carbon ~~ready~~ homes and associated infrastructure to ensure the development is sustainable and well-connected. This ambitious policy may require Welsh Government policy position changes on use of Social Housing Grant or other public sector funding. This commitment could have financial implications for the Council of reduced land sale receipts and the potential need to CPO sites to bring them forward. This approach is supported by Future Wales 2040 Policy 3 which supports public leadership and the use of public land to deliver on ambitious affordable housing targets. Additional viability work will be required to demonstrate site viability and deliverability based on these policy requirements. The RLDP will be accompanied by an Infrastructure Plan and updated Local Transport Plan to ensure essential infrastructure is delivered.
- 4.17 The homes that we create will need to match people’s ability to pay. Development will be informed by the Local Housing Market Assessment which currently shows that 34% of homes on new sites will need to be social housing for rent and another 16% will need to be at less than market price or market rent. The LHMA is being updated based on a new Welsh Government template, but given increased property prices and the cost of living crisis, social rented affordable housing is expected to remain the greatest proportion of need. The Council will work with the Welsh Government, Registered Social Landlords and house developers to ensure that this is achieved. The spatial strategy recognises the aspiration of Future Wales Policy 3 for public sector leadership to unlock the potential of public land and to take an increased development role.

Rebalancing our Ageing Population

- 4.18 Monmouthshire’s population is getting older which impacts on the economic and social sustainability of our communities. We must therefore seek to ensure that younger people can choose to live in the County to create more age-balanced sustainable and resilient communities, as well as increasing the economically active population.

- 4.19 The strategy proposes a level of growth that begins to address the unbalanced and ageing demographic with an increase in younger and working age groups²⁷. The provision of 50% affordable housing as well as potential policy intervention to ensure the market sector housing provides a suitable range and mix of house sizes will assist in attracting and retaining a younger, economically active population and balancing the ageing population.
- 4.20 Requiring the provision of a wider choice of smaller market and affordable homes will provide opportunities for younger people to both stay in and move to the area. Enabling younger people to live and work in Monmouthshire will assist in making our ageing communities more socially and economically sustainable, the importance of which has been clearly demonstrated during the recent pandemic.

Responding to the Climate and Nature Emergency

- 4.21 The Strategy proposes a level of growth that secures the economic, social and cultural sustainability of Monmouthshire's communities without compromising the environmental sustainability. All new homes will be required to be sustainable in construction and liveability (net zero carbon ready), reflecting the Council's commitment to responding to and tackling climate change, and will be well connected with existing settlements, adding to their sustainability. Placemaking principles will underpin all new developments ensuring we deliver attractive and accessible places to live and work.

Supporting Sustainable Economic Growth

- 4.22 The Strategy seeks to address the issues currently impacting on economic growth such as a shrinking working age population and high levels of out commuting. The Strategy provides the planning policy framework to enable the provision of 6,240 additional jobs over the Plan period (416 jobs per annum). Not all of these jobs will be in planning B-class uses: jobs will be delivered through a range of sectors such as tourism, leisure and retail. Supporting job growth in the County will reduce the need to travel and travel to work distances, which will assist in addressing our challenges in relation to the climate and nature emergency.
- 4.23 Whilst the Strategy projects a growth in jobs over the Plan period, it has become widely accepted that the fundamental shift in working practices experienced as a legacy of the Covid-19 pandemic, with a significant increase in people working from home/remotely, has made it less important where some jobs are located as employees no longer need to commute for work in many cases. This has provided the

²⁷ Provides an uplift in younger (0-19, +880) and working age (30-49, +3,222) groups

opportunity for many people to live and work in the same location via a remote working approach.

- 4.24 It is expected that the trend for increased home and remote working will continue over the longer term in accordance with Welsh Government’s ambition of 30% of the Welsh workforce working from or near home²⁸, making it less important where the jobs are located as commuting is reduced as a result of changing working habits.
- 4.25 Increased remote/home working will mean both employers and employees will have greater flexibility over where to locate with quality of life and environment potentially becoming increasingly important to Monmouthshire’s benefit. The recent pandemic has also affected home-buying trends with an emphasis on quality of life, house size and access to outdoor green space rather than a focus on commuting times. Monmouthshire is a very attractive proposition and stands to gain from an increased economically active population without the associated problems of increased commuting. Local businesses and services would benefit from increased custom and footfall with workers spending their wages in their local areas helping to create vibrant neighbourhoods and sense of place. Notwithstanding this, there remains a need to provide a sufficient range and choice of employment land in the County as not all businesses are able to operate remotely.
- 4.26 The Preferred Growth Strategy promotes sustainable economic growth that will help reduce levels of commuting and promote self-contained communities, ensuring the environmental and economic sustainability of our communities. This will be achieved by providing policy support to enable and facilitate home/remote working, enabling economic growth through supporting the delivery of the priorities and aims identified in the Council’s Economic Growth and Ambition Statement, Investment Prospectus and climate emergency declaration, maximising opportunities from Cardiff Capital Region City Deal, targeting growth in key economic sectors and providing appropriate employment land in the right locations. Further information on employment land provision is set out in Strategic Policy S12.

S1 – Preferred Growth Strategy - Links to Wider Policy Framework	
RLDP Objectives	Objective 1 – Economic Growth/Employment Objective 9 – Demography Objective 10 – Housing Objective 11 – Placemaking Objective 12 – Communities Objective 13 – Rural Communities Objective 15 – Accessibility

²⁸ Smarter Working: a Remote Working Strategy for Wales, Welsh Government (2022)

Future Wales: The National Plan 2040 (WG, February 2021)	Policy 1 – Where Wales will Grow Policy 3 – Supporting Urban Growth and Regeneration – Public Sector Leadership Policy 4 – Supporting Rural Communities Policy 5 – Supporting the Rural Economy Policy 7 – Delivering Affordable Homes Policy 34 - Green Belts in the South East
Planning Policy Wales Edition 11 (WG, February 2021)	Strategic and Spatial Choices Theme (Chapter 3)
Building Better Places (WG, July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Staying local: creating neighbourhoods (Page 14) Changing working practices: our future need for employment land (Page 20)
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A prosperous Wales A resilient Wales A more equal Wales A Wales of cohesive communities
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Respond to the challenges associated with demographic change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022 2023	<p>This policy supports the draft Community and Corporate Plan goals of ensuring Monmouthshire is a:</p> <ul style="list-style-type: none"> • fair place to live where the effects of inequality and poverty have been reduced; • green place to live and work with reduced carbon emissions, making a positive contribution to addressing the climate and nature emergency; • thriving and ambitious place, full of hope and enterprise; • safe place to live where people have a home they feel secure in; • connected place where people feel part of a community, are valued and connected to other; • learning place where everybody has the opportunity to reach their potential.
Key Evidence	Growth and Spatial Options Paper – September 2022 Updating the RLDP Demographic Evidence Report, Edge Analytics November 2021

	Housing Background Paper – December 2022 to be updated to accompany the Deposit Plan
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Preferred Spatial Strategy

Strategic Policy S2 – Spatial Distribution of Development – Settlement Hierarchy				
In order to deliver sustainable and resilient communities for all, the main focus for new development will be distributed based on the following settlement hierarchy:				
Settlement Hierarchy		Indicative Distribution of Residential Growth*		Distribution of Employment Growth
		Indicative % of distribution	Indicative No. of homes	
Tier 1	Primary Settlements: <ul style="list-style-type: none"> Abergavenny (inc. Llanfoist) Chepstow Monmouth (inc. Wyesham) Caldicot (inc. Severnside Area comprising of: Caerwent, Crick, Magor Undy, Portskewett, Rogiet and Sudbrook) 	24% 23% 13% 5% 15% 44% 35% across Severnside Area	1,403 769 795 275 909 2,609 2,195 across Severnside Area	This will be set out in the Deposit RLDP and will be consistent with the spatial strategy and commensurate to the level of housing growth.
Tier 2	Secondary Settlements: <ul style="list-style-type: none"> Penperlleni Raglan Usk 	6% 5% across Secondary Settlements	380 341 across Secondary Settlements	
Tier 3	Main Rural Settlements: Devauden Dingestow Little Mill Llandogo Llanellen Llangybi Llanover Llanvair Discoed Mathern Pwllmeyric	8% 9% across Main Rural and Minor Rural Settlements (Tiers 3 and 4)	504 567 across Main Rural and Minor Rural Settlements (Tiers 3 and 4)	

	Shirenewton/ Mynyddbach St Arvans Tintern Trellech Werngifford/Pandy			
Tier 4	Minor Rural Settlements: Bettws Newydd Broadstone /Catbrook Brynygwenin Coed y Paen Cross Ash Cuckoo's Row Great Oak Grosmont Gwehelog Llanarth Llanddewi Rhydderch Llandegveth Llandenny Llangwm Llanishen Llansoy Llantilio Crossenny Llantrisant Llanvair Kilgeddin Llanvapley Mitchel Troy Penallt Penpergwm The Bryn The Narth Tredunnock			

Development boundaries will be defined for Settlement Tiers 1 – 3, within which the principle of development is considered to be acceptable, subject to the detailed policy considerations to be set out in the RLDP.

Within Tier 4 – Minor Rural Settlements, minor infilling between existing buildings will be considered acceptable, subject to the detailed policy requirements to be set out in the RLDP.

Outside of Tiers 1 – 4, open countryside policies will apply where planning permission will only be allowed for the following types of development, subject to satisfying detailed planning criteria:

- **Acceptable conversions of rural buildings**
- **Sub-division of existing dwellings**
- **Rural Enterprise Dwellings**
- **One Planet Development**
- **Rural diversification and rural enterprise uses**

- **Affordable housing exception sites adjoining settlement boundaries to meet local needs**
- **Gypsy and Traveller Sites**

*Figures include an indicative 10% 15% flexibility allowance which will be subject to further consideration and refinement at Deposit Plan stage. The spatial distribution figures should be treated as indicative as they may alter following detailed Candidate Site assessment work.

- 4.27 Policy S2 seeks to focus new development associated with the Preferred Strategy on the primary settlements of Abergavenny (including Llanfoist), Chepstow , Monmouth and Caldicot including the Severnside area, together with a lower level of growth to the most sustainable lower tier settlements to deliver much needed affordable homes and to address rural inequality and rural isolation in these areas. It sets out the indicative proportion of residential growth to be accommodated by each of the settlement tiers (a full breakdown can be found in the will be available in an updated Housing Background Paper that will accompany the Deposit Plan).
- 4.28 The Settlement Hierarchy reflects the findings of the Sustainable Settlement Appraisal²⁹, which has grouped settlements into tiers based on their role and function and has informed where development should be spatially located to achieve a sustainable pattern of growth. The appraisal sets out the methodology used to assess the sustainability of each settlement, based on three primary principles of transport and accessibility, facilities and services, and employment provision. The appraisal confirms the dominant role of the primary settlements of Abergavenny, Chepstow, Caldicot and Monmouth. The report recognises that some of the lower tier settlements have a close geographical and functional relationship with a Tier 1 settlement and have therefore been clustered together. The settlements along the M4 corridor in particular exhibit a strong geographical and functional relationship and collectively form the Severnside Area centred around the primary settlement of Caldicot and includes Magor Undy, Rogiet, Caerwent, Portskewett, Sudbrook and Crick. Similarly, the appraisal recognised the strong relationship between Abergavenny and Llanfoist and Monmouth and Wyesham.
- 4.29 The spatial strategy also has regard to the latest position on the water quality issue and associated requirements to demonstrate phosphate neutrality or betterment when proposing development. The strategy has been developed updated following recent discussions with Dŵr Cymru Welsh Water on future strategic solutions for phosphate mitigation within the river catchment areas which have confirmed a workable and achievable solution to phosphates has now been identified for the Monmouth Wastewater Treatment Works (WwTW) (benefitting the River Wye Catchment), in addition to previously confirmed improvement works at the Llanfoist Wastewater Treatment Works (WwTW) serving Abergavenny (benefitting the upper River Usk catchment). The removal of this spatial constraint in the Monmouth area

²⁹ The Sustainable Settlement Appraisal can be viewed on the Council's website via the following link:

means that RLDP can now allocate new affordable-housing-led development within Monmouth. Accordingly, the updated Preferred Strategy identifies a strategic site allocation in Monmouth at Leasbrook for approximately 270 homes (Policy S7 refers). This is in addition to three 'legacy' sites in the town comprising 275-290 new homes carried forwards from the adopted LDP or existing planning consents/applications but unable to progress due to the phosphate restriction:

- the current LDP allocation at Tudor Road, Wyesham (35 – 50 homes);
- the current LDP allocation at Drewen Farm, Monmouth (110 homes);
- the extant planning permission at Rockfield Road, Monmouth (70 homes);
and
- a new allocation for the remaining 60 homes at Rockfield Road, Monmouth.

~~Due to the lack of an identified strategic solution to the treatment of phosphates at the Monmouth WwTW within the Plan period, no new site allocations can be considered in settlements within the upper River Wye catchment area north of Bigsweir Bridge, including the primary settlement of Monmouth. This constraint has also been factored into the reduced contribution infill and windfall allowances can potentially make in this river catchment. Full details are set out in the Housing Background Paper.~~

4.30 ~~We are, however, committed to finding phosphate solutions for the upper River Wye catchment as the Plan progresses. The RLDP will keep existing LDP allocations in Monmouth within the settlement boundary as 'aspirational sites' which could be developed if a strategic phosphate solution is found for the upper River Wye catchment during the RLDP plan period. Such sites cannot be relied upon to contribute to meeting the housing requirement and will not be included in the detailed housing provision figures. Such an approach will provide potential for development to progress in Monmouth should this environmental constraint be resolved before the end of the Plan period, thereby enabling the provision of much needed homes for those communities.~~

4.31 The exact distribution of development will be identified in the Deposit RLDP. Any decisions on whether or not to allocate particular sites for development will also depend on such issues as their impact on the physical form of the settlement, placemaking, carbon footprint, landscape setting, environmental constraints and infrastructure capacity. Where growth cannot be met in an individual settlement, development will be directed toward a same tier or higher tier settlement within the same Housing Market Area. A map of the Housing Market Areas is provided in the Housing Background Paper. Further refinement of the Main Rural and Minor Rural Settlements will take place for the Deposit Plan to establish which of these settlements are appropriate to accommodate a sustainable amount of growth to meet local needs and support sustainable rural communities.

- 4.32 To encourage the promotion of sustainable communities where residents can live and work in the same area, housing growth will be accompanied by a commensurate amount of employment land. The proportion of employment growth to be accommodated in the settlement tiers will be set out in the Deposit RLDP. Further details on the employment sites provision can found in Policy S12.
- 4.33 Development proposals will be expected to make full and appropriate use of land, with preference given to the development of previously development land, although it is recognised that there are limited opportunities for further significant brownfield development in Monmouthshire. While growth will be focused in the most sustainable settlements, it must be recognised that landscape quality and agricultural land quality are high throughout the County, and as such these challenges cannot be avoided via a different spatial option. For example, all of our settlements are surrounded by agricultural land with a high-level classification as best and most versatile land. Rather, the RLDP will seek to allocate those sites that are the best connected, most sustainable, best deliver placemaking and are least harmful, which will require balanced consideration and trade-offs at Deposit Plan stage. The same approach has been taken in identifying the Preferred Strategic Allocation for each primary settlement.
- 4.34 Future Wales 2040 (Policy 34) requires the South East Wales Strategic Development Plan to identify a Green Belt to the north of Cardiff, Newport and the eastern part of the region to manage urban form and growth. The South East Wales Regional Strategic Diagram set out in Future Wales indicates the indicative extent of the Green Belt in the region which includes part of rural Monmouthshire. The Spatial Strategy has regard to Policy 34 and the indicative Green Belt boundary. Monmouthshire’s primary settlements fall outside of the indicative Green Belt boundary and national planning policy³⁰ allows for extensions to existing settlements within and adjoining the Green Belt of an appropriate scale having regard to the identified and longer term need for development land, the effects of development pressures in areas beyond the Green Belt, the need to minimise demand for travel, and the purpose of the overall greenbelt designation. PPW11 states that this may require land to be safeguarded and boundaries of proposed Green Belts must be carefully defined to achieve this. A Green Belt Study has been commissioned on a sub-regional basis to inform the evidence base of RLDPs and the South East Wales SDP.
- 4.35 Table 2 sets out a summary of the overarching indicative spatial distribution of housing provision for the RLDP. A full breakdown of each component is **will be set out in an updated Housing Background Paper that will accompany the Deposit Plan.**

³⁰ PPW11, paragraph 3.72

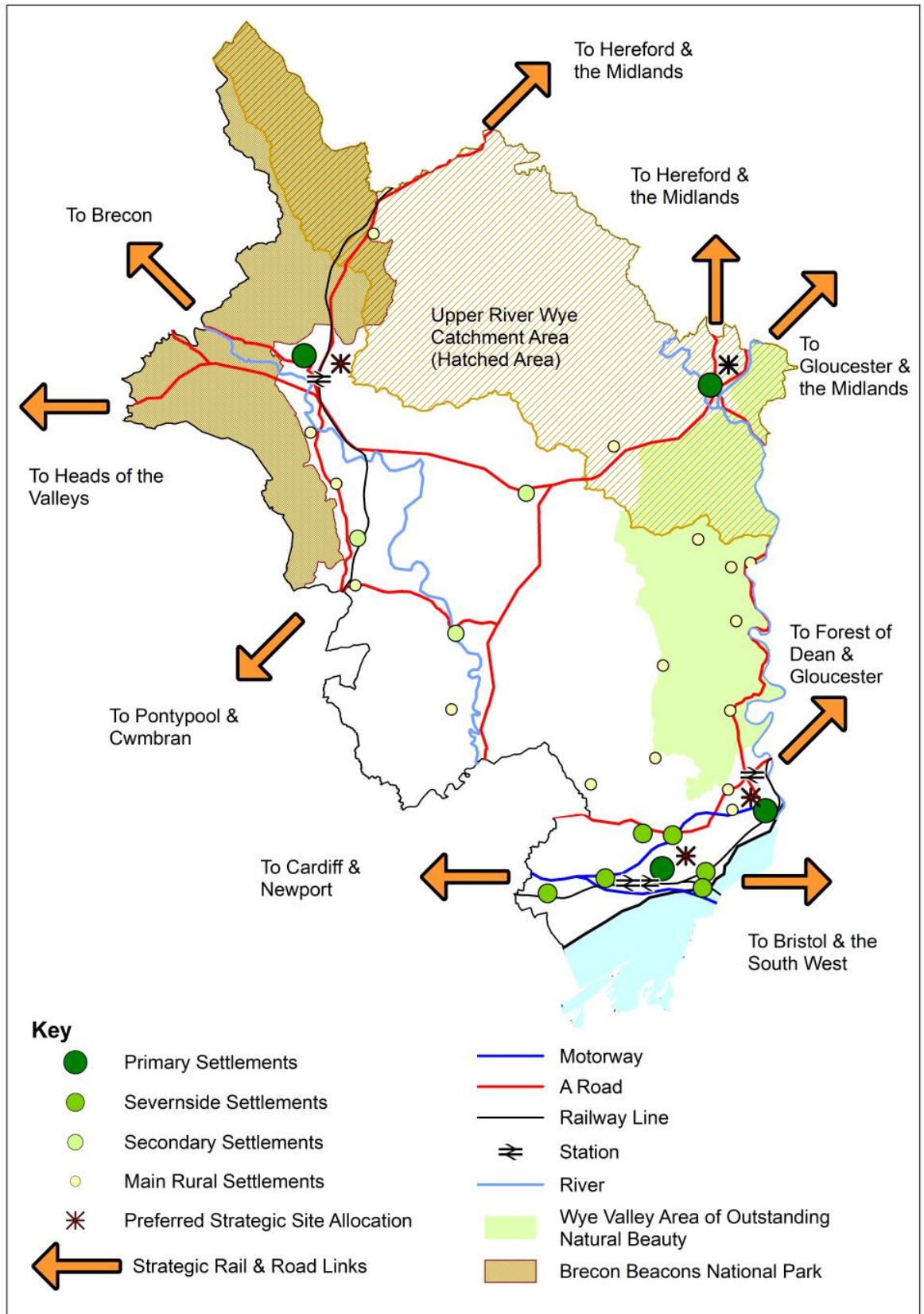
Table 2: Summary of Indicative Spatial Distribution of Housing Provision*

Settlement	Total Commitments			Preferred Strategy		Total Housing Provision 2018-2033*
	Completions 2018-2021 2023	Existing Commitments	LDP Rollover Allocations	Total Allowances (Small Sites; Windfalls)	RLDP New Housing Allocations (Dwellings)	
Abergavenny (incl. Llanfoist)	426 486	132 77	0	245 240	600	1,403
Chepstow	192 315	267 170	0	165 165	145	769 795
Monmouth (incl. Wyesham)	264 267	11 81	145	0 86	0 330	275 909
Caldicot (incl. Severnside)	466 591	723 587	0	220 192	1,200 825	2609 2,195
Secondary Settlements	100 104	45 38	0	80 79	155 120	380 341
Rural Settlements	131 159	83 40	0 15	190 248	100 105	504 567
Total	1,579 1,922	1,261 993	160	900 1,010	2,200 2,125	5,940 6,210

*Figures include an indicative 10% 15% flexibility allowance which will be subject to further consideration and refinement at Deposit Plan stage. The spatial distribution figures should be treated as indicative as they may alter following the consideration of sites submitted as part of the second Call for Candidate Sites and detailed site assessment work.

4.36 The Preferred Strategy is illustrated in the Key Diagram below.

Figure 2: Preferred Strategy Key Diagram



S2 – Spatial Distribution & Settlement Hierarchy - Links to Wider Policy Framework	
RLDP Objectives	Objective 1 – Economic Growth/Employment Objective 9 – Demography Objective 10 – Housing Objective 11 – Place-making Objective 12 – Communities Objective 13 – Rural Communities Objective 15 – Accessibility
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 1 – Where will Wales Grow Policy 3 – Supporting Urban Growth and Regeneration – Public Sector Leadership Policy 4 – Supporting Rural Communities Policy 7 – Delivering Affordable Homes Policy 34 – Green Belts in the South East
Planning Policy Wales Edition 11 (WG, February 2021)	Strategic and Spatial Choices Theme (Chapter 3)
Building Better Places (W G, July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Staying local: creating neighbourhoods Active travel: exercise and rediscovered transport methods Changing working practices: our future need for employment land
Well-being of Future Generations Act (WBFGA) (W G, 2015)	A prosperous Wales A resilient Wales A more equal Wales A Wales of cohesive communities
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Respond to the challenges associated with demographic change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022 2023	<p>This policy supports the draft Community and Corporate Plan goals of ensuring Monmouthshire is a:</p> <ul style="list-style-type: none"> • fair place to live where the effects of inequality and poverty have been reduced; • green place to live and work with reduced carbon emissions, making a positive contribution to addressing the climate and nature emergency; • thriving and ambitious place, full of hope and enterprise; • connected place where people feel part of a community, are valued and connected to other;
Key Evidence	Sustainable Settlement Appraisal – December 2022 Candidate Site Register Second Call – February 2022

	Review of Second Call Candidate Sites against the Preferred Strategy – December 2022 Housing Background Paper – December 2022 to be updated to accompany the Deposit Plan
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

5 IMPLEMENTATION & DELIVERY - STRATEGIC POLICIES

Introduction

- 5.1 This section sets out the Strategic Policies which form the framework for implementing and delivering the Preferred Strategy of the RLDP as set out in Strategic Policies S1 and S2. The format and structure reflect PPW11’s placemaking themes and the overarching aim of delivering sustainable development. The Strategic Policies are therefore grouped by the planning policy topics clustered around the four placemaking themes in PPW11³¹:

PPW11 Placemaking Themes	Planning Policy Topics Set Out in PPW11
Strategic & Spatial Choices	Good Design / Promoting Healthier Places / The Welsh Language / Sustainable Management of Natural Resources / Strategic Planning / Placemaking in Rural Areas / Managing Settlement Form
Active & Social Places	Transport / Housing / Retail & Commercial Centres / Community Facilities / Recreational Spaces
Productive & Enterprising Places	Economic Development / Tourism / The Rural Economy / Transportation Infrastructure / Telecommunications / Energy / Minerals / Waste
Distinctive & Natural Places	Landscape / Coastal Areas / Historic Environment / Green Infrastructure / Biodiversity / Water, Air, Soundscape & Light / Flooding / De-risking

- 5.2 It should be noted that not all of the PPW11 planning policy topics listed above are covered by the RLDP Strategic Policies. Some of those topics are best considered as underpinning matters of detail via other policies that will be included within the Deposit RLDP. Others are adequately covered by national planning policy and need not be duplicated via the RLDP.
- 5.3 It is recognised that there will be some overlap between the respective themes and the policies and as such they should be read in conjunction with one another. Each section highlights the relevant strategic policy, the reasoned justification for the policy and the summary table following each of the strategic policies provides a link back to the relevant RLDP objectives, Future Wales 2040 policies, PPW11 themes, Building Better Places priorities, Monmouthshire PSB Well-Being Plan (MWBP) and the Well-being of Future Generations (WCFG) goals. An outline of how the Deposit Plan will respond with further criteria or topic-based policies, where relevant, is also included. The ‘delivery and monitoring section’ at the end of each policy will be developed as part of the Deposit Plan. A review of the existing Local Development Plan (LDP) detailed Development Management policies is set out in Appendix 7. This identifies

³¹ Figure 6 PPW11 – Page 20

policies which are functioning effectively, those where changes are likely to be required and highlights ones which may no longer be appropriate for inclusion in the RLDP.

STRATEGIC & SPATIAL CHOICES

- 5.4 Within the context of PPW11's Strategic and Spatial Choices theme, the policies within this section focus on setting out how Monmouthshire's preferred level and spatial distribution of growth as set out in policies S1 and S2, will contribute to supporting sustainable and resilient communities for all. Where development does take place, it is important that it contributes to the creation of sustainable places that focus on delivering placemaking and ensuring that Monmouthshire's communities are sustainable in the long-term and are attractive places to live, work and visit.

Sustainable Placemaking & High Quality Design

Strategic Policy S3 – Sustainable Placemaking & High Quality Design

Development will contribute to creating high quality, attractive and sustainable places that support the health and well-being of the community. In order to achieve this, development shall:

- i) Incorporate high quality, sustainable, safe and inclusive design that offers ease of access for all and provides connectivity between uses;**
- ii) Incorporate an appropriate mix of uses to minimise the need to travel and to maximise opportunities for active travel and public transport use;**
- iii) Incorporate a Green Infrastructure-led approach that respects local distinctiveness and the character of the site and its surroundings; and**
- iv) Protect and enhance the natural, historic and built environments and show an understanding of how these function together to contribute towards the quality of places.**

- 5.5 Monmouthshire is renowned for its distinctive identity and the high quality of its natural, historic and built environments. It is intended to protect and enhance the quality of the County's settlements by ensuring that new development is designed to a high standard that creates buildings and places that are sustainable, well-integrated within their context and contribute to the economic, social, environmental and cultural well-being of strong, vibrant and healthy communities. The Plan will seek to achieve this by ensuring new development incorporates the principles of sustainable placemaking and good design.
- 5.6 The RLDP strategy and policies will seek high quality sustainable design and green infrastructure and will place people, natural resources and the natural environment at the heart of the design process. Proposals should embrace a green infrastructure-led approach that is capable of delivering a wide range of social, economic, environmental, and health and well-being benefits for local communities and the

County as a whole. This will enhance the character and identity of Monmouthshire’s settlements and countryside, encourage sustainable lifestyles and create attractive, safe and accessible places. The achievement of this will depend largely upon identifying and understanding the local characteristics which are distinctive to an area: a green infrastructure approach to design will be essential to delivering placemaking. A Placemaking Wales Charter has been developed by Welsh Government and the Design Commission for Wales in collaboration with the Placemaking Wales Partnership: the Council is a charter signatory to these principles.

Links to Wider Policy Framework	
RLDP Objectives	Objective 3 – Green Infrastructure, Biodiversity and Landscape. Objective 8 – Health and Well-being Objective 11 – Place-making Objective 12 – Communities Objective 13 – Rural Communities Objective 15 – Accessibility Objective 16 – Culture, Heritage and Welsh Language Objective 17 – Climate Change
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 2 – Shaping Urban Growth and Regeneration – Strategic Placemaking Policy 4 – Supporting Rural Communities
Planning Policy Wales Edition 11 (WG, February 2021)	People and Places: Achieving Well-being Through Placemaking (Chapter 2) Strategic and Spatial Choices Theme (Chapter 3)- Placemaking In Action: Good Design Making Better Places
Building Better Places (WG, July 2020)	Priorities and Actions for Places – post Covid-19 considerations: Considering Health and Well-being throughout the Planning Process (page 12) Staying local: creating neighbourhoods (Page 14) Active travel: exercise and rediscovered transport methods (Page 16) Revitalising our town centres (Page 18) Changing working practices – our future need for employment land (Page 20) Reawakening Wales’ tourism and cultural sectors (Page 21) Green Infrastructure, health and well-being and ecological resilience (Page 22) Improving air quality and soundscapes for better health and well-being (Page 23)
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A Resilient Wales A Healthier Wales A Wales of Cohesive Communities A Wales of vibrant culture and thriving Welsh Language

Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Provide children and young people with the best possible start in life. • Respond to the challenges associated with demographic change. • Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022 2023	<p>This policy supports the draft Community and Corporate Plan goals of ensuring Monmouthshire is a:</p> <ul style="list-style-type: none"> • fair place to live where the effects of inequality and poverty have been reduced; • green place to live and work with reduced carbon emissions, making a positive contribution to addressing the climate and nature emergency; • thriving and ambitious place, full of hope and enterprise; • safe place to live where people have a home they feel secure in; • connected place where people feel part of a community, are valued and connected to other.
Key Evidence	TAN 12 Design
Monitoring	TBC
Detailed Polices	TBC in Deposit RLDP

Climate Change

Strategic Policy S4 – Climate Change
<p>All development proposals will be required to address the causes of, and adapt to the impacts of, climate change. Means of achieving this will include:</p> <ol style="list-style-type: none"> i) Avoiding locating development in areas at risk of flooding, or where appropriate, minimising the risk of flooding including the incorporation of measures such as Sustainable Urban Drainage Systems and flood resilient design; ii) Incorporating low/zero carbon energy requirements by reducing energy demand and promoting energy efficiency; iii) Supporting the development of renewable and low/zero carbon energy generation and a presumption against energy generation utilising fossil fuels, fracking and methods that are not low/zero carbon; iv) Utilising sustainable construction techniques and local supplies through the adoption of the circular economy principles; v) Incorporating water efficiency measures and minimising adverse impacts on water resources and quality;

- vi) **Using land efficiently and co-locating uses to minimise the overall need to travel and maximise opportunities for active travel and public transport use;**
- vii) **Providing ultra-low emission vehicle charging infrastructure to reduce emissions and improve air quality; and**
- viii) **Supporting the resilience of development through Green Infrastructure solutions including: opportunities for biodiversity and resilient ecosystems, greenspace provision and connectivity, and water resource management.**

Detailed targets and measures will follow in the Deposit RLDP policies and site allocations.

- 5.7 The need to tackle climate change represents a fundamental challenge if sustainable development and the obligations under the Well-being of Future Generations Act 2015 are to be delivered. One of the themes embodied in the Well-being of Future Generations Act is the need for ‘a resilient Wales’ whereby there is capacity to adapt to change such as climate change. A key principle of sustainable development, as recognised in PPW11, is tackling climate change by reducing the greenhouse gas emissions that cause climate change and ensuring that places are resilient to the consequences of climate change. National guidance outlines how the planning system can play an important part in improving the sustainability of new developments whilst also tackling climate change. The RLDP will provide a positive planning policy framework to support and enable this approach to support climate change and decarbonisation.
- 5.8 In May 2019 Monmouthshire County Council passed a motion declaring a climate emergency and has committed to strive to limit the increase in global temperatures to 1.5°C. More recently, this has broadened to incorporate a strengthened emphasis on nature recovery in recognition of the nature emergency and the relationship between the two. The Climate and Decarbonisation Strategy and Action Plan³² accompanying the declaration were approved by the Council in October 2019 and updated in November 2021, setting out the broad objectives and actions that the Council will seek to implement to deliver a net reduction in its own carbon emissions to net zero by 2030 and address water quality issues in the County. In recognition of the water quality issues in the County, a Motion for Rivers and Ocean was declared by Council in March 2022 with an [action plan](#) agreed by Council in September 2022 to outline steps the Council will take to protect our rivers and ocean.

³² The Climate Emergency Strategy and Action Plan can be viewed via:
<https://www.monmouthshire.gov.uk/climate-emergency/>

- 5.9 Policy S4 builds on a number of these actions and draws together specific sustainability issues in relation to energy use and generation, efficient resource use and flood risk and provides a framework for sustainable growth which seeks to enable development that both mitigates the causes of climate change and is able to adapt to its likely effects. Such an approach is essential in ensuring that Monmouthshire meets its commitments contained within the Monmouthshire declaration on Climate Emergency (Nov 2021) and the economic, environmental and social objectives of the RLDP. The Council's Climate Emergency agenda will continue to be monitored and given further consideration in the Deposit RLDP.
- 5.10 The RLDP recognises that the sustainability issues covered by Policy S4 are only part of the solution to addressing climate change, and while the planning system has an important role to play in this agenda, actions by individuals, communities and other organisations outside of the planning system are vital. We recognise that the climate emergency and nature emergency are intrinsically linked and that the principles of sustainable development are wide-ranging and include such aspects as transport, green infrastructure, and the natural environment. These principles are dealt within the Plan's other Strategic Policies, including S3 – Sustainable Placemaking and High Quality Design, S9– Sustainable Transport and S17 – Green Infrastructure, Landscape and Nature Conservation and are therefore not repeated in this policy. These policies should be considered as a whole.
- 5.11 A key effect of climate change is the risk of flooding, both in terms of the likelihood of flooding as well as the intensity of flooding. An updated version of TAN 15: Development, Flooding and Coastal Erosion was published on 28th September 2021 with the intention of it coming into effect on 1st December 2021. Formal publication has, however, been suspended until 1st June 2023 for Development Management decisions. In the meantime, however, the updated TAN15 remains the policy basis for the preparation of the RLDP. A further consultation is anticipated during 2022 in advance of formal publication in June 2023; the outcome of which will be taken into consideration as the Plan progresses. The approach of the Plan will be to locate vulnerable development away from flood risk areas, to assess the implications of development in areas at risk of flooding and to ensure that development does not increase the risk of flooding elsewhere.
- 5.12 In accordance with the updated TAN15, we have commissioned a Strategic Flood Consequence Assessment (SFCA) along with nine other Local Planning Authorities in the South-East Wales region to inform the preparation of the RLDP. The SFCA will be used to help inform the identification of areas most suitable for development and support the identification and safeguarding of areas suitable for sustainable and natural flood management.
- 5.13 The use of sustainable drainage systems (SuDs) must be an integral part of a development to reduce the potential impact of new development with respect to surface water drainage discharges. A separate regulatory framework, namely the

Sustainable Drainage Approving Body (SAB) is now in place to ensure this happens. The effective management of surface water drainage can mitigate the impact of development in terms of flooding, water efficiency and water quality.

- 5.14 The RLDP needs to ensure that new development incorporates the broader principles of sustainable design in order to significantly reduce energy usage and carbon emissions, such as making the best use of orientation and shading. The Plan will also support, where appropriate, renewable and low/zero carbon energy generation technology, subject to a range of material planning considerations. A Renewable and Low Carbon Energy Assessment³³ of the potential for renewable energy generation, using the Welsh Government Toolkit, has been undertaken by the Carbon Trust and will inform the Deposit Plan in terms of identifying specific areas of search for renewable energy generation and targets. The Deposit RLDP will include a policy to require all new developments to be net zero carbon ready.
- 5.15 alongside the proposed changes to Building Regulations being implemented in 2025, the details of which will be determined in the Deposit RLDP.
- 5.16 PPW11 promotes the principles of a circular economy whereby the use of material resources in the building industry is influenced by making the most appropriate and sustainable use of finite resources. Such an approach sources materials as locally as possible, makes best use of the resources available through design and construction techniques, and minimises waste by re-using materials on site wherever possible.
- 5.17 The sustainable provision and use of water resources is also an important consideration in terms of building climate change resilience. Developers will be required to use design approaches and techniques that improve water efficiency and minimise adverse impacts on water resources. Development proposals within the River Wye and River Usk phosphate sensitive catchment areas will have to satisfy NRW's planning guidance in relation to evidencing that the development can demonstrate phosphate neutrality and betterment in its design and and/or contribution to the water body.
- 5.18 Development proposals will be expected to make full and appropriate use of land, while balancing density with placemaking, with preference given to the development of previously development land, although it is recognised that there are limited opportunities for further significant brownfield development in Monmouthshire. The potential impacts of climate change should be central to the design process, including the contribution that location, density, layout, built form and mix of uses can make towards climate responsive developments. The RLDP categorises settlements into a hierarchy which reflects their relative sustainability and will be a guiding policy in

³³ The Renewable and Low carbon Energy Assessment (October 2020) can be viewed via the following link: <https://www.monmouthshire.gov.uk/app/uploads/2021/12/RLCEA-MCC-Report-Body-Version-1-1.pdf>

terms of a site's ability to accommodate development. The Plan will direct development to the most sustainable locations, following the travel hierarchy set out in *Llwybr Newydd* of reducing the need to travel and achieving modal shift. The increase in home and remote working as a result of the Covid-19 pandemic can be supported over the longer term, for example by providing local shared work spaces. Combined with enhanced sustainable transport opportunities such as active travel networks, improved public transport and electric vehicle charging point infrastructure, the impact of transport-based emissions can be reduced resulting in improvements in air quality.

Links to Wider Framework	
RLDP Objectives	Objective 4 – Flood risk Objective 6 – Land Objective 7 – Natural resources Objective 15 – Accessibility Objective 17 – Climate change
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 8 – Flooding Policy 12 – Regional Connectivity Policy 16 – Heat Networks Policy 17 – Renewable and Low Carbon Energy and Associated Infrastructure Policy 18 – Renewable and Low Carbon Energy Developments of National Significance
Planning Policy Wales Edition 11 (WG, February 2021)	Productive and Enterprising Places Theme (Chapter 5) Distinctive and Natural Places Theme (Chapter 6)
Building Better Places (WG, July 2020)	Priorities and Actions for Places – post Covid-19 considerations: Climate Change and Decarbonisation (Page 11) Staying local: creating neighbourhoods (Page 14) Green Infrastructure, health and well-being and ecological resilience (Page 22) Improving air quality and soundscapes for better health and well-being (Page 23)
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A resilient Wales A healthier Wales A globally responsible Wales
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Provide children and young people with the best possible start in life. • Respond to the challenges associated with demographic change. • Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.

	<ul style="list-style-type: none"> • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022 2023	This policy supports the draft Community and Corporate Plan goal of ensuring Monmouthshire is a green place to live and work with reduced carbon emissions, making a positive contribution to addressing the climate and nature emergency.
Key Evidence	<p>TAN 8: Planning for Renewable Energy (2005)</p> <p>TAN 12: Design</p> <p>TAN 15: Development and Flood Risk (2004)</p> <p>Development Advice Maps (TAN 15)</p> <p>Practice Guidance – Planning for Sustainable Buildings (WG, 2014).</p> <p>Renewable and Low Carbon Energy Assessment for Monmouthshire County Council – October 2020</p> <p>To follow in the Deposit:</p> <p>Renewable Energy Assessment (using the Welsh Government Toolkit. Renewable Energy & Energy Efficiency Supplementary Planning Guidance - March 2016)</p> <p>Strategic Flood Consequence Assessment in preparation</p>
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Infrastructure Provision

Strategic Policy S5 – Infrastructure Provision

Where existing infrastructure is inadequate to serve the proposed development, new or improved infrastructure and facilities to remedy deficiencies must be provided as part of the proposed development. Where possible, infrastructure improvements should be provided prior to occupation. Where provision on-site is not appropriate, off-site provision, or a financial contribution towards it, will be sought.

Arrangements will be required towards the future management and maintenance of facilities provided, either in the form of initial support or in perpetuity.

Planning Obligations will be sought to secure improvements in infrastructure, facilities, services and related works, where they are necessary to make development acceptable. In identifying appropriate contributions, due regard will /be paid to the overall development viability, including the cost of measures that are necessary to physically deliver a development and ensure that it is acceptable in planning terms. Such obligations may include:

- **Affordable Housing Provision**

- **Education Facilities**
- **Active Travel**
- **Sustainable Transport Measures**
- **Transport Infrastructure**
- **Recreation and Leisure Facilities including formal and informal open space**
- **Green Infrastructure**
- **Community and Cultural Facilities**
- **Ecological Mitigation and Enhancement**
- **Strategic utilities including; water and sewerage infrastructure**
- **Waste management facilities**
- **Health infrastructure**

In the event that viability considerations indicate that not all the identified contributions can be reasonably required, priority contributions will be determined on the basis of the individual circumstances of each case. In the case of housing developments, priority will be given to the affordable housing required by Policy S6 unless there is an overwhelming need for the available contribution, in whole or in part, to be allocated for some other necessary purpose/s.

- 5.19 The RLDP recognises the need to ensure that appropriate infrastructure is already in place or can be provided to accommodate the level of growth identified and is reflected in the spatial strategy. The provision of a range of services and facilities is essential to delivering sustainable development and to meeting diverse community needs, and the provision of appropriate infrastructure will be supported by the Plan.
- 5.20 Infrastructure covers a range of services and facilities provided by public and private bodies and includes:
- Physical infrastructure such as transport facilities and related infrastructure (such as footpaths, cycleways), water provision and treatment, sewerage, flood prevention and drainage, waste disposal, power generation and supply, including renewables, digital infrastructure and telecommunications.
 - Community infrastructure such as schools, healthcare, transport services (including public transport), community buildings, community recycling facilities, sport and recreation facilities, open space, etc.
 - Green Infrastructure (as detailed in Strategic Policy S17)
- 5.21 Without appropriate investment to enable the provision of improved or new infrastructure, the proposed level of growth will be neither sustainable nor acceptable. New development will therefore be required to provide or contribute towards the provision of necessary infrastructure to enable it to be provided in a

timely manner and to support sustainable development in Monmouthshire. Development will only be permitted when agreement has been reached between the relevant parties on the funding and programmed implementation of required provision in line with Policy S5.

- 5.22 Developers should consult and work with statutory undertakers and service providers to ensure that adequate provision is made for such infrastructure – this includes highways, utility services and surface water drainage and sewage disposal. Given Monmouthshire’s rural character, the provision of adequate digital infrastructure is key to enhancing the County’s economic and community connectivity and communication needs and reducing the need to travel.
- 5.23 This policy will be delivered through the development management process. Planning contributions can be secured via agreements entered into under Section 106 of the Town and Country Planning Act 1990, or via a Community Infrastructure Levy. A decision on which tool best delivers the required infrastructure will be made as the RLDP progresses and the infrastructure needs are fully known. Planning obligations are a means of seeking contributions from developers to enhance the quality of a development, provide community benefits and infrastructure, and mitigate any negative impacts that may arise as a consequence of the development. In line with Community Infrastructure Levy Regulations 2010 (as amended), the Council will negotiate obligations where these are necessary, relevant to planning, directly related to the proposed development and reasonable in all other respects. Further guidance on the use of planning obligations is provided in PPW11 and Welsh Office Circular 13/97 Planning Obligations. Supplementary Planning Guidance will be prepared to provide further detail on the Council’s Planning Obligations policy.
- 5.24 An Infrastructure Plan will be prepared to accompany the Deposit RLDP, which will identify the key infrastructure needed, anticipated timescales of delivery and potential funding streams to support the delivery of allocated sites.
- 5.25 Where a viability assessment is deemed necessary, the Council will require applicants to provide detailed information and supporting evidence. The Council’s policy requirements should be the starting point for viability appraisals with an expectation that land values will reflect these. Where it is considered necessary to independently assess viability assessments, the costs will be borne by the developer.

Links to Wider Policy Framework	
RLDP Objectives	Objective 1 – Economic Growth / Employment Objective 3 – Green Infrastructure, Biodiversity and Landscape Objective 4 – Flood risk Objective 8 – Health and Well-being Objective 10 – Housing Objective 11 – Place-making Objective 12 – Communities Objective 13 – Rural Communities Objective 14 – Infrastructure Objective 17 – Climate Change
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 13 – Supporting Digital Communications Policy 14 – Planning in Mobile Action Zones
Planning Policy Wales Edition 11 (WG, February 2021)	Strategic and Spatial Choices Theme (Chapter 3) – Supporting Infrastructure
Building Better Places (WG, July 2020)	Priorities and Actions for Places – post Covid-19 considerations: Climate Change and Decarbonisation (page 11) Staying local: creating neighbourhoods (page 14) Active travel- exercise and rediscovered transport methods (page 16) Digital places – the lockdown lifeline (pages 19-20) Green infrastructure, health and well-being and ecological resilience (page 22)
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A prosperous Wales A resilient Wales A more equal Wales A Wales of cohesive communities A globally responsible Wales
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Provide children and young people with the best possible start in life. • Respond to the challenges associated with demographic change. • Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022-2023	This policy supports the draft Community and Corporate Plan goals of ensuring Monmouthshire is a: <ul style="list-style-type: none"> • fair place to live where the effects of inequality and poverty have been reduced;

	<ul style="list-style-type: none"> • green place to live and work with reduced carbon emissions, making a positive contribution to addressing the climate and nature emergency; • thriving and ambitious place, full of hope and enterprise; • safe place to live where people have a home they feel secure in; • connected place where people feel part of a community, are valued and connected to other; • learning place where everybody has the opportunity to reach their potential.
Key Evidence	Infrastructure Plan to follow alongside Deposit RLDP Viability Assessments for Allocations in time for the Deposit RLDP
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

ACTIVE & SOCIAL PLACES

- 5.26 The Active & Social Places theme aims to create well-connected and cohesive communities. The Strategic Policies contained within this section seek to deliver well connected, active and healthy communities that have access to good quality homes, services and community facilities.

Affordable Homes

Strategic Policy S6 – Affordable Homes
<p>The affordable homes target for the Plan period of 2018 – 2033 is 1,580 – 1,850 1,910 homes.</p> <p>The Council is committed to ensuring the delivery of 50% affordable homes on all new site allocations.</p> <p>Further detail relating to affordable housing thresholds will be included in the Deposit RLDP to reflect the outcomes of the emerging viability work.</p>

- 5.27 Policy S6 seeks to tackle inequality, specifically by seeking to address house price unaffordability, which currently prevents some of our communities accessing suitable homes within the County. This is likely to benefit younger people, who in turn will make our ageing communities more socially and economically balanced and more sustainable. Good quality and affordable homes are important in achieving poverty reduction and equitable prosperity, and supporting the best start in life. A core Council objective is to deliver much needed affordable homes at pace and scale to

help address inequality and rebalancing the County’s demography to ensure communities are socially and economically sustainable. The Council is committed to ensuring new site allocations provide for 50% affordable housing.

- 5.28 The Covid-19 pandemic increased the need for affordable homes and revealed the extent of hidden homelessness in the County. The Minister for Housing and Local Government announced that post-Covid-19, no-one should return to the streets.

Affordable Housing Target

- 5.29 The delivery of affordable homes across the County that seeks to address these issues is a key aim of the Preferred Strategy, and an integral part of the general provision of housing in the RLDP. Economically viable and deliverable allocations will facilitate this aim and ensure communities have access to sufficient, good quality, affordable homes to meet a range of needs.
- 5.30 The latest Local Housing Market Assessment (LHMA) (December 2020) identifies an annual shortfall of 468 dwellings for the 5-year period 2020-2025 for the affordable housing tenures of low cost home ownership, intermediate rent and social rent. This would represent an affordable housing requirement of 7,017 homes if extrapolated over the Plan period. This is not a realistic affordable housing target for the Plan and it is not expected to be as new development is only one of a variety of means of achieving a supply of affordable housing. However, as set out in Section 4 and Policy S1, affordable housing provision is a key issue for the County and forms an integral part of the overarching Strategy with 50% provision required on all new site allocations.
- 5.31 The RLDP will contain detailed policies setting out thresholds at which development will be required to provide affordable housing. An Affordable Housing Viability Study will be undertaken to inform the appropriate thresholds set out in the Deposit RLDP.
- 5.32 Detail relating to the required tenure split will be included in the Deposit RLDP based on the most up to date information contained in the LHMA.

Links to Wider Policy Framework	
RLDP Objectives	Objective 9 – Demography Objective 10 – Housing Objective 11 – Placemaking Objective 12 – Communities Objective 13 – Rural Communities
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 2 – Shaping Urban Growth and Regeneration – Strategic Placemaking Policy 3 – Supporting Urban Growth and Regeneration – Public Sector Leadership Policy 4 – Supporting Rural Communities

	Policy 7 – Delivering Affordable Homes Policy 33 – National Growth Area – Cardiff, Newport and the Valleys
Planning Policy Wales Edition 11 (WG, February 2021)	Active & Social Places Theme (Chapter 4)
Building Better Places (WG, July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Staying local: creating neighbourhoods (Page 14)
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A More Equal Wales A Resilient Wales A Wales of Cohesive Communities
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Provide children and young people with the best possible start in life. • Respond to the challenges associated with demographic change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022 2023	This policy supports the draft Community and Corporate Plan goals of ensuring Monmouthshire is a fair place to live, where the effects of inequality and poverty have been reduced, and a safe place to live where people have a home they feel secure in.
Key Evidence	Updating the RLDP Demographic Evidence Report, Edge Analytics November 2021 Housing Background Paper – December 2022 to be updated to accompany the Deposit Plan Monmouthshire Local Housing Market Assessment – December 2020 Affordable Housing Viability Assessment – to be undertaken for the Deposit RLDP.
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Preferred Strategic Site Allocations

Strategic Policy S7 – Preferred Strategic Site Allocations

Strategic Sites will be allocated to contribute to the delivery of the housing and job growth rates set out in Policy S1. The following sites are identified as Preferred Strategic Site Allocations:

- a) Abergavenny East
- b) ~~Bayfield, Chepstow~~ Mounton Road, Chepstow
- c) Leasbrook, Monmouth
- d) Caldicot East

- 5.33 In order to implement the RLDP's Strategy, Preferred Strategic Site Allocations have been identified for the Primary Settlements of Abergavenny, Chepstow, Monmouth and Caldicot. These sites have been selected from a total of 13 strategic growth options located across Abergavenny, Chepstow, Monmouth and Severnside that were previously consulted on in the 2021 Preferred Strategy. Site selection has been informed by the consultation responses received on the 2021 Preferred Strategy and the December 2022 Preferred Strategy. To inform these Preferred Strategic Site Allocations, a high-level assessment has been undertaken to identify those sites which could contribute to delivering the level of growth (housing and jobs) required to deliver the Preferred Strategy. These sites have provided sufficient evidence of viability and deliverability that will be built on as the plan progresses. Two of the sites namely, Abergavenny East and Caldicot East, are anticipated to provide housing both within and beyond the RLDP plan period.
- 5.34 Policy S7 relates only to Preferred Strategic Site Allocations, additional sites are required to fulfil the housing requirement set out in the Strategy and these will be identified in the Deposit Plan. The final selection of sites for the Deposit Plan will be dependent on further detailed assessment work.
- 5.35 Details of the Preferred Strategic Site Allocations are provided in Figures 3 to 5 6 and Tables 3 to 5 6. Further details are set out in Appendix 5.
- 5.36 Planning Policy Wales emphasises the importance of re-using brownfield sites, however, there are limited opportunities for further significant brownfield development in Monmouthshire. The objective is to achieve sustainably located urban extensions that can be well-connected to town centres and public transport. The RLDP will seek to allocate those sites that are the best connected, most sustainable, best deliver placemaking and are least harmful, which will require balanced consideration and trade-offs at Deposit Plan stage. The same approach has been taken in identifying the Preferred Strategic Site Allocation for each primary settlement.

5.37 Following the consultation on the Preferred Strategy the Council will undertake a detailed assessment of all sites to ensure delivery of the Plan's Strategy, including the provision of:

- 50% affordable homes;
- Net zero carbon ready homes;
- Necessary supporting infrastructure;
- A masterplanning process to ensure allocations create sustainable, cohesive, well-designed places delivered through a strong placemaking approach; and
- A financial viability assessment to ensure sites are deliverable within the Plan period.

Abergavenny

Figure 3: Abergavenny East

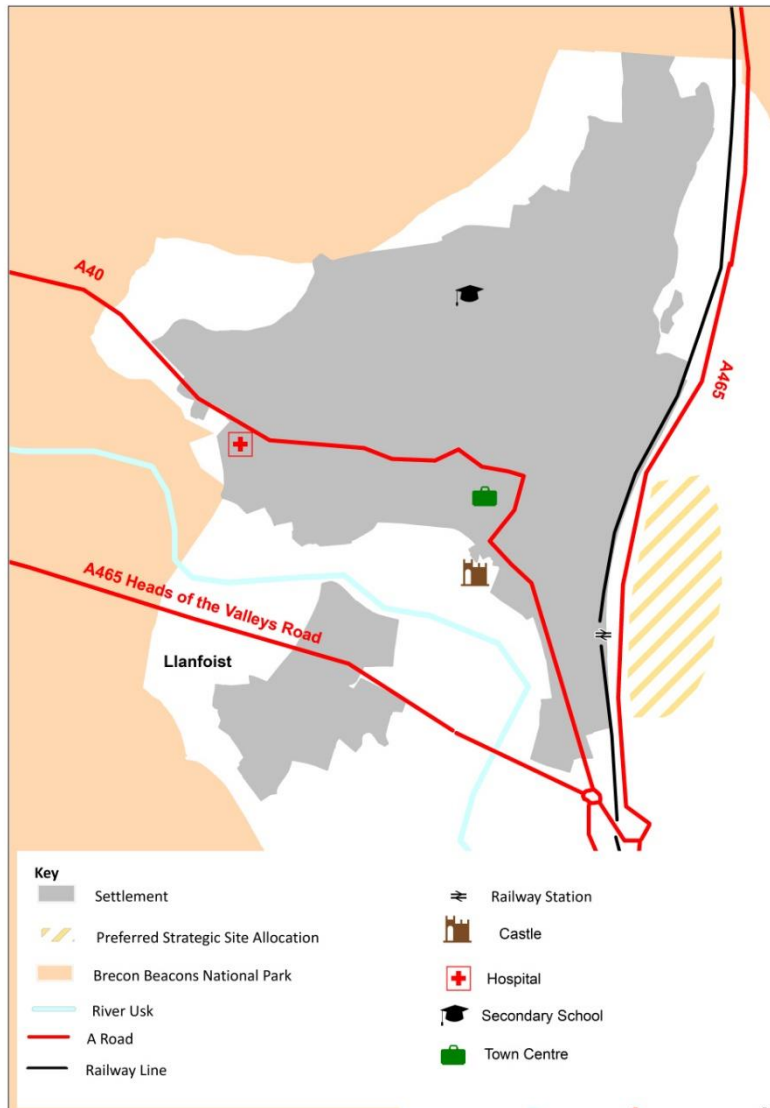


Table 3: Abergavenny East Site Details

Site Name	Size (Ha)	CS Ref	Proposed Use	Approximate No. of homes within Plan period
Abergavenny East	24.75	CS0213	Mixed Use: Residential, Employment, Retail, Leisure, Education and Community Use	500

Chepstow

Figure 4: Bayfield Mounon Road, Chepstow

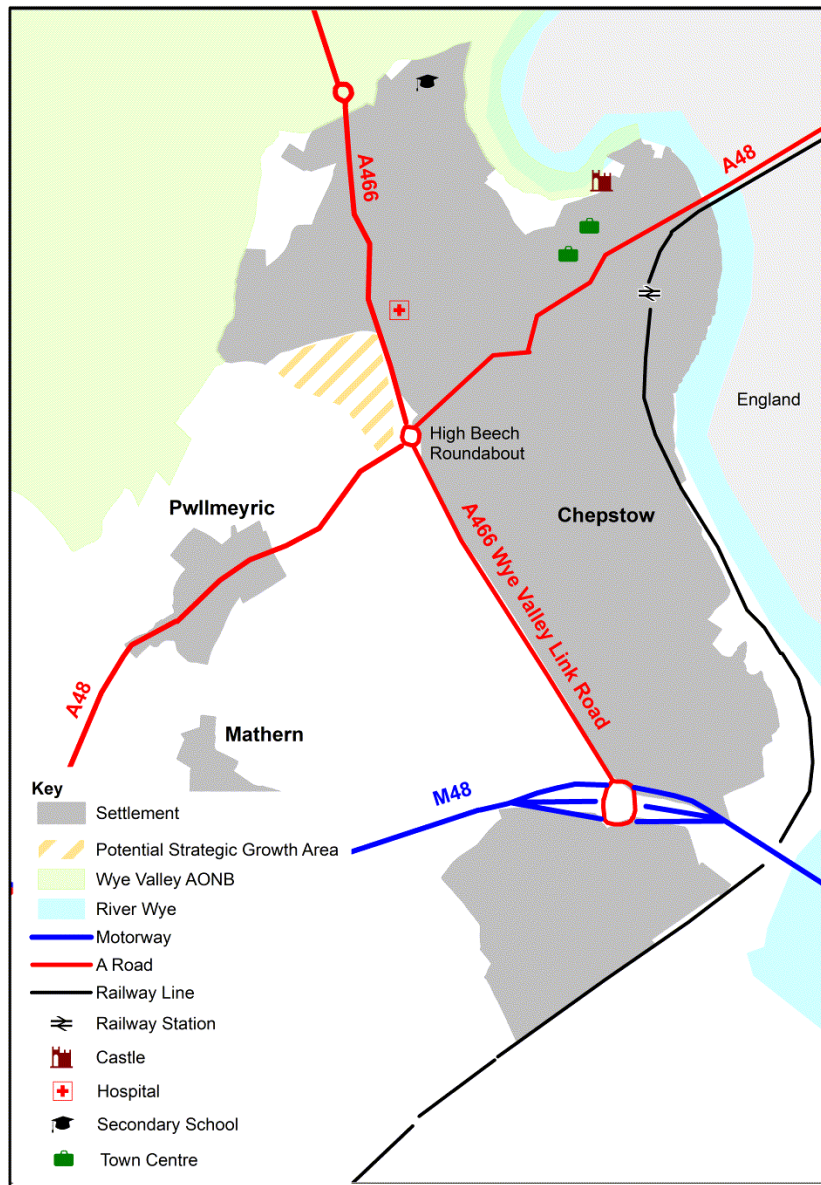


Table 4: Bayfield, Mounon Road, Chepstow Site Details

Site Name	Size (Ha)	CS Ref	Proposed Use	Approximate No. of homes within Plan period
Bayfield, Chepstow	10.07	CS0098	Residential	145
Mounon Road, Chepstow	12.8	CS0165	Mixed Use: Residential and commercial uses	145

Monmouth

Figure 5: Leasbrook, Monmouth

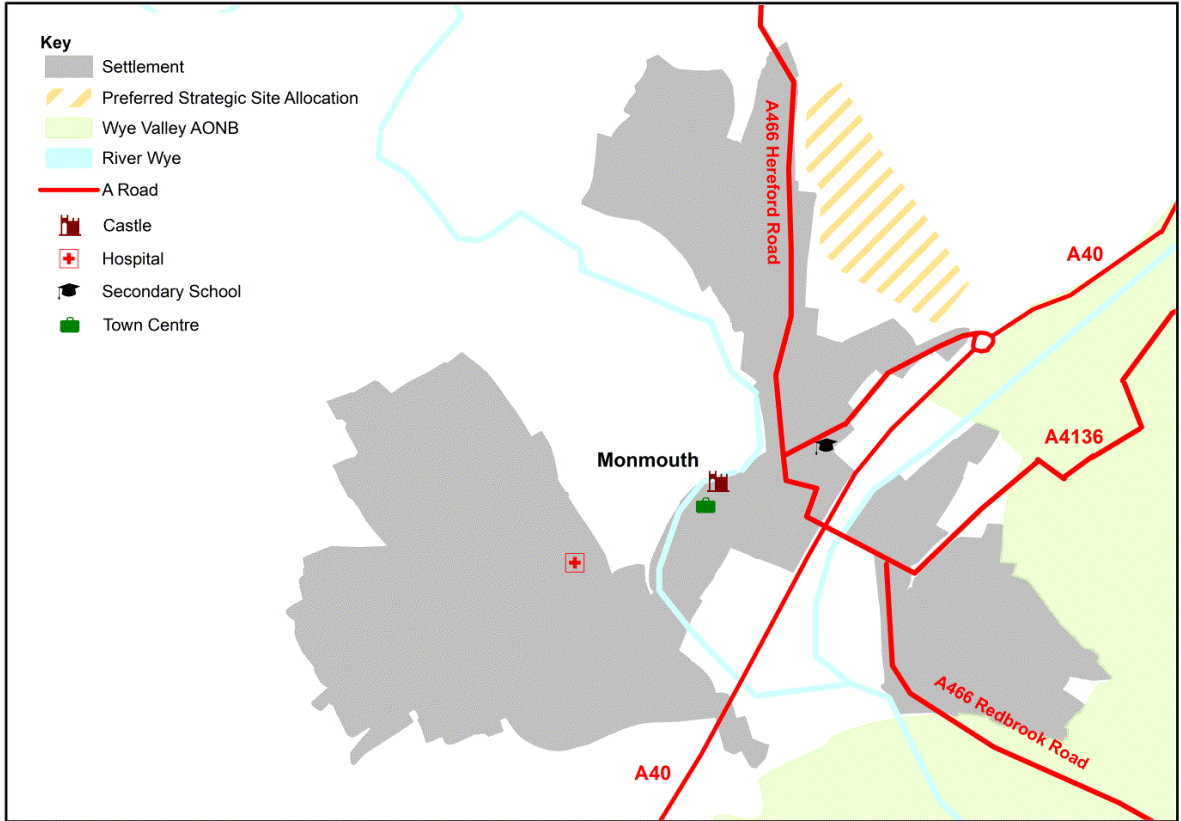


Table 5: Leasbrook, Monmouth Site Details

Site Name	Size (Ha)	CS Ref	Proposed Use	Approximate No. of homes within Plan period
Leasbrook, Monmouth	12.5	CS0270	Residential	270

Severnside

Figure 56: Caldicot East

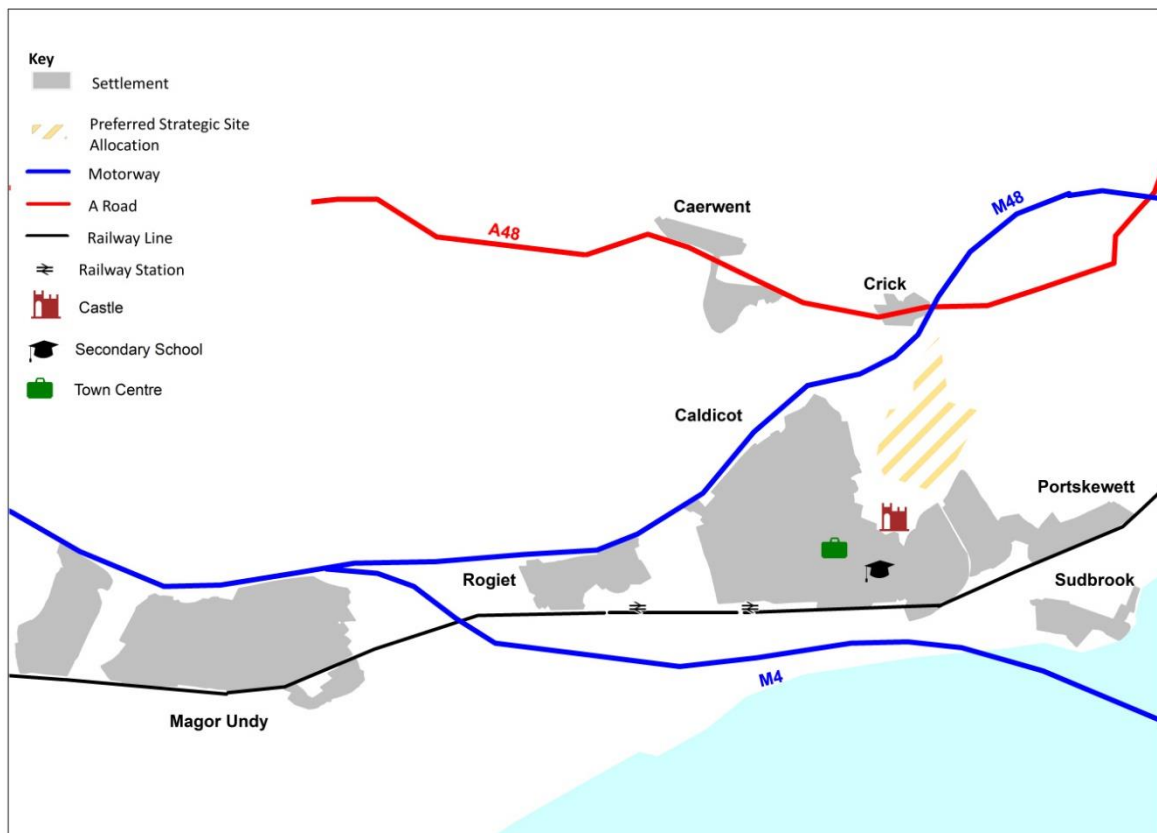


Table 56: Caldicot East Site Details

Site Name	Size (Ha)	CS Ref/s	Proposed Use	Approximate No. of homes within Plan period
Caldicot East	67.67 94.57	CS0087 CS0251	Mixed Use: Residential, Employment, Retail, Leisure	925 735

Links to Wider Policy Framework	
RLDP Objectives	Objective 1 – Economic Growth / Employment Objective 6 – Land Objective 9 – Demography Objective 10 – Housing Objective 11 – Placemaking Objective 12 – Communities Objective 14 – Infrastructure Objective 15 - Accessibility
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 2 – Shaping Urban Growth and Regeneration – Strategic Placemaking Policy 3 – Supporting Urban Growth and Regeneration – Public Sector Leadership Policy 4 – Supporting Rural Communities Policy 5 – Supporting the Rural Economy Policy 34 – Green Belts in the South East
Planning Policy Wales Edition 11 (WG, 2021)	Strategic and Spatial Choices Theme (Chapter 3) - Spatial Strategy and Site Search Sequence
Building Better Places (WG, July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Staying local: creating neighbourhoods (page 14) Active Travel: exercise and rediscovered transport methods (page 16) Changing working practices: our future need for employment land (page 20)
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A prosperous Wales A resilient Wales A more equal Wales A Wales of cohesive communities
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Provide children and young people with the best possible start in life. • Respond to the challenges associated with demographic change. • Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022 2023	<p>This policy supports the draft Community and Corporate Plan goals of ensuring Monmouthshire is a:</p> <ul style="list-style-type: none"> • green place to live and work with reduced carbon emissions, making a positive contribution to addressing the climate and nature emergency; • thriving and ambitious place, full of hope and enterprise; • connected place where people feel part of a community, are valued and connected to other.

Key Evidence	Sustainable Settlement Appraisal – November 2022 Candidate Sites High-Level Assessment – September 2022 Growth and Spatial Options Background Paper – September 2022 Housing Background Paper – December 2022 to be updated to accompany the Deposit Plan
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Gypsy and Travellers

Strategic Policy S8 – Gypsy and Travellers

Land will be made available to accommodate unmet Gypsy and Traveller accommodation needs identified in the latest Gypsy and Traveller Accommodation Assessment.

- 5.38 The Housing Act requires the Assessments be updated every five years. An updated Gypsy and Travellers Needs Assessment has been prepared and was submitted to Welsh Government for approval in January 2021. This identified a need for nine residential pitches between the period 2020 – 2025 and a further four pitches for the remaining Plan period of 2026 – 2033, giving a total need of 13 pitches until the end of Plan period. The update did not identify a need for a transit pitch. Land will be identified to accommodate unmet Gypsy and Traveller accommodation need in the Deposit Plan.
- 5.39 In terms of transit sites, it is considered that these would be best considered on a regional basis, requiring collaboration with neighbouring local authorities through the SDP process.
- 5.40 Specific criteria-based policies to assess proposals for Gypsy and Traveller accommodation that come forward during the Plan period will be considered within the Deposit RLDP.

Links to Wider Policy Framework

RLDP Objectives	Objective 9 – Demography Objective 10 – Housing Objective 11 – Placemaking Objective 12 – Communities Objective 13 – Rural Communities
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 7 – Delivering Affordable Homes

Planning Policy Wales Edition 11 (WG, February 2021)	Active and Social Places Theme (Chapter 4) - Gypsies and Travellers
Building Better Places (WG (July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Staying local: creating neighbourhoods (page 14)
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A more equal Wales A Wales of Cohesive Communities A Wales of vibrant culture and thriving Welsh Language
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Provide children and young people with the best possible start in life. • Respond to the challenges associated with demographic change.
Monmouthshire draft Community and Corporate Plan 2022 2023	<p>This policy supports the draft Community and Corporate Plan goals of ensuring Monmouthshire is a:</p> <ul style="list-style-type: none"> • fair place to live where the effects of inequality and poverty have been reduced; • safe place to live where people have a home they feel secure in.
Key Evidence	<p>Gypsy and Travellers Accommodation Assessment – May 2016 Draft Gypsy and Travellers Accommodation Assessment – 2020 – 2025 (January 2021) – submitted to Welsh Government for approval in January 2021 (currently awaiting a response from WG).</p> <p>Housing (Wales) Act 2014 Welsh Government Circular 005/2018: Planning for Gypsy, Traveller and Showpeople Sites TAN 6: Planning Sustainable Rural Communities (2010)</p>
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Sustainable Transport

Strategic Policy S9 – Sustainable Transport

Development proposals must promote sustainable, low carbon, safe forms of transport which reduce the need to travel by car, increase provision for walking and cycling and improve public transport (rail and bus) provision in order to deliver significant health and well-being benefits through an increase in human physical activity, and environmental benefits through reduction of transport related air and noise pollution. This will be facilitated by:

- **Development that accords with the Sustainable Transport Hierarchy (as set out in PPW, Future Wales and Llwybr Newydd) of reducing the need to travel by car, and promoting walking, cycling public transport and Ultra Low Emission Vehicles (ULEVs) above private motor vehicles;**
- **Promoting digital and innovative infrastructure in both urban and rural areas to enable remote working and reduction in a need to travel to the workplace on a day-by-day basis;**
- **Promoting Active Travel (walking and cycling) connectivity through safeguarding, enhancing and expanding on the Active Travel Network Maps (ATNMs);**
- **Locating development close to public transport facilities and designing developments to facilitate and improve public transport infrastructure, its connections and geographical reach to rural areas;**
- **Ensuring developments incorporate and/or enable the use of ULEVs by providing the necessary underlying infrastructure;**
- **Improving travel infrastructure safety;**
- **Ensuring developments are served by an appropriate level of parking provision depending on the nature and location of the proposal;**
- **Developing the role of Monmouthshire’s Primary Settlements in accordance with the South East Wales Regional Plan and Monmouthshire’s Local Transport Plan (LTP) around which low carbon sustainable transport opportunities can be developed and linked to the South East Wales Metro, and;**
- **Demonstrating how proposed development in rural areas enables solutions to rural transport problems, such as improvement of links to public transport, digital infrastructure, and innovative solutions, such as car sharing schemes.**

The Deposit Plan will safeguard sites necessary to deliver the key transport measures and schemes identified in National, Regional and Local Transport Plans.

5.41 The priority for the ‘reduction in the need to travel’ and a shift away from the private car for travel is reflected in the Welsh Government’s Future Wales: The National Plan 2040 and ‘Llwybr Newydd – The Wales Transport Strategy 2021’ which sets out priorities of:

- Improving physical and digital connectivity to support remote working and reduce the need for people to use their cars on a daily basis. This is in line with the wider Welsh Government target of 30% of the workforce to work remotely on a regular basis.³⁴

³⁴ Smarter Working: a Remote Working Strategy for Wales, Welsh Government (2022)

- Investment in low carbon, accessible and efficient transport infrastructure that enable more people to walk and cycle, encouraging more sustainable and healthy lifestyles.
- ‘Future proof’ transport infrastructure to adapt to climate change and give priority to the ‘Sustainable Transport Hierarchy’ set out in PPW11, which puts walking, cycling and public transport infrastructure above the private car. Where private cars are to be used there needs to be a move away from petrol and diesel vehicles to Ultra-Low Emissions Vehicles (ULEVs).

5.42 The spatial strategy of the RLDP focuses development in our most sustainable settlements of Abergavenny, Chepstow and Caldicot, including Severnside, that provide opportunities for a reduction in travel and provide opportunities for sustainable transport, particularly walking, cycling (Active Travel) and public transport. In line with the Active Travel Act 2013 and Welsh Government Travel Act Guidance (2021)³⁵, the Council has produced Active Travel Network Maps (ATMNs)³⁶, identifying the walking and cycling routes required to create fully integrated networks for walking and cycling.

5.43 The RLDP will promote the concept of the ‘20 minute neighbourhood’³⁷ whereby new development should be within a 20 minute walking distance of key everyday services, which in turn will promote physical activity and the health and well-being of our residents. The RLDP will also establish the foundations to encourage longer term changes to the historic high level of car usage in Monmouthshire and promote modal shift as per Llwybr Newydd. Site allocations will be sustainably located and well connected to encourage active travel and public transport use. Policies will ensure that new developments provide the charging infrastructure required to support a move to ULEVs away from petrol and diesel vehicles, such as reducing parking spaces in sustainable locations.

Rural Transport

5.44 Monmouthshire is predominantly a rural County and as set out in Future Wales Policy 5, and it is recognised there are significant disparities between urban areas with regard to the feasibility of delivering effective and public transport systems and active travel routes. ‘A rural location within the proximity of major urban areas experiences different issues compared with a more isolated rural location. It may not be

³⁵ Welsh Government Active Travel Act Guidance (July 2021)

<https://gov.wales/sites/default/files/publications/2022-01/active-travel-act-guidance.pdf>

³⁶ Monmouthshire’s Active Travel Network Maps can be viewed via

<https://maps.monmouthshire.gov.uk/custom/activetravelATNM.html>

³⁷ Future Generations Commissioner for Wales (2020) Climate Week: How 20-minute neighbourhoods can help us fight the Climate Emergency and save our towns and cities

[Climate Week: How 20-minute neighbourhoods can help us fight the Climate Emergency and save our towns and cities – The Future Generations Commissioner for Wales](#)

appropriate for policies to be applied to both types of location equally.³⁸ Travel by the car in some rural areas of Monmouthshire therefore may be the only realistic mode of travel.

- 5.45 LLwybr Newydd: the Wales Transport Strategy has committed to a ‘Rural Pathway’ which sets out how regional Corporate Joint Committees (CJCs) and Welsh Government policy makers will work together on strategies to tailor solutions to extend the geographical reach of public transport links into rural areas, and trip reduction through car sharing schemes and creation of ‘local distribution networks’ hubs to help manage the impacts of increasing home deliveries.³⁹ Development proposals in rural areas of Monmouthshire should therefore demonstrate innovative solutions to connect rural locations to services and facilities.

Regional Planning

- 5.46 Monmouthshire is part of the South East Region of Wales and development proposed in the RLDP will need to demonstrate how regional aspirations and opportunities can be incorporated in local plans as part of a joined up approach with transport planning and local land use planning. Future Wales 2040 policies 11 and 12 set out national and regional transport plans and initiatives for Wales and the importance to strategically plan for opportunities arising from the investment in public transport. The recent ‘South East Wales Transport Commission Final Recommendations Plan 2020’ recommends a ‘Network of Alternatives’ to solve congestion and travel reliance on the M4 travel route,⁴⁰ which sets out public transport improvement schemes and the need for a ‘behavioural shift’ in people to change commuting patterns. Within Monmouthshire the report specifically recommends enhancement of the Severn Tunnel Junction rail station and access arrangements, and development of a walkway station at Magor with Undy. Policy 36 of Future Wales: South East Metro, which Monmouthshire is a part of, further identifies the Metro as “a major strategic opportunity to improve rail, bus, cycling and walking infrastructure across the region”⁴¹ and that the local planning policy frameworks must ensure that long term strategic decisions maximise opportunities in areas that will benefit from the Metro.
- 5.47 The RLDP will therefore plan for strategic development within Monmouthshire’s most sustainable locations that have opportunities and potential to connect and link with regional travel aspirations and plans, in particular identified opportunities at Severn Tunnel Junction and the South East Wales Metro scheme. The identified preferred

³⁸ Future Wales 2040: Policy 5: Supporting the rural economy [Update to Future Wales - The National Plan 2040 \(gov.wales\)](#)

³⁹ Living Locally in rural Wales: RTPi Cymru 2022 explores the role the planning system can play in supporting more sustainable local living in rural Wales [Plan The World We Need \(rtpi.org.uk\)](#)

⁴⁰ South East Wales Transport Commission Final Recommendations <https://gov.wales/sites/default/files/publications/2020-11/south-east-wales-transport-commission-final-recommendations.pdf>

⁴¹ Future Wales 2040 Policy 36: South East Metro [Update to Future Wales - The National Plan 2040 \(gov.wales\)](#)

strategic growth areas of Abergavenny East, Bayfield, and Caldicot East will be linked to the town centre and railway stations via active travel connections.

Monmouthshire Local Transport Plan

5.48 The RLDP will also be accompanied by a Local Transport Plan (LTP)⁴² which will highlight several different transport measures Monmouthshire will hope to undertake to facilitate proposed development set out in the RLDP. The programmes outlined in the current LTP includes walking and cycling infrastructure, bus network, station and highways improvements, Cardiff Capital Region Metro schemes, 20mph limits and road safety schemes. The LTP is being updated and will inform the Deposit Plan. The RLDP will support the transport schemes identified within the Monmouthshire updated LTP and, where appropriate, safeguard land for key transport proposals such as the Magor Walkway Station and Severn Tunnel Junction link road and public transport interchange.

Links to Wider Policy Framework	
RLDP Objectives	Objective 1 – Economic Growth/Employment Objective 8 – Health and Well-being Objective 9 – Demography Objective 11 – Place-making Objective 12 – Communities Objective 13 – Rural Communities Objective 14 – Infrastructure Objective 15 – Accessibility Objective 17 – Climate Change
Future Wales: The National Plan 2040 (W G, February 2021)	Policy 11 – National Connectivity Policy 12 – Regional Connectivity Policy 36 – South East Metro
Planning Policy Wales Edition 11 (WG, February 2021)	Active and Social Places Theme (Chapter 4) - Moving within and between places
Building Better Places (WG, July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Staying local: creating neighbourhoods (page 14) Active travel: exercise and rediscovered transport methods (page 16)

⁴² Monmouthshire Local Transport Plan – May 2015 can be viewed via <https://www.monmouthshire.gov.uk/local-transport-plan/>

Well-being of Future Generations Act (WBFGA) (WG 2015)	<p>A prosperous Wales</p> <p>A resilient Wales</p> <p>A more equal Wales</p> <p>A Wales of cohesive Communities</p>
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Provide children and young people with the best possible start in life. • Respond to the challenges associated with demographic change. • Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022 2023	<p>This policy supports the draft Community and Corporate Plan goals of ensuring Monmouthshire is a:</p> <ul style="list-style-type: none"> • green place to live and work with reduced carbon emissions, making a positive contribution to addressing the climate and nature emergency; • connected place where people feel part of a community, are valued and connected to other.
Key Evidence	<ul style="list-style-type: none"> • Llwybr Newydd: The Wales Transport Strategy 2021 • Welsh Government Active Travel Act Guidance July 2021 • South East Wales Transport Commission: Final Recommendations: November 2020 • Monmouthshire Local Transport Plan and updated LTP to be prepared alongside the Deposit Plan. • ATNM's for Monmouthshire • Living Locally in Rural Wales: Planning policy and practice RTPI discussion paper 2022
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Town, Local and Neighbourhood Centres

Strategic Policy S10– Town, Local and Neighbourhood Centres

All new or enhanced retail, commercial and social developments, including leisure, cultural and entertainment uses, will be focussed according to the hierarchy defined below. Developments should be consistent in scale and nature with the size and character of the centre and its role in the hierarchy.

Proposals must maintain or enhance the vibrancy, vitality and attractiveness of the centre. Proposals which would undermine the vibrancy, vitality and attractiveness of the centre will not be permitted.

Town Centres: Abergavenny, Caldicot, Chepstow, Monmouth

Local Centres: Magor, Raglan, Usk

Neighbourhood Centres: Abergavenny - Hillcrest Road, Rother Avenue,
(These will be reviewed as part of the Deposit RLDP) The Mardy
 Caldicot – West End
 Chepstow – Bulwark, Thornwell
 Monmouth – Overmonnow, Wyesham, The Albion

- 5.49 PPW11 requires local planning authorities to identify a hierarchy of centres which distinguishes between higher order centres which have a wider range of uses and larger catchment areas, and lower order centres which are important to communities for day-to-day needs. Policy S10 sets out this hierarchy for Monmouthshire, although this will be given further consideration as part of the Retail Study which will inform the Deposit Plan.
- 5.50 The Primary Settlements of Abergavenny, Chepstow and Monmouth are akin to market towns, providing a broad range of facilities and services, of which retailing is a key component, for residents and visitors. The centres attract significant numbers of shoppers from their respective town and rural hinterlands. The towns are also main visitor destinations in the County, providing a range of leisure, tourism and cultural facilities. Caldicot town centre has a more limited offer than the other primary settlements, although it remains an important centre serving the area with a range of facilities. Monmouthshire County Council, with the support of key stakeholders such as Caldicot Town Council, Cardiff Capital Region and Welsh Government, is implementing an ambitious town centre regeneration project in Caldicot. While the town is not a major tourist destination, Caldicot is an important local attraction and the Council is promoting nearby tourist attractions such as Caldicot Castle and Country Park, Black Rock and the Gwent Levels.

- 5.51 The County's local centres – Magor, Raglan and Usk – also provide an important role in the hierarchy serving a more local function for residents, with a prominent focus on convenience (food) shopping and an element of comparison (non-food) shopping together with some local service provision. Neighbourhood centres similarly provide an important local day-to-day function for their local communities.
- 5.52 The Monmouthshire Retail Expenditure Forecasts Update (2020)⁴³ notes that Monmouthshire's centres are performing relatively well as destinations for convenience trading, but less well as destinations for comparison shopping. Further information on the health and function of the town and local centres can also be found in the latest Retail Background Paper August 2022⁴⁴. The decline in the role of town centres as destinations for comparison goods shopping highlights the importance of attracting a diverse range of uses to commercial centres such as leisure and community uses. Given the changing role of commercial centres, the current Central Shopping Area and Primary Shopping Frontage boundaries will be reviewed in the Deposit RLDP and amended, if necessary, in recognition of the need for flexibility in maintaining occupancy and footfall and encouraging a mix of uses that will promote the overall health and vibrancy of the town centres. An update of Monmouthshire's Retail Expenditure Forecasts (2020) will also be undertaken to take account of the population growth levels established in the Preferred Strategy. If appropriate, land will be identified in the Deposit Plan for future retailing needs.
- 5.53 Given the essential role and function of these centres, it is important that a centre's position in the hierarchy is maintained and, where possible, enhanced. A key objective of the RLDP is to sustain and enhance the County's primary settlements as vibrant and attractive centres and to maintain the essential function of our other centres, by focusing new and enhanced retail, and commercial, including leisure, entertainment, cultural and community developments of an appropriate scale and nature, in designated centres. This is vital in ensuring that the centres remain attractive places to live and visit and provide a valuable role in meeting the needs of local communities and visitors.
- 5.54 Welsh Government's Building Better Places (July 2020) document recognises the economic consequences to town centres as a result of the recent pandemic. It tasks the planning system with responding to this by ensuring that town and local centres can operate as flexibly as possible. Whilst recognising the important role our town centres play, high streets will continue to change, and there is a clear need for flexible planning policies in our centres to enable a 're-imagining' of our high streets across the County. Increased agile/home working might also result in increased expenditure within our towns, with the community good-will encapsulated by the Covid-19

⁴³ Monmouthshire's Retail Expenditure Forecasts – 2020 can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

⁴⁴ The Retail Background Paper – August 2022 can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/annual-monitoring/retail/>

response helping to support local businesses and retailers. In light of these changes a need for greater flexibility will be reflected in the detailed planning policy framework which will be set out in the Deposit Plan.

- 5.55 Whilst recognising the need for greater flexibility, Welsh Government in Future Wales has adopted a ‘Town Centre First’ approach. This puts the health and vibrancy of town centres as the starting point of locational decision-making. It also directs facilities and services to where intended users can easily walk, cycle and/or use public transport to access them. Developments of an appropriate scale within our town and local centres that maintain and/or enhance their vitality, attractiveness and viability will be supported in the RLDP. The future size and scale of Town Centre development is critical to the maintenance of the character and function of the County’s settlements. It is therefore important that new developments are in keeping with the scale and function of the existing centres and have regard to their position within the overall hierarchy. Inappropriate development which would undermine the vitality, viability and attractiveness of the County’s town, local and neighbourhood centres, such as out of town retail, will be strongly resisted. Detailed policies will be set out in the Deposit RLDP providing further clarification on where development will and will not be permitted, and where change of use will be limited.
- 5.56 The County’s town, local and neighbourhood centres provide retail, employment, leisure, tourism and cultural opportunities. Tourism, in particular, plays an important part in sustaining Monmouthshire’s historic town centres of Abergavenny, Chepstow and Monmouth, as well as Usk. It is essential that the role and function of these settlements as important visitor destinations is maintained and enhanced over the Plan period. The co-location of retail, commercial and leisure and tourism facilities in these centres, where they can be accessed by public transport, walking and cycling, will help to sustain and enhance their vitality, viability and attractiveness and contribute to a reduction in travel demand.

Links to Wider Policy Framework	
RLDP Objectives	Objective 1 – Economic Growth/ Employment Objective 2 – Town and Local Centres Objective 8 – Health and Well-being Objective 9 – Demography Objective 11 – Place-making Objective 12 – Communities Objective 13 – Rural Communities Objective 14 – Infrastructure Objective 15 – Accessibility Objective 16 – Culture, Heritage and Welsh Language
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 6 – Town Centre First

Planning Policy Wales Edition 11 (WG, February 2021)	Active and Social Places Theme (Chapter 4) - Retail and Commercial Development
Building Better Places (WG, July 2020)	<p>Priorities and Actions for Places - Post Covid-19 Considerations:</p> <p>Staying local: creating neighbourhoods (Page 14)</p> <p>Active travel: exercise and rediscovered transport methods (Page 16)</p> <p>Revitalising our town centres (Page 18)</p> <p>Changing working practices – our future need for employment land (Page 20)</p> <p>Reawakening Wales’ tourism and cultural sectors (Page 21)</p> <p>Improving air quality and soundscapes for better health and well-being (Page 23)</p>
Well-being of Future Generations Act (WBFGA) (WG, 2015)	<p>A prosperous Wales</p> <p>A resilient Wales</p> <p>A more equal Wales</p> <p>A Wales of cohesive communities</p> <p>A Wales of vibrant culture and thriving Welsh language</p>
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Provide children and young people with the best possible start in life. • Respond to the challenges associated with demographic change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022 2023	<p>This policy supports the draft Community and Corporate Plan goals of ensuring Monmouthshire is a:</p> <ul style="list-style-type: none"> • thriving and ambitious place, full of hope and enterprise; • connected place where people feel part of a community, are valued and connected to other.
Key Evidence	<p>TAN 4: Retail & Commercial Development – Nov 2016</p> <p>Review of Central Shopping Area and Primary Shopping Frontage boundaries – this will support the detailed boundaries defined in the Deposit LDP.</p> <p>Monmouthshire Retail Study will be prepared to inform the Deposit Plan.</p> <p>Retail Background Paper – August 2022</p> <p>Primary Shopping Frontages SPG – April 2016</p>
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Community & Recreation Facilities

Strategic Policy S11 – Community and Recreation Facilities

Where a town or local centre location is not available or appropriate, development proposals that provide and/or enhance community and recreation facilities will be permitted within or adjoining settlement boundaries subject to detailed planning considerations. Development proposals that result in the unjustified loss of community and recreation facilities will not be permitted.

- 5.57 The Council is committed to protecting and enhancing community facilities to meet the needs of residents over the Plan period. Providing a range of community facilities which are accessible to as many people as possible is essential in developing sustainable, resilient and inclusive communities. Such facilities are valuable in terms of the facilities they provide, the employment they generate and in attracting people to live within an area. As noted above, Future Wales advocates a ‘Town Centre First’ approach which puts the health and vibrancy of town centres as the starting point of locational decision making. It also directs facilities and services to where intended users can easily walk, cycle and/or use public transport to access them.
- 5.58 For the purpose of this policy, community facilities are defined as facilities used by local communities for leisure, social, health, education and cultural purposes and include village halls and shops, schools, GP surgeries / health centres, leisure centres, public houses, places of worship, cemeteries, allotments, community food growing and libraries. They can be owned by the public, private or community groups. Community facilities can be considered appropriate in residential and non-residential areas, where they satisfy the relevant policies, as they serve the needs of the wider community. Whilst there is a general presumption in favour of community facilities, they should not erode the character and appearance of the natural and built environment, nor the design qualities of their location. New facilities need to have good access to public transport and active travel routes, as well as be in walkable distance to as many homes as possible. The criteria against which proposals that involve the loss of community or recreation facilities will be assessed will be set out in Development Management policies in the Deposit Plan.
- 5.59 The recent Covid-19 pandemic has emphasised the importance of considering health and well-being throughout the planning system to ensure communities across Wales are healthy, vibrant and inclusive. Welsh Government’s Building Better Places (July 2020) document recognises that the planning system has an important role in supporting healthier lifestyles. The Council is committed to providing, protecting and enhancing open spaces in the County that are important for recreation, amenity, biodiversity, connectivity and/or heritage. Access to areas of open space is essential in enhancing the quality of life for all and promoting sustainable and resilient communities for all. It can help foster social inclusion, assist healthier lifestyles and

allow for recreation and leisure activities. It is important that an accessible network of open space is maintained and improved.

- 5.60 Recreation facilities include formal sport, recreation and leisure pursuits such as team games, children’s play facilities, as well as more informal activities such as walking in the countryside. Further details on recreation categories and standards will be provided in the Deposit Plan as well as the designation of land to be protected for such purposes. Recreation and leisure facilities are an important generator of tourism and, in practice, the difference between facilities for local residents and tourists is difficult to define. However, for the purposes of the Plan, policies which relate to recreation and community facilities refer to activities primarily undertaken by local residents as opposed to the more tourist related activities associated with visitors.
- 5.61 The provision of new community and recreation facilities and areas of open space and/or contributions towards improving existing areas of open space and recreation will be sought in connection with new residential developments where they are needed and justified. This approach will help create sustainable developments that cater for the community’s needs as well as promoting sustainable mixed use developments that facilitate access via public transport, walking and cycling.

Links to Wider Policy Framework	
RLDP Objectives	Objective 3 –Green Infrastructure, Biodiversity and Landscape Objective 8 – Health and Well-being Objective 9 – Demography Objective 11 – Place-making Objective 12 – Communities Objective 14 – Infrastructure Objective 15 – Accessibility
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 2 – Shaping Urban Growth and Regeneration – Strategic Placemaking Policy 4 – Supporting Rural Communities Policy 6 – Town Centre First Policy 34 – Green Belts in the South East
Planning Policy Wales Edition 11 (WG, February 2021)	Active and Social Places Theme (Chapter 4) - Community Facilities Recreational Spaces
Building Better Places (WG, July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Considering Health and Well-being throughout the Planning Process (page 12) Staying local: creating neighbourhoods (Page 14) Active travel: exercise and rediscovered transport methods (Page 16) Green Infrastructure, health and well-being and ecological resilience (Page 22)

Well-being of Future Generations Act (WBFGA) (WG, 2015)	A healthier Wales A more equal Wales A Wales of cohesive communities A Wales of vibrant culture and thriving Welsh Language
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Provide children and young people with the best possible start in life. • Respond to the challenges associated with demographic change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022	This policy supports the draft Community and Corporate Plan goal of ensuring Monmouthshire is a connected place where people feel part of a community, are valued and connected to other.
Key Evidence	TAN 16: Sport, Recreation and Open Space Monmouthshire Amenity Open Space Audit to follow with the Deposit plan.
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

PRODUCTIVE & ENTERPRISING PLACES

- 5.62 Economic growth and resilience are key priorities for Monmouthshire County Council driven by the need to address the shrinking working age population and the high levels of out-commuting the County experiences. In order to create sustainable and resilient communities, the Preferred Strategy identifies a level of growth that aims to provide an appropriate balance of household and jobs growth. The RLDP will seek to facilitate this growth by providing a policy framework that allows Monmouthshire to attract and retain investment, create jobs, improve strategic infrastructure through the identification of sufficient employment land for traditional employment uses (B use class) and the promotion of other employment generators important to Monmouthshire's economy. Job growth will also come via the growth and retention of existing Small Medium Enterprises (SMEs) and the formation of new ones, with supportive planning policies, marketing and other interventions as required to make this happen.

Employment Sites Provision

Strategic Policy S12 – Employment Sites Provision

Provision will be made for a minimum of 38 ha of land on a suitable range and choice of sites for industrial and business development (classes B1, B2 and B8 of the Town and Country Planning Use Classes Order 1987) in accordance with the Plan’s Spatial Strategy.

Existing employment land and premises that continue to be required for employment purposes will be protected from alternative forms of development.

To ensure that a range of types and sizes of employment land and premises is provided, development for the following will be permitted, subject to detailed planning considerations:

- Small units and workshops for small businesses throughout the County to assist in providing regeneration opportunities, enabling SMEs to start up and grow, and ensuring sustainable economic growth;**
- The integration of new employment opportunities in mixed-use developments.**

- 5.63 Monmouthshire’s economic profile is characterised by low unemployment levels, but a high economic inactivity rate, reflecting its increasing ageing population and shrinking working age population. Levels of out-commuting and the distances travelled have also been high historically. Combined, these factors are impacting on employment growth within Monmouthshire and the social sustainability of our communities. The Preferred Strategy seeks to address these issues by promoting a growth level and spatial strategy that will promote higher employment growth, supporting greater labour force retention and achieve a reduction in the net out-flow of workers. The Preferred Strategy provides the planning policy framework to enable the provision of 6,240 jobs over the Plan period (416 jobs per annum). This level of job growth aligns with the projected population and housing growth and takes account of adjustments to household membership rates for key younger age groups and a reduced level of commuting by retaining more of the resident workforce.
- 5.64 Securing local economic growth and prosperity are a key aim of the Plan and will be achieved through a range of mechanisms and sectors. Delivering on the growth ambition will require more than simply allocating land in the RLDP; the Economic Ambition Statement sets the Council’s direction of travel and the combination of measures required, including an Investment Prospectus, close engagement with the business sector, demonstrating a pro-business culture and land assembly interventions to ensure sites come forward. Policy interventions are also likely to be needed in terms of housing mix policies, to achieve the objective of retaining and attracting a younger demographic.

- 5.65 The RLDP has a key role in supporting the Council’s vision for economic growth and will be one of the main enablers in delivering sustainable economic growth and increasing employment opportunities in existing and emerging sectors. As noted above, Monmouthshire’s priorities for economic growth are set out in the ‘Monmouthshire 2040: Our Economic Growth and Ambition Statement’ and accompanying Investment Prospectus. The statement reflects national and regional policies including the ambitions for the Cardiff Capital Region and the Council’s Corporate Plan and builds on the recommendations of the ‘Economies of the Future Reports’. As detailed in Section 2, the Statement sets out Monmouthshire’s economic priorities moving forward as being:
- A dynamic place to do business
 - A credible place to invest
 - An incredible place to live, visit and stay
- 5.66 Monmouthshire is geographically well connected, located in a key strategic location that benefits from good links to Cardiff, Bristol and the Midlands. With the recent removal of the Severn Bridge tolls, Monmouthshire’s relationship with the West of England Combined Authority (WECA), the Bristol City Region, Forest of Dean and South Gloucestershire is also expected to strengthen and enhance the County’s economic role in the region. Monmouthshire is well located to benefit from initiatives such as the Great Western Cities and the Western Power House, which aim to drive economic growth through regional collaboration.
- 5.67 As noted in the Development Plans Manual (March 2020), the aim of a strategy is to achieve a balance between homes and jobs thereby reducing the need for commuting (paragraph 5.25). The Manual recognises that the scale of economic growth to be delivered in a plan will be strongly influenced by factors including the available labour force, skills, net migration levels and commuting patterns. While these factors remain relevant and are key objectives of the Plan, it is becoming widely accepted that the fundamental shift in working practices experienced as a legacy of the Covid-19 pandemic, with a significant increase in people working from home/remotely, has made it less important where some jobs are located as employees no longer need to commute for work in many cases. This has provided the opportunity for many people to live and work in the same location via a new remote working approach and aligns with Welsh Government’s ‘Smarter Working: a Remote Working Strategy for Wales. This sets out Welsh Government’s approach to achieving 30% of the Welsh workforce working at or near to home and embedding a culture that supports remote working.
- 5.68 The benefits of this change extend beyond reducing traffic pollution and congestion: experience during the pandemic showed that people working from home spent their income locally rather than at their work-base. In many cases, despite the wider restrictions associated with the pandemic, local businesses in our market towns survived: Magor town centre is a particularly successful case study of increased local

spend. At present, data on the extent of continued home/local working is limited but factors such as the increased focus on quality of life and home environment and increasing fuel costs act as continuing levers to encourage behaviour change. The RLDP can support this by securing the provision of local shared working hubs, provision of broadband infrastructure and placemaking to ensure quality home environments.

- 5.69 In line with PPW and Building Better Places and the requirement to provide an economic development evidence base to support LDP preparation, the Council has commissioned the preparation of an Employment Land Review (ELR)⁴⁵. This has undertaken a review of employment forecasts and B-use class land requirements for the Plan period 2018 – 2033. The study recommends that a forecast scenario based on past take-up rates is adopted for the RLDP. This provides a minimum requirement of 38ha of land, including a five-year buffer to allow for choice and uncertainty in forecasting. The ELR breaks this down by individual land use types as follows:
- B1: 3.5ha
 - B2: 9.2ha
 - B8: 25.2ha
- 5.70 Providing for this level of jobs growth is part of a complex picture. A fundamental element will be the provision of a deliverable range of employment land supply, in appropriate locations and in the right quantities to attract new businesses in key growth sectors and enable our existing businesses to grow. Many of the County's businesses are SMEs and may not require new land allocations to grow.
- 5.71 Moreover, there is an increased propensity for agile and home working over the longer term, meaning demand for physical employment land or space is changing. It is acknowledged that this tends to relate more to office-based sectors, and that not all sectors are able to work from home or in an agile manner. The RLDP will provide a range of sites to meet employment needs to 2033 to support the Council's ambitions and to support the local economy, being flexible to future changes. Community-based remote working hubs support a hybrid way of working from home and remotely at a local hub, reducing the need to travel and supporting small and medium sized enterprises (SMEs) needs which are a key sector in the County. Having regard to the outcome of the evidence base set out above, the Deposit RLDP will allocate sufficient employment land (B use class) to cover the employment needs of the County in locations consistent with the Plan's spatial strategy. Details of employment land allocations and existing protected sites will be provided in the Deposit RLDP, along with criteria setting out the exceptional circumstances in which the loss of existing industrial and business sites or premises will be considered acceptable.

⁴⁵ Employment Land Review (BE Group, October 2022)

- 5.72 The ELR undertakes an assessment of the suitability and deliverability of existing LDP allocations, protected LDP employment sites along with Second Call Candidate Sites. The outcome of this work will inform the employment allocations made in the Deposit RLDP. Site allocations will also have regard to the spatial strategy and the restrictions on development in the upper River Wye Phosphates Catchment area. Site allocations and distribution will also have regard to the large existing employment allocation at Quay Point, Magor, which accounts for a significant mass of land of the available supply of employment land at one site (13.76ha). Further supply is recommended to meet the shortfall of supply and enable further flexibility in the market in terms of types of land and locations.
- 5.73 In accordance with PPW, the ELR sits alongside the Regional Employment Study⁴⁶, which covers a Larger than Local Area of Blaenau Gwent, Caerphilly, Monmouthshire, Newport and Torfaen. This related study provides a regional scale analysis of the economic evidence base and the property and employment land market in the Larger than Local Area, up to 2040 (the ELR covers the 2018 – 2033). This Study provides a regional viewpoint of demand and land requirements within the region and recognises the important role the M4 corridor plays in the region as well as the strategic function of the north of the sub-region linking to Herefordshire and the west Midlands. Strategic employment should be geographically distributed throughout the region to support this. The findings of this Study will be considered as part of the Deposit RLDP along with the ELR.
- 5.74 It should be noted that not all these jobs will be in planning B-class uses and many will be delivered through foundational sectors such tourism, leisure, food and retail and the agricultural and forestry sector, which play an important role within Monmouthshire’s economy. Future Wales recognises and supports the significant role foundational and agricultural sectors can play in the Welsh economy generally but with significant relevance to supporting the rural economy (Policy 5 of Future Wales). The RLDP plans positively for these sectors through complementary Strategic Policies including S10 – Town, Local and Neighbourhood Centres Hierarchy, S13 – Rural Enterprise and S14 – Visitor Economy.

Links to Wider Policy Framework	
RLDP Objectives	Objective 1 – Economic Growth / Employment Objective 9 – Demography Objective 11 – Place-making Objective 12 – Communities Objective 14 – Infrastructure Objective 15 – Accessibility
Future Wales: The National	Policy 4 – Supporting Rural Communities Policy 5 – Supporting the rural economy Policy 6 – Town Centre First

⁴⁶ Regional Employment Study: Larger Than Local (BE Group, March 2020)

Plan 2040 (WG, February 2021)	
Planning Policy Wales Edition 11 (WG, February 2021)	Productive and Enterprising Places Theme (Chapter 5) - Economic Development
Building Better Places (WG, July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Staying local: creating neighbourhoods Revitalising our town centres Digital Places – the lockdown lifeline Changing working practices: our future need for employment land Reawakening Wales’ tourism and cultural sectors
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A prosperous Wales A resilient Wales A more Equal Wales A Wales of cohesive communities A globally responsible Wales
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Respond to the challenges associated with demographic change • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022	This policy supports the draft Community and Corporate Plan goal of ensuring Monmouthshire is a thriving and ambitious place, full of hope and enterprise.
Key Evidence	<p>Monmouthshire 2040: Our Economic Growth and Ambition Statement (November 2019)</p> <p>Vision 2040: Growing Your Own Business Monmouthshire Inward Investment Prospectus (March 2020)</p> <p>Monmouthshire Employment Land Review (October 2022)</p> <p>Regional Employment Study – Larger than Local Study – Blaenau Gwent, Caerphilly, Torfaen, Monmouthshire and Newport (BE Group) (March 2020)</p> <p>Economies of the Future Analysis – Strategic Directions Report (October 2018)</p>
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Rural Enterprise

Strategic Policy S13 – Rural Enterprise

Development to enable rural enterprise uses and the diversification of the rural economy will be permitted outside settlement development boundaries where it is of a scale and type compatible with the surrounding area and will cause no unacceptable harm to the surrounding landscape, historic and cultural heritage, biodiversity or local amenity value. Development must re-use or adapt existing buildings where possible. The exceptional circumstances in which new buildings may be permitted outside the settlement boundaries to support the rural economy will be set out in the Deposit RLDP.

- 5.75 The need to sustain and regenerate the County’s rural economy is a key objective of the Plan. In allowing for an appropriate amount of diversification and enterprise in rural areas, the Plan seeks to sustain and enhance and, where appropriate, regenerate the County’s rural settlements. The promotion of diverse economic activity is a key element of this, which is also recognised as a key objective of ‘Monmouthshire 2040: Our Economic Growth and Ambition Statement’⁴⁷, which aims to continue to support and promote rural businesses and services. Building on the work of the EU funded Rural Development Programme⁴⁸, which ceased in September 2022, the Council has been successful in securing £2.04M funding as part of the UK Community Renewal Fund⁴⁹ which was launched by central government as a precursor to the UK Shared Prosperity Fund to replace EU funding sources. The Council has been awarded £7.16 million from the [Shared Prosperity Fund](#) over the next three years.
- 5.76 Future Wales 2040 has expressed a commitment to supporting vibrant rural areas. Policy 5 – Supporting the Rural Economy – establishes the national policy approach for LDPs to plan positively to meet the employment needs of rural areas through appropriate and proportionate economic growth.
- 5.77 National policy supports rural enterprise and agricultural diversification where it is environmentally acceptable. TAN 6: Planning for Sustainable Rural Communities (2010), advises that LDPs should facilitate the diversification of the rural economy by

⁴⁷ Monmouthshire 2040: Our Economic Growth and Ambition Statement can be viewed via: <https://www.monmouthshire.gov.uk/app/uploads/2020/03/Economic-Growth-and-Ambition-Statement-November-2019.pdf>

⁴⁸ Details of the Rural Development Programme – 2014 – 2020 can be viewed via Monmouthshire’s website at [Monmouthshire Business & Enterprise | Rural Innovation | Embracing innovation and enabling big things to happen in South Wales](#) and Welsh Government via <https://businesswales.gov.wales/walesruralnetwork/wrn-support-unit/rural-development-programme-funding>

⁴⁹ Details of the UK Community Fund and UK Shared Prosperity Fund can be viewed via <https://www.gov.uk/government/publications/uk-community-renewal-fund-prospectus/uk-community-renewal-fund-prospectus-2021-22>

accommodating the needs of both traditional rural industries and new enterprises, whilst minimising impacts on the local community and the environment. New enterprises should be small-scale and be located within or adjoining settlement boundaries and not have an unacceptable impact on the local community or environment. Detailed criteria for assessing rural enterprise will be set out in the Deposit Plan. Separate criteria apply to rural diversification as set out in TAN 6: Planning for Sustainable Communities. Diversification may include livestock, non-traditional livestock and crop farming, tourism projects and renewable energy proposals that help to increase the viability of the rural enterprise by reducing their operating costs (5.6.13 – PPW11). The Deposit Plan will also provide detailed policy criteria to assess rural diversification proposals.

- 5.78 The significant role tourism plays in Monmouthshire’s economy particularly in assisting in the diversification of the rural economy is also recognised. Diversification for such purposes could therefore assist in maintaining and enhancing local employment opportunities, with further details set out in Strategic Policy S14 – Visitor Economy.
- 5.79 It is recognised that an important balance exists between rural enterprise / diversification and the need to promote sustainable development and maintain the local distinctiveness and high quality of Monmouthshire’s environment. To achieve this balance, and in accordance with PPW11, priority should be given to the re-use of existing buildings rather than the development of new ones. Where this is not possible, limited new build may be acceptable in exceptional circumstances. Detailed criteria in relation to this will be set out in the Deposit RLDP.

Links to Wider Policy Framework	
RLDP Objectives	Objective 1 – Economic Growth / Employment Objective 3 – Green Infrastructure, Biodiversity and Landscape Objective 6 – Land Objective 7 – Natural Resources Objective 9 – Demography Objective 11 – Place-making Objective 12 – Communities Objective 13 – Rural Communities Objective 15 – Accessibility
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 4 – Supporting Rural Communities Policy 5 – Supporting the Rural Economy
Planning Policy Wales Edition 11 (WG, February 2021)	Productive and Enterprising Places Theme (Chapter 5)- Rural Economy

Building Better Places (WG, July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Staying local: creating neighbourhoods (page 14) Digital places – the lockdown lifeline (page 19) Changing working practices: our future need for employment land (page 20) Reawakening Wales’ tourism and cultural sectors (page 21)
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A prosperous Wales A resilient Wales A more equal Wales A Wales of Cohesive Communities
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Respond to the challenges associated with demographic change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county. • Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.
Monmouthshire draft Community and Corporate Plan 2022 2023	This policy supports the draft Community and Corporate Plan goal of ensuring Monmouthshire is a thriving and ambitious place, full of hope and enterprise.
Key Evidence	Monmouthshire 2040: Our Economic Growth and Ambition Statement (Nov 2019) Vision 2040: Growing Your Own Business Monmouthshire Inward Investment Prospectus (March 2020) TAN 6: Planning for Sustainable Rural Communities (2010)
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Visitor Economy

Strategic Policy S14 – Visitor Economy

Development proposals that provide and / or enhance sustainable forms of tourism will be permitted subject to detailed planning considerations.

Development proposals that would have an unacceptable adverse impact on features and areas of tourism interest and their settings, or that would result in the unjustified loss of tourism facilities will not be permitted.

- 5.80 Tourism plays a significant role in the Monmouthshire economy, particularly in assisting in the diversification of the rural economy and in sustaining the County’s historic town centres. Future Wales 2040 recognises that tourism and leisure is a major and growing employer and contributor to the Welsh rural economy. Policy 5:

Supporting the rural economy⁵⁰ sets out that sustainable forms of tourism including opportunities for active, green, and cultural tourism should be explored within the planning policy framework.

- 5.81 PPW11 (5.5.3) equally values the importance of tourism to economic prosperity and job creation and its ability to act as a catalyst for environmental protection, regeneration, and improvement in both urban and rural areas. In rural areas tourism related development is an essential element in providing for a healthy, diverse local economy and in contributing to the provision and maintenance of facilities for local communities. The role of tourism has also been acknowledged in the Welsh Government's 'Building Better Places' policy document where tourism and visitor sectors within rural areas of Wales are noted as key areas to facilitate the Covid-19 economic recovery.
- 5.82 Monmouthshire benefits from extensive natural and cultural assets that offer considerable potential for residents and visitors to enjoy. The County is noted for its natural beauty and has a rich and diverse landscape stretching from the coastline of the Gwent Levels in the south to the uplands of the Brecon Beacons in the north and the picturesque river corridor of the Wye Valley in the east. Monmouthshire's historic market towns and cultural/heritage assets are also key attractions.
- 5.83 The visitor economy provides jobs, services and facilities that are essential to the well-being and enjoyment of local communities and residents of Monmouthshire. According to figures supplied by tourism economic indicator STEAM (Scarborough Tourism Economic Activity Monitor), the sector brought in £245m to Monmouthshire in 2019 (latest accurate figures available pre- Covid19) and supported the equivalent of 3,119 full-time jobs (STEAM report 2019)⁵¹. The vision and priorities for the visitor economy are set out in Monmouthshire's Destination Management Plan – 2017-2020⁵². The draft revised plan is currently in development. Given the importance of tourism to the Monmouthshire economy the need to safeguard, provide and enhance the visitor economy/tourism facilities is essential, in ensuring that Monmouthshire realises its potential as a high quality and competitive visitor destination. A recent RTPi paper on Living Locally in Rural Wales⁵³, however, highlights that 'increased tourism visitor numbers can have an overbearing impact on smaller rural villages and therefore require careful planning and management and low value tourism puts

⁵⁰ Future Wales 2040: Policy 5: Supporting the rural economy [Update to Future Wales - The National Plan 2040 \(gov.wales\)](https://gov.wales)

⁵¹ STEAM Trend Report 10-2019

<https://www.visitmonmouthshire.com/dbimsgs/STEAM%20Report%20MOM%202021.pdf>

⁵² Monmouthshire's Destination Management Plan 2017-2020

[https://www.visitmonmouthshire.com/dbimsgs/FINAL%20July%202017%20Monmouthshire%20Destination%20Plan%202017-2020\(1\).pdf](https://www.visitmonmouthshire.com/dbimsgs/FINAL%20July%202017%20Monmouthshire%20Destination%20Plan%202017-2020(1).pdf)

⁵³ ⁵³Living Locally in rural Wales: RTPi Cymru 2022 [Plan The World We Need \(rtpi.org.uk\)](https://www.rtpi.org.uk)

pressure on services and infrastructure but contributes comparatively little to local business and that there is therefore ‘a balance to be found.’

- 5.84 The RLDP therefore has a key role in supporting and protecting Monmouthshire’s rural economy by enabling development that safeguards, provides and enhances tourism that both supports local communities and protects the natural and built environment, key drivers of Monmouthshire’s visitor economy. The RLDP will seek to strengthen the County’s tourism industry by encouraging and planning for sustainable forms of tourism in Monmouthshire. This is defined as tourism that is economically viable, generates local benefits, is welcomed by, and helps support local communities, reduces global environmental impacts and protects / enhances the local environment.

Links to Wider Policy Framework	
RLDP Objectives	Objective 1 – Economic Growth / Employment Objective 3 – Green Infrastructure, Biodiversity and Landscape Objective 11 – Place-making Objective 12 – Communities Objective 13 – Rural Communities Objective 16 – Culture, Heritage and Welsh Language
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 4 – Supporting Rural Communities Policy 5 – Supporting the Rural Economy
Planning Policy Wales Edition 11 (WG, February 2021)	Productive and Enterprising Places Theme (Chapter 5)- Tourism Rural Economy
Building Better Places (WG, July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Reawakening Wales’ tourism and cultural sectors (page 21)
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A prosperous Wales A resilient Wales A more equal Wales A Wales of Cohesive Communities
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022 2023	<ul style="list-style-type: none"> • This policy supports the draft Community and Corporate Plan goal of ensuring Monmouthshire is a thriving and ambitious place, full of hope and enterprise.
Key Evidence	<ul style="list-style-type: none"> • Sustainable Tourism Accommodation SPG – Nov 2017

	<ul style="list-style-type: none"> • Rural Conversions to a Residential or Tourism Use SPG – 2017 • Monmouthshire’s Destination Management Plan 2017-2020 • Living Locally in Rural Wales: Planning policy and practice RTP1 discussion paper 2022
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Sustainable Waste Management

Strategic Policy S15 – Sustainable Waste Management	
To facilitate the delivery of sustainable management of waste the Plan will:	
i)	Ensure that proposals conform to the principles of the waste hierarchy supporting those that move waste up the hierarchy;
ii)	Support an integrated and adequate network of waste management installations that has regard to the nearest appropriate installation concept and self-sufficiency principles where necessary;
iii)	Identify suitable allocated and protected Class B2 industrial sites that are appropriate for in-building waste management treatment facilities, subject to detailed planning considerations;
iv)	Support the circular economy by encouraging the minimisation of the production of waste and the use of reused and recycled materials in the design, construction and demolition stages of development; and
v)	Ensure that provision is made for the sustainable management, sorting, storage and collection of waste in all new development.

5.85 The planning system has an important role to play in facilitating sustainable waste management. Welsh Government’s Policy for waste management is set out in ‘Towards Zero Waste’ (2010) and associated Sector Plans. Local authorities are required to develop a sustainable approach to the management of waste, including the support of proposals which move the management of waste up the waste hierarchy, with waste prevention and re-use at the top of the hierarchy, followed by preparation for re-use, recycling, recovery and finally disposal.

5.86 The Collections, Infrastructure and Markets Sector Plan (CIMSP) sets out the waste management framework considered to provide the best solutions to meet environmental, social and economic needs in Wales to 2050. The CIMSP requires the provision of an integrated and sustainable network of waste facilities. The ‘Nearest Appropriate Installation’ concept and the principle of self-sufficiency will only be

applicable in relation to mixed municipal wastes (covered by Article 16 of the revised Waste Framework Directive).

- 5.87 Future Wales recognises waste as a policy area requiring a co-ordinated framework through the preparation of a Strategic Development Plan (SDP). Progress on the preparation of an SDP for the South East Wales region will continue to be monitored as the Plan progresses. In the meantime, PPW11 and TAN 21: Waste, establish regional monitoring arrangements to inform the preparation of LDPs and assist in the determination of planning applications. The most recent Waste Planning Report for South East Wales was published in April 2016⁵⁴ and concludes that there is currently no need for additional landfill capacity within the region. In addition, the report advises that any new proposal for further residential waste treatment should be carefully assessed to ensure that overprovision does not occur within the region. As such, no specific need for such waste management facilities has currently been identified at a regional level.
- 5.88 At a local level, Monmouthshire has a number of partnerships in place to deal with its municipal waste.
- Residual Municipal Waste - Monmouthshire is a member of Project Gwyrdd, a residual waste procurement partnership made up of five local authorities, (Caerphilly, Cardiff, Monmouthshire, Newport and the Vale of Glamorgan) who have entered into a long term contract with Viridor Waste Management Ltd to treat municipal residual waste at their Energy from Waste Facility at Trident Park in Cardiff.
 - Food Waste - this is dealt with via a long term procurement partnership involving Bridgend, Blaenau Gwent, Monmouthshire and Torfaen with Severn Trent Water Anaerobic Digestion Facility at Stormy Down, near Porthcawl.
 - Garden Waste – Monmouthshire has a medium term contract with Abergavenny Green Waste Company.
 - Recycled Waste – is bulked and sent to reprocessors across the UK.
 - Residual Commercial Waste – this is bulked and treated as part of the Project Gwyrdd arrangements.
 - Trade Waste – Monmouthshire County Council also offer a trade collection service for residual waste, which is recycled in the same way as municipal recycled waste.
 - Landfill – Less than 1% of waste from Monmouthshire goes to landfill, with the facilities used depending on where the reprocessing of material takes place.
(Source: MCC Neighbourhood Services Section)

⁵⁴ The SE Wales Waste Planning Report – April 2016 can be viewed via <https://gov.wales/waste-planning-monitoring-reports>

- 5.89 TAN 21: Waste, notes that many general employment sites and major industrial areas are likely to be suitable locations for waste facilities⁵⁵. Details of those employment land allocations that are considered suitable for the provision of waste management facilities will be provided in the Deposit Plan as well as the detailed criteria against which planning applications for waste management facilities will be assessed. As required by TAN 21: Waste (2014), a 'Waste Planning Assessment' will be required for all applications for a waste facility classified as a disposal, recovery or recycling facility. The assessment should be proportionate to the nature, scale and size of the development proposed.
- 5.90 Developments should where possible minimise the production of waste in the development process through the use of secondary and recycled aggregates as part of the construction process in accordance with the circular economy principle.
- 5.91 It is also important that new developments facilitate sustainable waste management options for the people living in and using new developments once complete. This Policy aims to encourage the recycling of waste materials by the provision of adequate facilities for storage and collection of waste and separation at source. Waste related considerations should be taken into account in the design of the development so that they are properly integrated into it, and fully accessible to collection vehicles.

Links to Wider Policy Framework	
RLDP Objectives	Objective 5 – Minerals and Waste Objective 7 – Natural Resources Objective 14 – Infrastructure Objective 17 – Climate Change
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 19 – Strategic Policies for Regional Planning
Planning Policy Wales Edition 11 (WG, February 2021)	Productive and Enterprising Places Theme (Chapter 5) -
Building Better Places (WG, July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Climate Change and Decarbonisation: take forward measures to embed the principles of a circular economy (page 11).
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A resilient Wales A Wales of cohesive communities A globally responsible Wales

⁵⁵ Paragraph 3.19 of TAN 21: Waste (2014)

Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022 2023	This policy supports the draft Community and Corporate Plan goal of ensuring Monmouthshire is a green place to live and work with reduced carbon emissions, making a positive contribution to addressing the climate and nature emergency.
Key Evidence	Technical Advice Note 21: Waste (2014) Waste Planning Monitoring Report South East Wales April 2016 Employment Land Review – October 2022
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Minerals

Strategic Policy S16 – Minerals	
<p>The Council will sustainably manage its mineral resources by:</p> <ul style="list-style-type: none"> i) Safeguarding known / potential land won sand and gravel and crushed rock resources for future possible use; ii) Maintaining a minimum 10-year land bank of crushed rock and 7 years land-based sand and gravel reserves throughout the Plan period in line with the requirements of the latest South Wales Regional Aggregates Working Party Regional Technical Statement on Aggregates; and iii) Encouraging the efficient and appropriate use of high-quality minerals and maximising the potential for the use of secondary and recycled aggregates as an alternative to primary land won resources. 	

5.92 In accordance with national and regional policy requirements, the RLDP encourages a sustainable approach to minerals planning. This seeks to ensure that valuable finite resources are safeguarded for possible future extraction and that the use of secondary and recycled aggregates is maximised in preference to primary aggregates.

5.93 Future Wales recognises minerals as a policy area requiring a co-ordinated framework through the preparation of a Strategic Development Plan (SDP). Progress on the preparation of an SDP for the South East Wales region will continue to be monitored as the Plan progresses. PPW11 and Minerals Technical Advice Note 1: Aggregate (2004) (MTAN1) require Local Planning Authorities to make provision for a minimum land bank of 10 years for crushed rock and 7 years for land-based sand and gravel throughout the full 15 years of a development plan period. To establish these requirements MTAN1 requires the preparation of Regional Technical Statements (RTS)

for the areas covered by both the South Wales and North Wales Regional Aggregates Working Parties (RAWPs).

- 5.94 A revised RTS – 2nd Review for South Wales⁵⁶ was published in September 2020 and endorsed by the Minister for Energy, Planning and Rural Affairs in March 2021. The revised RTS makes recommendations for the apportionments necessary to ensure an adequate supply of crushed rock, including the nationally recommended minimum provision of 7 and 10 years, are available for the entire duration of the RLDP. The total apportionments required for Monmouthshire are zero for land-won sand and gravel and 6.05 million tonnes for crushed rock. These compare with existing landbanks (excluding dormant sites) of zero for sand and gravel, and 11.25 million tonnes for crushed rock (as of 31st December 2016), reflecting the significant unworked permitted reserves of Limestone at the quarry at Ifton. When compared against the apportioned requirement as set out in the RTS2, Monmouthshire has a surplus of provision and therefore no further allocations for future working are specifically required to be identified within the RLDP when determined on a Local Planning Authority basis.
- 5.95 On a regional basis Monmouthshire forms part of the former Gwent sub-region along with Torfaen, Newport and Blaenau Gwent. Within the sub-region there is an overall shortfall of reserves. PPW11 notes that in such circumstances authorities must agree a joint approach with neighbouring authorities in line with current regional arrangements⁵⁷. Monmouthshire will work collaboratively with neighbouring authorities to consider options for satisfying regional apportionments. The latest position will be updated in the Deposit Plan.
- 5.96 Safeguarding areas for potential sources of sand and gravel and crushed rock aggregates will be identified on the Proposals Map accompanying the Deposit Plan in accordance with the National Minerals Resource Maps and the National Aggregates Safeguarding Maps for Wales.
- 5.97 The policy seeks to ensure that best use of high-quality mineral resources is achieved and is not used for a lower grade purpose than intended. The increased use of alternatives to naturally occurring minerals is also promoted. The re-use and/or recycling of construction and demolition material and industrial waste serves not only to reduce the amount of waste produced but also conserves scarce resources and minimises environmental damage.

⁵⁶ Regional Technical Statement – Second Revision main report – Final September 2020 - [1 \(swrawp-wales.org.uk\)](https://www.swrawp-wales.org.uk) and South Wales Appendix B - [1 \(swrawp-wales.org.uk\)](https://www.swrawp-wales.org.uk) and Welsh Government RTS Clarification Letter – 11th November 2021

⁵⁷ Paragraph 5.14.16 – PPW 11 – February 2021

5.98 The Deposit Plan will also set out detailed considerations for mineral planning including the criteria against which mineral applications will be assessed and the protection of buffer zones.

Links to Wider Policy Framework	
RLDP Objectives	Objective 1 – Economic Growth/Employment Objective 5 – Minerals and Waste Objective 6 – Land Objective 7 – Natural Resources Objective 14 - Infrastructure Objective 17 – Climate Change
Future Wales: The National Plan 2040 (WG, February 2021)	Policy 19 – Strategic Policies for Regional Planning, identifies policy areas which cut across local planning authorities and require a regional, co-ordinated planning response through the preparation of a Strategic Development Plan, including mineral extraction.
Planning Policy Wales Edition 11 (WG, February 2021)	Productive and Enterprising Places Theme (Chapter 5) - Minerals
Building Better Places (WG, July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Climate Change and Decarbonisation: take forward measures to embed the principles of the sustainable management of mineral resources (page 11).
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A Prosperous Wales A Resilient Wales A Globally Responsible Wales
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change. • Develop opportunities for communities and businesses to be part of an economically thriving and well-connected county.
Monmouthshire draft Community and Corporate Plan 2022 2023	This policy supports the draft Community and Corporate Plan goal of ensuring Monmouthshire is a green place to live and work with reduced carbon emissions, making a positive contribution to addressing the climate and nature emergency.
Key Evidence	Minerals Technical Advice Note 1: Aggregate (2004) (MTAN1) RTS 2 nd Review published in September 2020 and endorsed by the Minister for Energy, Planning & Rural Affairs March 2021 and Welsh Government RTS Clarification Letter – 11 th November 2021 National Minerals Resource Maps National Aggregates Safeguarding Maps for Wales
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

DISTINCTIVE & NATURAL PLACES

- 5.99 Monmouthshire has significant Green Infrastructure, landscape, biodiversity and nature conservation resources, a number of which are of international or national importance.
- 5.100 Reflecting the vision, the Distinctive & Natural Places section seeks to protect, enhance and manage Monmouthshire's Green Infrastructure assets including its; natural heritage, high quality open spaces, distinctive landscapes, protected sites, habitats and species and other biodiversity interests and the ecological connectivity between them. The recent Covid-19 pandemic has emphasised the value and importance of placemaking and of the provision of locally accessible open/green spaces for health and well-being and recreation. This is an essential component of placemaking and links to the draft Community and Corporate Plan goal of ensuring Monmouthshire is a green place to live and work with reduced carbon emissions, making a positive contribution to addressing the climate and nature emergency.
- 5.101 The need to protect and enhance these resources is a key focus of the RLDP. A fundamental element of the RLDP Vision is to protect and enhance the distinctive character of Monmouthshire's Green Infrastructure assets. This will be achieved by preserving and enhancing the best of its high quality natural environment, distinctive character and delivering a placemaking approach.
- 5.102 Future Wales 2040 sets out a commitment to protect and enhance natural resources whereby Policy 9 'Resilient Ecological Networks and Green Infrastructure' sets out that RLDPs should identify areas to be protected and identify opportunities where Green Infrastructure can be maximised. There is also a required emphasis on biodiversity gain (net benefit) to ensure that growth is sustainable.
- 5.103 Policy 15 of Future Wales 'National Forest' also commits to the need to identify national forest sites in order to increase woodland cover throughout Wales and help build the resilience of our ecosystems. The protection and enhancement of our natural places is further reinforced in the recent Welsh Government's Building Better Places, which emphasises the importance of access to and provision of Green Infrastructure in aiding health benefits and well-being of people in the Covid-19 recovery. In addition to this Future Generations Report: Welsh Government Policy Recommendations sets out a commitment to large scale habitat restoration, creativity and connectivity as a top policy priority⁵⁸. The RLDP will provide a positive planning policy framework to support and enable this policy approach through the provision of

⁵⁸ Future Generations Report: Welsh Government Policy Recommendations
<https://www.futuregenerations.wales/wp-content/uploads/2020/06/Welsh-Government-Recommendations.pdf>

locally accessible open green space and the protection and enhancement of our natural environment.

Green Infrastructure, Landscape and Nature Conservation

Strategic Policy S17 – Green Infrastructure, Landscape and Nature Conservation

Development proposals will embrace the placemaking approach and incorporate Green Infrastructure assets and opportunities that are assessed, designed and managed to deliver a multifunctional resource; capable of delivering a wide range of social, economic, environmental and health and well-being benefits for local communities and the County as a whole, including climate change action, biodiversity action, mitigation and net gain.

Development proposals must:

Maintain, protect and enhance the integrity and connectivity of Monmouthshire’s green infrastructure, landscapes, biodiversity, public rights of ways and heritage assets through the following key functions:

- (i) Landscape setting and quality of place, by identifying, assessing, protecting and enhancing the distinctive landscape, historical, cultural, ecological and geological heritage, including natural and man-made elements associated with existing landscape character;**
- (ii) Biodiversity and resilient ecosystems by protecting, assessing, positively managing and enhancing biodiversity and geological interests, including designated and non-designated sites, protected and priority species and their habitats, and the ecological connectivity between them;**
- (iii) Greenspace provision, connectivity and enjoyment by ensuring the creation of accessible multifunctional interconnected spaces that offer opportunities for recreation and health and well-being;**
- (iv) Sustainable energy use;**
- (v) Local food production; and**
- (vi) Flood attenuation and water resource management.**

Green Infrastructure

5.104 Green Infrastructure (GI) as defined by PPW11 “is the network of natural and semi-natural features, green spaces, rivers and lakes that intersperse and connect places”⁵⁹. The importance of protecting and enhancing Green Infrastructure is a key policy theme within PPW11, recognising the multi-functional roles it has in delivering the

⁵⁹ Paragraph 6.2.1 – PPW – Ed11 – February 2021

goals and objectives of the Future Generation and Wellbeing Act through; active travel, placemaking, ecosystem services, improving ecosystem resilience, climate change mitigation and improving general health and well-being.

5.105 Investment in Green Infrastructure underpins the County's ongoing economic, social and environmental success by supporting sustainable growth, improving quality of life and place, delivering ecosystem services and tackling climate change and poor water quality. Monmouthshire is a green and healthy place to live, with numerous green infrastructure assets including parks, open spaces, playing fields, trees/woodlands, hedgerows, allotments, biological and geological conservation sites, landscape and heritage features, Area of Outstanding Natural Beauty (AONB), World Heritage Site (WHS), canals, rivers, water courses, tidal coastline, cycleways, bridleways, public rights of way and open access land.

5.106 The common aim of spaces and other environmental features is to embrace a placemaking approach. This should help to create a strategically planned and delivered network of green infrastructure assets that should be designed and managed as a multifunctional resource; capable of delivering a wide range of social, economic, environmental, transport and health and well-being benefits for local communities that include:

- Avoiding damage of Green Infrastructure, biodiversity and ecological network;
- Assessing, maintaining and improving public rights of way and countryside sites;
- Tackling deprivation and disadvantage by removing barriers to active travel and to enable more participation in recreation and access to the natural environment and green space;
- Mitigating and adapting to the impacts of climate change;
- Improving health and well-being through a Green Infrastructure approach and through the approach in the Rights of Way Improvement Plan;
- Supporting and providing opportunities for community cohesion and social engagement;
- Delivering placemaking and embracing local distinctiveness; and
- Supporting the local economy through placemaking and a Green Infrastructure-led approach.

5.107 The Council recognise the role Green Infrastructure can play in sustainable energy use through efficient building and site design and construction. Concepts such as green roofs and planting of particular species to facilitate appropriate shading and cooling reinforce the role GI can play in reducing carbon emissions and providing opportunities for climate change adaptation such as flood attenuation and water resources management. The Council's Climate Emergency Strategy and Action Plan also recognises Green Infrastructure as a mechanism for addressing climate change action and mitigation and is also addressed in Strategic Policy S4 – Climate Change.

5.108 Monmouthshire has a strong rural and agricultural economy, and the contribution Green Infrastructure can play in supporting and enhancing this function, should be explored through local food production and rural diversification opportunities. This could include allotment provision, minimum garden sizes standards, the design and management of food production, planting in public realm spaces and supporting pollinating insects through enhancement of biodiversity and plant species.

Area Statements

5.109 The Environment Act (Wales) 2016 introduced a requirement to produce an Area Statement for South East Wales, which Natural Resources Wales published in March 2020. The overarching focus for the Area Statement is to review the way in which natural resources are managed and used, support ecosystem services and build resilience. Green Infrastructure provision has been recognised as a key contributor to both maintaining and enhancing the delivery of ecosystem services as well supporting the resilience of natural resources and therefore its protection and enhancement is a key mechanism in delivering national and local sustainability objectives. The RLDP will have regard to the Area Statement.

5.110 The Monmouthshire Green Infrastructure Strategy 2019 has informed the evidence base of the SE Wales Area Statement. The Strategy provides an overarching framework for positive actions by all stakeholders involved in the future protection, management and enhancement of Green Infrastructure in Monmouthshire and sets out key strategic objectives and priorities for guiding the planning management and delivery of GI in Monmouthshire. It also forms part of the baseline evidence to help inform the Strategic Regional Green Infrastructure Strategy for the Gwent Green Grid Partnership. The Adopted SPG⁶⁰ on Green Infrastructure will be reviewed as part of the RLDP process.

5.111 The Council has produced a Countryside Access Improvement Plan 2020-2030⁶¹ (also known as Rights of Way Improvement Plan) which provides a 10-year plan to manage, promote and improve access, providing for the needs of the public both now and in the future.

Landscape Character

5.112 Monmouthshire benefits from major landscape resources and areas of visual quality and is home to internationally and nationally designated landscapes. The County's key landscape attributes range from exposed upland moorlands in the northwest, to well-wooded central lowlands interspersed with good quality agricultural land,

⁶⁰ Green Infrastructure SPG April 2015 <https://www.monmouthshire.gov.uk/app/uploads/2015/07/GI-April-2015.pdf>

⁶¹ Monmouthshire Countryside Access Improvement Plan 2020- 2030 can be viewed via: <https://www.monlife.co.uk/outdoor/countryside-access/rights-of-way-improvement-plan/>

dissected by three rivers, and the historically and ecologically unique coastal landscape to the south. These provide significant environmental, economic and social benefits and help to create a sense of place.

- 5.113 Criterion (i) of Policy S17 seeks to protect, maintain and enhance the character and quality of Monmouthshire's landscape. Development Management policies in the RLDP will specifically protect the internationally designated Blaenavon Industrial Landscape World Heritage Site and the national landscape designations, the Brecon Beacons National Park, which is also a Dark Skies Reserve⁶², and the Wye Valley AONB. Other landscape features which contribute to the County's distinctive character will also be afforded appropriate levels of protection and their significance highlighted using the LANDMAP process.
- 5.114 A review of the Special Landscape Areas (SLAs) designations was undertaken as part of the evidence base for the Adopted LDP. This identified five areas that justified designation as SLAs, effectively covering the majority of Monmouthshire. It was concluded that the designation of the majority of the County as SLA may undermine the intention of the policy to protect those more special landscapes, as reflected in PPW11. Therefore, the Adopted LDP does not contain SLA designations and instead adopted a policy approach to landscape protection and management underpinned by LANDMAP. This approach is to be taken forward in the RLDP and a Landscape Character Assessment SPG for Monmouthshire will be prepared to support the RLDP landscape policies.
- 5.115 The Council has commissioned an update of the existing Landscape and Sensitivity Capacity Assessment which was prepared by Simon White Associates in 2008/2009 to inform the Adopted LDP. The update takes account of Adopted LDP allocations, development that has occurred since the adoption of the current LDP and assesses key areas submitted at the Stage 1 Call for Candidate Sites. This work focuses on the Primary, Severnside and Secondary settlements and provides an opinion on the least sensitive areas in terms of landscape in these settlements for residential growth potential. The assessment takes account of the underlying ecosystem service and resilience assets together with a range of designations.
- 5.116 The information contained within the LANDMAP Landscape Character Assessments and the Landscape Sensitivity Update Study (October 2020)⁶³ should be used to ensure that development proposals reflect the distinctiveness, qualities and sensitivities of the County's landscape.

Natural Environment/Biodiversity and Ecosystem resilience

⁶² BBNP Dark Skies <https://www.beacons-npa.gov.uk/communities/sustainability-2/subsustainable-development-fund/sdf-supported-projects/social-inclusion-education-conservation/dark-skies/>

⁶³ Landscape Sensitivity Update Study October 2020 <https://www.monmouthshire.gov.uk/planning-policy/candidate-sites/landscape-sensitivity-study/>

- 5.117 Monmouthshire is rich in biological and geological diversity, which is reflected in the range of international, national and local designations within the plan area, which include:
- Special Protection Area (SPA), Special Areas for Conservation (SACs), Ramsar [international]
 - Sites of Special Scientific Interest (SSSIs), National Nature Reserves (NNRs) [national]
 - Local Nature Reserve (LNR) and Sites of Importance for Nature Conservation (SINCs) [local]
- 5.118 The Environment (Wales) Act 2016 introduced an enhanced Biodiversity and Resilience of Ecosystems Duty (Section 6 Duty) on public authorities in Wales. This places a duty on the Council to seek to maintain and enhance biodiversity by ensuring development does not cause any significant loss of habitats or populations of species and must provide a net benefit for biodiversity. PPW11 notes that the broad framework for implementing the Section 6 Duty and building resilience through the planning system will include addressing five key themes of ecosystem resilience: Diversity, Extent, Condition, Connectivity and Adaptability to Change. Section 7 habitats and species are identified by the Welsh Ministers as those they consider are of key significance to sustain and improve biodiversity in relation to Wales.
- 5.119 The RLDP will seek to maintain and improve the biodiversity and geology of the County through the assessment, protection, restoration and enhancement of valuable ecological habitats, wildlife networks and corridors, as well as the creation of new habitats and reducing the spread and impact of invasive non-native species (INNS). This applies to both direct and indirect effects as development outside an important site can still have a damaging impact.
- 5.120 PPW11 and Technical Advice Note 5: Nature Conservation and Planning, provide for the tiered protection of designated sites and set a clear context for the relevant policy approach to these sites, with those of international and national importance being afforded more protection than those of local importance.
- 5.121 Natura 2000 sites are classified under EU Directives and as such enjoy statutory protection under European legislation. The Habitats Directive requires that development proposals likely to have a significant effect on a European site are subject to an Appropriate Assessment. National guidance and legislation is provided on this matter. A Habitats Regulations Assessment is being prepared as part of the RLDP process.
- 5.122 Development proposals affecting locally designated non-statutory sites, or undesignated sites that satisfy the relevant designation criteria, and Section 7 habitats/species of importance, will be assessed against the relevant Development Management Policies included in the Deposit Plan.

5.123 Following new evidence about the environmental impacts of phosphate in watercourses, Natural Resources Wales (NRW) has adopted tighter targets for the water quality of watercourses and have assessed the nine riverine Special Areas of Conservation in Wales. Within Monmouthshire it was identified that within the River Usk 88% of the river’s water bodies failed to meet the required target and within the River Wye 67% failed to meet the required target. As a result of this failure NRW has issued a Wales-wide river SAC phosphate compliance report⁶⁴ to ensure that the environmental capacity and water quality of the rivers does not deteriorate any further. Development proposals within the River Wye and River Usk phosphate sensitive catchment areas will have to satisfy NRW’s planning guidance in relation to evidencing that the development can demonstrate phosphate neutrality and betterment in its design and and/or contribution to the water body.

Countryside Access

5.124 As noted above the Monmouthshire Countryside Access Improvement Plan has been produced after extensive consultation and assessments. The countryside access provision in Monmouthshire is extensive. There is over 2,100km of rights of way, of which over 500km is in the Brecon Beacons National Park. Only 11% of the network is either bridleways or restricted byways which can be used by walkers, cyclists and horse riders. This network is fragmented and limited, therefore it is Monmouthshire County Council’s policy to increase access to cyclists and horse riders wherever possible. This will give more opportunities to access the outdoors near where residents live in line with the Wellbeing and Future Generations Act 2015 and complement the provisions of the Active Travel (Wales) Act and the Environment (Wales) Act. The recent Covid-19 pandemic has emphasised the value and importance of the provision of locally accessible open/green spaces for health, well-being and recreation.

Links to Wider Policy Framework	
RLDP Objectives	Objective 3 – Green Infrastructure, Biodiversity and Landscape Objective 4 – Flood risk Objective 6 – Land Objective 7 – Natural Resources Objective 8 – Health and Well-being Objective 11 – Place-making Objective 12 – Communities Objective 14 – Infrastructure Objective 17 – Climate Change
Future Wales: The National	Policy 9 – Resilient Ecological Networks and Green Infrastructure

⁶⁴ NRW’s Planning Interim Guidance <https://naturalresources.wales/evidence-and-data/research-and-reports/water-reports/compliance-assessment-of-welsh-river-sacs-against-phosphorus-targets/?lang=en>

Plan 2040 (WG, February 2021)	Policy 15 – National Forest
Planning Policy Wales Edition 11 (WG, February 2021)	Distinctive and Natural Places Theme (Chapter 6)
Building Better Places (WG July 2020)	Priorities and Actions for Places - Post Covid-19 Considerations: Green Infrastructure, health and well-being and ecological resilience (page 22) Improving air quality and soundscapes for better health and well-being (page 23)
Well-being of Future Generations Act (WBFGA) (WG, 2015)	A resilient Wales A healthier Wales A more equal Wales A Wales of cohesive communities A globally responsible Wales
Monmouthshire PSB Well-being Plan (MWBP) (February 2018)	<ul style="list-style-type: none"> • Provide children and young people with the best possible start in life. • Protect and enhance the resilience of our natural environment whilst mitigating and adapting to the impact of climate change.
Monmouthshire draft Community and Corporate Plan 2022 2023	This policy supports the draft Community and Corporate Plan goal of ensuring Monmouthshire is a green place to live and work with reduced carbon emissions, making a positive contribution to addressing the climate and nature emergency.
Key Evidence	TAN5: Nature Conservation and Planning Monmouthshire Landscape Sensitivity Update Study (White Consultants, October 2020) MCC Green Infrastructure Strategy 2019 Adopted Green Infrastructure SPG – April 2015 (to be reviewed as part of the RLDP process) Monmouthshire Countryside Access Improvement Plan 2020-2030 NRWs River SAC (phosphate) Compliance Report
Monitoring	TBC
Detailed Policies	TBC in Deposit RLDP

Next Steps

- 5.125 Following the consultation and stakeholder involvement on the Preferred Strategy, the Council will finalise the RLDP and place it on Deposit. Feedback from the Preferred Strategy consultation will be detailed in the Consultation Report on the Strategy. This report must accompany the RLDP ISA Report and the other supporting documents on Deposit, in accordance with Regulation 17 of the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 (as amended 2015). A summary of key issues raised through the consultation and the Preferred Strategy with any necessary amendments will be reported to Council in Spring 2023 to seek approval of the Preferred Strategy. The Deposit Plan will then be prepared and considered by Council prior to statutory consultation and engagement during Spring 2024.
- 5.126 Following consultation on the Deposit Plan and consideration of the issues raised, it will be submitted to the Welsh Government who will appoint an independent Inspector to examine the RLDP. Having regard to the evidence and representations received during the Deposit consultation, the Inspector must determine whether the RLDP accords with the 'tests of soundness' set out in the Development Plans Manual.
- 5.127 Following the examination, the Inspector will issue a report recommending any necessary changes to the RLDP. The Inspector's report will be binding and the Council must accept the changes and adopt the RLDP as amended. Once adopted, the RLDP will replace the existing Adopted LDP.

Appendix 1 – RLDP Key Stages

Key Stages	Timescales	Additional Details
Delivery Agreement – establishes timetable for key stages of the plan preparation and approach to community engagement.	4-week consultation 21 st March – 18 th April 2018.	
	First revision March 2020	Amended to reflect the delays incurred up to the Preferred Strategy stage as a result of the pre-election period preceding the December 2019 General Election, the additional time and work needed to inform the Preferred Strategy and delays associated with joint working with neighbouring local authorities on joint evidence base work.
	Second revision October 2020	Update to reflect unavoidable delays relating to the Covid-19 pandemic, the review of the Issues, Vision, Objectives and Evidence Base, and publication of 2018-based population projections.
	Third Revision December 2022	Updated to reflect revised timescales following the decision to embark on a new Preferred Strategy.
Issues, Vision & Objectives - Identifies the key issues, challenges and drivers facing the County and sets out the vision and objectives for the RLDP	Consultation January – February 2019	
	Reviewed and amended June 2019.	Updated to reflect relevant feedback from targeted engagement process and the Council's declaration of a climate emergency in May 2019.
	Review undertaken in June 2020 incorporated into the RLDP Review of Issues, Vision and Objectives and Evidence Base in light of Covid 19 (September 2020 approved by Council October 2020).	Review concluded that a number of issues and objectives are now considered to have increased emphasis and importance in light of Covid-19, consistent with the priorities identified in the Welsh Government Building Better Places document published in July 2020.
	Updated December 2022	Minor updates to reflect latest position.

<p>Growth and Spatial Options – sets out a number of alternative growth and spatial strategy options for the RLDP having regard to the Plan’s evidence base and policy aspirations.</p>	<p>Non-statutory consultation for four-week period July – August 2019.</p>	<p>Undertaken based on WG 2014-based population and household projections.</p>
	<p>Growth & Spatial Options (December 2020) - Non-statutory consultation on updated options paper January – February 2021</p>	<p>Updated to take account of the 2018-based population and household projections.</p>
	<p>Progressing Monmouthshire’s RLDP Council Report – 27th September 2022</p>	<p>Approval of the proposed growth and spatial options for progressing the RLDP, having regard to a number of challenges that have arisen including the Welsh Government objection to the Preferred Strategy (June 2021) and phosphate water quality issues in the Rivers Wye and Usk.</p>
<p>Preferred Strategy (alongside the Integrated Sustainability Appraisal (ISA) – first of the statutory consultation stages, providing the strategic direction for the development and use of land for the Plan period 2018-2033. It also identifies how much growth is needed and the broad locations of where this growth is likely to be.</p>	<p>Preferred Strategy (March 2020) – Issued for six-week consultation 9th March 2020 – 22nd April 2020.</p>	
	<p>20th July 2020 – notice of cessation of the Preferred Strategy Consultation due to Covid-19.</p>	<p>Following advice issued in a letter from the Minister for Housing and Local Government (7th July 2020), the decision was made to cease the RLDP Preferred Strategy consultation. The letter also required Local Planning Authorities to undertake an assessment of the RLDP evidence base, strategy and policies in terms of sensitivity to the consequences of the Covid-19 pandemic before progressing with Plan preparation.</p>
	<p>Preferred Strategy (June 2021) – Issued for eight-week consultation 5th July 2021 – 31st August 2021.</p>	<p>Updated to take account of 2018 population projections and reviewed in light of Covid-19.</p>

	Preferred Strategy (Dec 2022)	Updated to have regard to the Welsh Government objection on the Preferred Strategy June 2021 and phosphate water quality issues in the Rivers Wye and Usk.
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Appendix 2 – RLDP Supporting Documents

Several additional supporting background documents have been prepared to inform the Preferred Strategy. These are listed below and should be read alongside the Preferred Strategy as only their main findings are highlighted in this document given the significant amount of data/information they contain. The documents are available on the Planning Policy page of the Council’s website⁶⁵. Other documents will follow as the Plan progresses.

Supporting Document	Purpose
RLDP Documents	
The Adopted LDP Review Report (approved by Council March 2018)	Evaluates the extent to which the Adopted LDP is functioning effectively.
RLDP Revised Delivery Agreement December 2022 ⁶⁶ .	The Delivery Agreement sets out how the RLDP is to be prepared and provides a timetable for Plan preparation along with a Community Involvement Scheme which outlines the Council’s principles of community engagement.
Issues, Vision and Objectives Paper (Updated December 2022)	Sets out the key issues, challenges and opportunities facing the County along with the RLDP vision and objectives to address the issues, challenges and opportunities identified.
Review of RLDP Issues, Vision and Objectives and Evidence base in light of Covid-19 (September 2020, approved by Council October 2020)	This report provides an update and review on the preparation of the Replacement Local Development Plan (RLDP) in light of the Covid-19 pandemic and in response to publication of a letter from the Minister for Housing and Local Government on 7 th July 2020 ⁶⁷ . The letter requires local planning authorities to undertake an assessment of the RLDP evidence base, strategy and policies in terms of sensitivity to the consequences of the current pandemic before progressing with plan preparation.

⁶⁵ Supporting Background Papers can be viewed via: <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base/>

⁶⁶ Original Delivery Agreement was approved by Council and agreed by Welsh Government May 2018. Subsequent revisions to the Delivery Agreement were approved by Council and agreed by Welsh Government in March 2020 and October 2020.

⁶⁷ Minister for Housing and Local Government Letter to Local Authority Leaders and Chief Executives National Park Authority Chief Executives – Planning System and Covid-19, 7th July 2020

Integrated Sustainability Appraisal and Habitats Regulations Related Documents	
Integrated Sustainability Appraisal (ISA) Scoping Report (Updated November 2022)	Updated to take account of responses from a targeted consultation, this sets out the background for the ISA/SEA process that will be followed throughout the RLDP process and considers the characteristics of the RLDP area through a review of relevant plans, policies and programmes, and baseline information.
Initial Habitats Regulations Assessment (HRA) Screening Report (December 2018)	Updated to take account of responses from a targeted consultation, this outlines the requirement to undertake a HRA in respect of the RLDP and identifies the relevant European sites for consideration within the HRA process.
Initial ISA Report (AECOM, November 2022)	The Initial ISA Report is the second stage of the ISA process and appraises the social, economic, environmental and cultural effects of the RLDP Preferred Strategy. This includes the Vision, Strategic Objectives, Growth and Spatial Options and Preferred Strategy, including the Strategic Policies.
HRA of the Monmouthshire RLDP – Preferred Strategy (AECOM, November 2022)	The HRA Report provides a high level, preliminary assessment of the RLDP Preferred Strategy. At this stage, the aim of the report is to identify European sites which have the potential to be impacted by the RLDP, and to identify potential likely significant effects that the RLDP may have. It also identifies other plans, programmes and projects that may have ‘in-combination’ effects when considered alongside the effects of the RLDP.
Supporting Evidence and Background Papers	
Monmouthshire RLDP Updated Demographic Evidence Report produced by Edge Analytics (November 2021)	Edge Analytics was commissioned to prepare a range of up-dated demographic, dwelling and employment growth scenarios using the 2018-based projections as the starting point, updated to take account of the ONS 2020 MYE and housing completion figures up to 2021. The Report applies a range of sensitivity assumptions to address key issues and challenges, to provide a range of growth scenarios for the County. The potential employment growth that could be supported by the demographic and dwelling-led scenarios is also set out using key assumptions on economic activity, unemployment rates and commuting ratio linked demographic and economic change. The report provides a suite of population, housing and economic growth outcomes to consider in the formulation of the RLDP.
Sustainable Settlements Appraisal (Updated December 2022)	Assesses and identifies settlements within Monmouthshire, which are potentially suitable to accommodate future growth in terms of their location, size, role and function and sets out an initial settlement hierarchy arising from the appraisal to inform the Preferred Strategy.

Growth and Spatial Options Paper (September 2022)	Provides the background to the growth and spatial option for the Preferred Strategy together with a review of the extent to which they will achieve the RLDP objectives.
Housing Background Paper (December 2022) to be updated to accompany the Deposit Plan	This paper analyses each component of housing supply in more detail before arriving at a new housing allocations provision based on the methodology detailed within the Welsh Government Development Plans Manual Edition 3 (March 2020). It incorporates a Housing Potential Study which aims to identify where windfall sites could potentially be located within the existing settlement areas of Monmouthshire.
Local Housing Market Assessment (2020)	Provides a detailed insight into the local housing markets across the County. It includes a quantitative assessment of housing need that will be used to inform the housing policies of the RLDP in terms of affordable housing provision, tenures and types of accommodation required. An updated LHMA is being prepared using the new Welsh Government template.
Gypsy and Traveller Accommodation Assessment – January 2021.	Report assessing the accommodation needs of Gypsy and Traveller families and establish the number of pitches required to meet the identified need. Submitted to Welsh Government following Cabinet approval January 2021 – awaiting approval from Welsh Government.
Monmouthshire Employment Land Review, BE Group (October 2022)	Evidence base undertaken in line with Welsh Government Guidance. The ELR provides an assessment of the supply and demand for employment land in the County, looking at the available employment allocations and existing employment areas and reviews the property market, consults with local stakeholders and forecasts employment growth to understand employment demand requirements for the Plan period.
Regional Employment Study – Larger Than Local Study, BE Group (March 2020)	The report addresses the issues of employment land on a regional basis and covers five local authorities: - Monmouthshire, Blaenau Gwent, Torfaen, Caerphilly and Newport. It provides an economic evidence base, reviews the property and employment land market and recommends employment sites of regional significance for consideration in each of the constituent local authority areas.
MCC Economies of the Future Reports, BE Group (2018)	The MCC Economies of the Future Reports informed the development of the revised Economic Growth and Inward Investment Strategy for the Council. The analysis is also a fundamental piece of work that provides evidence to support the Monmouthshire RLDP.

Monmouthshire 2040: Our Economic Growth and Ambition Statement (November 2019)	The Economic Growth and Ambition Statement sets out the economic ambition for the County and will work alongside the RLDP in identifying suitable employment sites and premises, to enable existing businesses to grow and to attract inward investment from new businesses in key growth sectors.
Inward Investment Prospectus 2020: Growing your Business in Monmouthshire (March 2020)	This document supports the Monmouthshire 2040: Our Economic Growth and Ambition Statement (Nov 2019) noted above. The prospectus sets our aspirations to raise the economic profile of Monmouthshire with priorities to explore business opportunities and attract funding, while being sensitive to Monmouthshire's landscape.
Monmouthshire Landscape Sensitivity Update Study (White Consultants, October 2020)	An update to the Landscape Sensitivity and Capacity Study carried out in 2009 setting out detailed assessments and sensitivity evaluations of local landscape character areas and strategic candidate sites, with a view to establishing the least sensitive areas in terms of landscape for housing growth potential. The study area includes areas and defined candidate sites around primary and secondary settlements and Severnside.
Retail Background Paper (August 2022)	Provides an annual retail 'health check' of our five main towns (i.e. Abergavenny, Caldicot, Chepstow, Monmouth and Usk).
Employment Land Background Paper (May 2022)	Provides an annual assessment of employment land take up across allocated and protected employment sites as identified in the Adopted LDP.
Minerals Regional Technical Statement – 2 nd Review for South Wales (September 2020) & Welsh Government RTS Clarification Letter – 11 th November 2021	Minerals Technical Advice Note 1 (2004) requires the preparation of Regional Technical Statements (RTS) for the areas covered by both the South Wales and North Wales Regional Aggregates Working Parties (RAWPs). A revised RTS – 2 nd Review for South Wales was published in September 2020 with an accompanying Welsh Government Clarification Letter published November 2021. These make recommendations for the apportionments necessary to ensure an adequate supply of crushed rock, including the nationally recommended minimum provision of 7 and 10 years, are available for the entire duration of the RLDP.
The South East Wales Waste Planning Report – April 2016	PPW11 and TAN 21: Waste, establish regional monitoring arrangements to inform the preparation of LDPs and assist in the determination of planning applications. The report assesses the need for additional landfill capacity and waste management facilities at a regional level.
Renewable and Low Carbon Energy Assessment October 2020	Evidence base to inform the development of renewable and low carbon energy policies for inclusion in the RLDP, undertaken in accordance with the Welsh Government's <i>Practice</i>

	<p><i>Guidance: Planning for Renewable and Low Carbon Energy – A Toolkit for Planners, September 2015.</i> The assessment aims to estimate the scale of renewable energy resource within Monmouthshire in order to provide some focus for setting local spatial policy and targets. Building on the findings of the 2020 report further work will be undertaken with the Carbon Trust to identify Local Search Areas and targets for renewable energy generation for inclusion in the Deposit Plan. These will be informed by industry engagement interviews, stakeholder workshops and further landscape sensitivity assessments.</p>
Self-Assessment of the Preferred Strategy against the Tests of Soundness (December 2022)	This sets out an assessment of the Preferred Strategy against the Tests of Soundness, together with the Strategy’s general conformity with Future Wales 2040; the National Plan.
Candidate Sites	
Candidate Site Register (February 2022)	Provides a log of the Candidate Sites submitted during the second call for sites, to be considered for inclusion for development, redevelopment and/or protection in the RLDP.
Candidate Sites High-level Assessment (December 2022)	Sets out a high-level assessment of Candidate sites submitted during the Second Call for Candidate Sites, based on a site’s compatibility with the Preferred Strategy, insurmountable constraints to development of a site, site size threshold and site viability.

Appendix 3 – Legislative and Policy Context

The Preferred Strategy has been prepared in the context of relevant national legislation and plans, policies and strategies at the national, regional and local level, details of which are set out below.

Legislative Context	
Well-being of Future Generations Act (Wales) 2015	Sets the framework for improving the well-being of Wales by ensuring that sustainable development is at the heart of government and public bodies. The Act is underpinned by seven well-being goals and sets out five ways of working needed for public bodies to achieve these goals.
Planning (Wales) Act 2015	Sets out a series of legislative changes to deliver reform of the planning system in Wales, including strengthening the Plan-led approach to planning. The Act also introduces a legal basis for the preparation of a National Development Framework (NDF) and Strategic Development Plans (SDP).
Environment (Wales) Act 2016	Provides the legislation needed to plan and manage Wales’ natural resources in a more proactive, sustainable and joined up way, providing an iterative framework which ensures that managing Wales’ natural resources sustainably will be a core consideration in decision-making.
Active Travel (Wales) Act 2013	Seeks to instil a lasting transformation of how developments are planned to incorporate walking and cycling infrastructure from the outset as well as encouraging long term behavioural change. Makes provision for the mapping of active travel routes and related facilities in connection with Active Travel Network Maps.
A More Equal Wales - The Socio-economic Duty Equality Act 2010 (2021)	Supports the common purpose and ways of working put in place through the Well-being of Future Generations Act (Wales) 2015. Requires specified public bodies to consider how their decisions might help to reduce the inequalities associated with socio-economic disadvantage.
Policy Context	
Future Wales – The National Plan 2040 (Welsh Government, February 2021)	Sets out 11 outcomes which collectively are a statement of where the Welsh Government want Wales to be in 20 years’ time. The outcomes are intended to be inter-related and inter-dependent and are proposed to improve places and well-being across Wales. It notes growth and new development must be in the right place, undertaken in the right way and make efficient use of resources to achieve the Future Wales outcomes.
Planning Policy Wales Edition 11 (2021)	Sets out the land use planning policies and overarching sustainable development goals for Wales. PPW11 secures a presumption in favour of sustainable development and considers a Plan-led approach to be the

	<p>most effective means of securing sustainable development through the planning system. A strong focus on promoting placemaking is considered instrumental to achieving sustainable places, delivering socially inclusive development and promoting more cohesive communities.</p>
<p>Strategic Development Plan for South East Wales</p>	<p>The preparation of Strategic Development Plans (SDP) is intended to provide a regional spatial framework for the future development and use of land within a defined region. This will allow larger than local issues such as housing demand, search areas for strategic employment sites and supporting transport infrastructure, which cut across a number of local planning authorities, to be considered and planned for in an integrated and comprehensive way. Monmouthshire is part of the South East Wales region. Formal commencement is awaiting resolution of a number of outstanding issues regarding the establishment of CJs.</p>
<p>Building Better Places - The Planning System Delivering Resilient and Brighter Futures: Placemaking and the Covid-19 recovery (WG, July 2020)</p>	<p>Sets out the Welsh Government’s planning policy priorities to assist in taking action in the recovery period after the Covid-19 pandemic. It highlights the key existing planning policies and tools which should be used by all sectors in the environmental, social, cultural and economic recovery of Wales.</p>
<p>Prosperity for All: A Low Carbon Wales (2019)</p>	<p>Sets the foundations for Wales to transition to a low carbon nation; setting out the Welsh Government’s approach to increasing efficiency and cutting emissions of greenhouse gasses by at least 80% by 2050. All Development Plans must ultimately support the strategic decarbonisation goals to facilitate clean energy and build resilience to the impacts of climate change.</p>
<p>Welsh National Marine Plan (2019)</p>	<p>Sits alongside Future Wales in identifying opportunities and guiding development both inshore and offshore. Contains plans and policies which will support the Welsh Government vision for clean, healthy, safe and diverse seas, guide future sustainable development and support the growth of marine space and natural resources (‘blue growth’). Ensuring that coastal areas are planned in a socially, environmentally, culturally and economically sustainable way.</p>
<p>Llwybr Newydd: the Wales transport strategy 2021</p>	<p>Sets out the vision for how the transport system can help deliver the priorities for Wales and create a more prosperous, green and equal society. To achieve this vision it sets out three priorities that will improve health, tackle poverty and open the transport system to all, in particular for those without access to a car and those living in rural areas. This is supported by nine mini-plans explaining how these priorities will be delivered for different transport modes and sectors.</p>

Regional Context	
Cardiff Capital Region City Deal	Comprises ten local authorities across the South East Wales region, including Monmouthshire, who are working collaboratively on projects and plans for the area to seek to tackle issues that affect the whole of the region, such as worklessness and poor transportation links. The authorities have entered into a City Deal to fund projects aimed at boosting the competitiveness of the region over the next 20 years.
South East Wales Metro	To grow its economy, there is widespread recognition that the Cardiff Capital Region needs major investment in its infrastructure to help it play a bigger role in the UK economy. A regional approach, underpinned by a transformation in public transport, will help to fulfil this ambition, enabling the region to raise its international profile and compete more effectively on the world stage.
Gwent Public Services Board (PSB) Consultation Draft Well-being Plan for Gwent (2022)	The five separate PSBs in the Gwent region began work to undertake a Gwent wide well-being assessment with local assessments for each local authority area in 2021. This was published in May 2022 and has been used to develop the consultation draft Gwent Well-being Plan. The draft Well-being Plan sets out what the PSB could do over the next five years to tackle the social, economic, environmental and cultural issues which can affect well-being in Gwent. The Plan contains three draft objectives; to create a fair and equitable Gwent for all, to create a Gwent that has friendly, safe and confident communities and to create a Gwent where the natural environment is protected and enhanced. The final Well-being Plan for Gwent will be published in May 2023.
Neighbouring Local Planning Authorities: Joint Working and Collaboration	As a border County adjoins both Welsh and English Local Authorities. Monmouthshire is committed to working collaboratively with its neighbouring authorities. As part of collaboration with neighbouring authorities, regard has been given to national guidance which requires consideration of a collaborative approach to the site selection process to promote the development of previously developed land and to the development of a joint evidence base.
Local Context	
The Monmouthshire Well-being Plan (Public Service Board) February 2018	The Monmouthshire Well-being Plan was prepared by the Public Service Board (PSB). While carried out on behalf of the Public Service Board rather than Monmouthshire County Council specifically, it identifies important issues for the County as a whole that must be considered.

The draft Monmouthshire Community and Corporate Plan 2022	The draft Community and Corporate Plan ⁶⁸ is produced by Monmouthshire County Council: our core purpose is to become a zero-carbon county, supporting well-being, health and dignity for everyone at every stage of life. It sets out the Council’s four Well-being Objectives. The RLDP will be an integral means of enabling the well-being of Monmouthshire’s communities and achieving these objectives.
Monmouthshire Climate and Nature Emergency	The Council declared a climate emergency in May 2019. More recently, this has been broadened to incorporate a strengthened emphasis on nature recovery in recognition of the Welsh Government declaration of a nature emergency and the relationship between the two. The RLDP will provide the land use policy framework to address the climate and nature emergency together, seeking outcomes that recognise the role resilient ecosystems can play in tackling carbon emissions and mitigating the impact of climate change.
Motion for Rivers and Ocean (March 2022) & Motion for Rivers and Ocean Action Plan (September 2022)	The health of our rivers and ocean is inextricably linked to climate and human health, the motion acknowledges the Council’s concerns about the declining state of the Rivers Wye and Usk and the multiple sources of phosphate and other pollutants including those originating upstream outside of the County, which are threatening biodiversity and wildlife. The Action Plan pulls together the work that is going on across many different council services in a co-ordinated way and addresses areas where the council could be doing more to protect our rivers and coast.
Vision Monmouthshire 2040: Our Economic Growth and Ambition Statement (November 2019) and Inward Investment Prospectus 2020: Growing your Business in Monmouthshire	The statement considers the kind of future the Council wishes to create, including consideration of the demographic changes, infrastructure and skills needed to support this while at the same time ensuring environmental impact is limited. A key aim is to attract investment and funding which will generate the right conditions for an ‘inclusive economy’ - one that is equitable, sustainable, stable, participatory and growing.
Monmouthshire Local Transport Plan	A new Local Transport Plan (LTP) is being produced to accompany the RLDP. It will identify the key transport issues relevant to the County, the high level interventions needed to address these and the specific priorities for Monmouthshire. Its aim is to facilitate and support the development of a modern, accessible, integrated and sustainable transport system, which increases opportunity, promotes

⁶⁸ The draft Community and Corporate Plan 2022 sets out the Council’s core purpose, principles, and priorities. It was endorsed by Cabinet on 19th October 2022 and a developed version will be reported to Council in January 2023 **adopted by Council on 20th April 2023.**

	prosperity for all and protects the environment; where walking, cycling, public transport and sustainable freight provide real travel alternatives.
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Appendix 4 – RLDP Issues

Full details are set out in the Issues, Visions and Objectives Paper (Updated December 2022)⁶⁹. The table below provides an extract of the issues facing the County and how the RLDP can influence these issues. The RLDP issues were reviewed in light of the Covid-19 pandemic and endorsed by Cabinet on 17th June 2020 and Council on 22nd October 2020 as remaining relevant. A number of issues were found to have increased emphasis and importance in light of Covid-19, these are indicated in the table below using an asterisk against both the headline and relevant individual Issues. An additional section has also been included within the table to provide further detail on how the RLDP can support such issues given their increased emphasis in light of Covid-19. The latest update relates to minor amendments only. The issues have been grouped in accordance with the seven well-being goals as set out in the Well-being of Future Generations (Wales) Act 2015 to ensure that they are framed within this context. This allows for the appreciation of social, economic and environmental matters to be embedded into the Plan.

A Prosperous Wales (Well-being Goal 1)
Employment & Economy*
Issue
<p>Issue 1* - There has been a slow uptake of employment land in the past. There is subsequently a need to consider whether existing available land is suitably located and fit for purpose for appropriate growth sectors. There is also a need to consider potential future demand for employment land along with Council aspirations for innovation across Monmouthshire in light of the ambitions and opportunities associated with the Cardiff Capital Region City Deal (CCRC) and Bristol region.</p> <p>Issue 2* - While unemployment is low there is a net-outflow of commuters, both levels of out commuting and distances travelled to work are relatively high. There is a need to provide support for inward investment and local employment growth/opportunities to reduce the need to travel to work.</p> <p>Issue 3* - Wage levels available for local jobs are lower than the average for Wales and the UK. Evidence continues to suggest that the income for economically active women who both live and work within the County is significantly lower than that of men within the same category. This coupled with high property prices makes it difficult for young people and future generations to live and work locally. Additional employment opportunities for young people are required to help reduce the numbers of this age group leaving the County.</p> <p>Issue 4* - Monmouthshire has a dual economy. The qualifications, skills and earnings of the residents are above the regional and national average, however, for those working in the area earnings are lower and employment is relatively less skilled.</p>

⁶⁹ The Issues, Vision and Objectives Paper can be viewed via the following link: <https://www.monmouthshire.gov.uk/planning-policy/plan-preparation/issues-vision-and-objectives/>

Issue 5* - The increasingly ageing population and shrinking working age population (the relative absence of 20-40 year olds and our median age of 48 years, compared to a median age of 34 years in Cardiff) is limiting employment growth within Monmouthshire and social sustainability of communities. This is exacerbated by limited job opportunities and affordable housing availability.

Issue 6* - There is a need to sustain and regenerate the County's rural economy. There is current uncertainty regarding the impact of Brexit on agricultural subsidies.

Issue 7* - Higher levels of those in employment work at home compared to the Welsh average (2011 Census). Efficient digital infrastructure is essential to support home working and the general connectivity of the County's rural areas and to support economic growth⁷⁰.

Issue 8* - The role of high streets is changing due to out of town retail such as Cribbs Causeway, the increase in internet shopping, changing shopping habits (e.g. top-up grocery shopping), austerity, business rates and the cost of living crisis. As a result, vacancy rates in some of the County's town centres have increased. There is a leakage of expenditure out of the County and a need to protect and restore the vitality and viability of the County's town and local centres.

Issue 9* - Tourism plays a significant part in the Monmouthshire economy particularly in assisting in the diversification of the rural economy and in sustaining the County's historic town centres. In 2019 2.28 million visitors came to Monmouthshire, having an overall economic impact of £245 million. Staying visitors generate a higher economic impact than day visitors at £185million compared to £59 million in 2019 (Monmouthshire STEAM Report 2019) highlighting the continued need for visitor accommodation. The covid-19 pandemic has provided an opportunity to promote staycations. Changes relating to second homes and proposals for a tourist tax in Wales could affect this sector.

How can the RLDP Influence these Issues?

A(i) The RLDP can encourage a vibrant economy within the County, specifically by ensuring that sufficient employment sites are suitably located in attractive, accessible and sustainable locations and are of an appropriate size and type to meet the needs of the market/key employment/growth sectors, including, through support of start-up and growing businesses to help diversify the economy.

A(ii) The RLDP can aim to ensure that there is a portfolio of sites available which is appropriate to market conditions and the needs of the Monmouthshire economy along with the wider Cardiff Capital Region. Consideration can be given to using CPO powers to ensure sites come forward.

A(iii) The RLDP can ensure that, wherever possible, jobs and homes are located in close proximity to each other to provide greater opportunity for people to work and live locally. The Replacement LDP can also ensure a range and choice of homes are available, in new developments, particularly where there is a need for affordable housing, to assist in regaining a balanced population.

⁷⁰ The current situational analysis of Superfast Broadband Next Generation Access (NGA) coverage in the Cardiff Capital Region, based on the OMR/SAPC undertaken prior to the Superfast Cymru Phase 2 (SFC2) Procurement, paints a stark picture in terms of the current lack of coverage in Monmouthshire in comparison to our other nine Local Authority partners - currently 12.56% of premises in Monmouthshire are NOT covered in comparison to 3-4% in the other nine Local Authorities within the region.

<p>A(iv) The RLDP needs to take a role in strengthening the local economy, ensuring an appropriate economic base to enable people to live and work in the County.</p> <p>A(v) The RLDP can contain policies that support the diversification of the rural economy.</p> <p>A(vi) The RLDP can help to address digital exclusion by seeking to support the improvement of rural broadband and delivery of high speed connections.</p> <p>A(vii) The RLDP must contain policies that protect the vitality and viability of existing town centres, providing additional retail, commercial and social development opportunities where appropriate, including in relation to the regeneration of Caldicot and Usk, and ensure that the distribution of development supports these main centres in order to retain retail expenditure.</p> <p>A(viii) The RLDP will enable a review of the towns' primary shopping frontages (PSF) and related policies to have regard to the evolving role of the high street as a centre for a variety of retail, leisure and community uses. Sustainably located and well-connected development can support town centres.</p> <p>A(ix) The RLDP can contain policies that encourage tourism development while at the same time ensuring that the natural and built heritage that attracts visitors to the area is preserved and enhanced.</p>
<p>How can the RLDP support these Issues given increased emphasis in light of Covid-19</p>
<p>The RLDP will provide a positive planning policy framework to support and enable sustainable economic growth, including in relation to our high streets and tourism sector, over the Plan period, making our towns attractive places for residents and visitors to spend time and money.</p>
<p>A Resilient Wales (Well-being Goal 2)</p>
<p>Air</p>
<p>Issue</p>
<p>Issue 10 - While air pollution is not a major problem throughout Monmouthshire, it can cause significant problems for people's health and there are localised problems in Chepstow and Usk, each having an Air Quality Management Area. The greatest problems associated with air quality in the County are caused by vehicle emissions.</p>
<p>How can the RLDP influence these Issues?</p>
<p>B(i) The RLDP can seek to minimise any polluting effects that might arise from new development in the County by ensuring it is sustainably located and well-connected to amenities. This can support modal shift to reduce the usage of private vehicles and to allow for increased walking, cycling and use of public transport. It can also take measures to ensure that the location of new development does not worsen conditions in existing Air Quality Management Areas or result in new ones. It can support the provision of ultra-low emission vehicle charging infrastructure.</p>

Green Infrastructure, Biodiversity & Landscape*
Issue
<p>Issue 11* - Monmouthshire is renowned for its beautiful landscapes and major biodiversity resources including River SACs. The best of these assets should be protected, managed and enhanced for future generations.</p> <p>Issue 12* - There is a need to improve connectivity within the landscape through protecting and improving existing wildlife networks and corridors, including both green and blue infrastructure, and creating new linkages to allow species to move and adapt to climate change impacts. GI is also beneficial to human well-being.</p>
How can the RLDP Influence these Issues?
<p>C(i) The RLDP should ensure that new development is sustainable, does not cause harm to international, national and locally protected sites and species and, that where appropriate, necessary mitigation measures are taken to avoid any such adverse effects. The River Wye and River Usk water bodies within the County are currently experiencing water quality issues, specifically in relation to phosphate levels. There is no identified strategic solution for phosphate mitigation at the Monmouth WwTW (upper River Wye Catchment) at this time. Without an identified strategic solution new site allocations cannot be included in the RLDP in the upper River Wye Catchment. The RLDP must also ensure development in the River Usk catchment area does not contribute to or increase phosphate levels.</p> <p>C(ii) The RLDP must ensure biodiversity is considered in any development in order to protect any interest on the site and encourage biodiversity enhancements.</p> <p>C(iii) It will be necessary to undertake a Integrated Sustainability Appraisal (ISA) Scoping Report (Updated November 2022)s Regulations Assessment of the RLDP to ensure that any cumulative effects of development in Monmouthshire and adjoining areas does not result in harm to internationally designated nature conservation sites.</p> <p>C(iv) The RLDP can contain policies to protect and enhance the green and blue infrastructure networks across the County.</p>
How can the RLDP support these Issues given increased emphasis in light of Covid-19
The RLDP will provide a positive planning policy framework to support and enable placemaking and the provision of locally accessible open /green space and to protect/enhance our natural environment and biodiversity.
Flooding
Issue
Issue 13 - Parts of the County are vulnerable to flooding. Climate change is likely to increase the risk of flooding, so mitigating climate change and ensuring building resilience is crucial.
How can the RLDP Influence these Issues?

D(i) The RLDP must ensure new built development is located away from flood risk areas and has a role to play in terms of reducing the risk from present day flood risk, as well as in relation to climate change adaptation and resilience. The provision of green open spaces and SUDs drainage features help reduce the risk of flooding.

Minerals & Waste

Issue

Issue 14 - Monmouthshire has made good progress in the promotion of the recycling and composting of waste, and the elimination of waste to landfill. Monmouthshire also has to make an appropriate contribution to the regional requirement for waste management.

Issue 15 - Mineral extraction plays a limited role in Monmouthshire's economy but there is a need to safeguard the County's resources in order to make an appropriate contribution to the sustainable supply of aggregates to the South Wales economy as a whole.

How can the RLDP Influence these Issues?

E(i) The RLDP can identify sites that are appropriate for waste management or disposal facilities to meet local or regional requirements.

E(ii) The RLDP can ensure that mineral resources are safeguarded and exploited in a sustainable fashion that also enables Monmouthshire to meet its obligation to make a contribution to the requirements of the South Wales region.

Land

Issue

Issue 16 - There are limited opportunities for brownfield development within the County's existing urban areas.

Issue 17 - Monmouthshire has a significantly high percentage of best and most versatile agricultural land (i.e. Grade 1, 2 or 3a). While there is a need to conserve these resources, there are limited opportunities within the County for brownfield development and development on lower grades of agricultural land (i.e. Grade 3b, 4 and 5). Recent Welsh Government clarification of policy priorities of protecting BMV land over renewable energy development has implications for the findings of the Renewable Energy Assessment and for MCC's requirements to become carbon neutral by 2030.

How can the RLDP Influence these Issues?

F(i) The RLDP will seek to prioritise the use of previously developed land where opportunities arise.

F(ii) The RLDP should seek to protect best and most versatile agricultural land whilst at the same time recognising that this will not always be possible where there is an overriding need for development.

A Healthier Wales (Well-being Goal 3)
Human Health*
Issue
<p>Issue 18* - While Monmouthshire performs relatively well on indicators relating to health, there is a need to promote opportunities for healthy living particularly in the context of an ageing population.</p> <p>Issue 19* - While an ageing population brings many opportunities, it also brings challenges and increases in the number of people living with long term conditions can create pressures on existing health care provision.</p> <p>Issue 20* - On the whole Monmouthshire's residents have good access to public open space, however, there are deficiencies in many of the County's communities in relation to community and recreational facilities. This can contribute to rural isolation in certain areas.</p> <p>Issue 21* - Obesity is a growing problem throughout Wales. Although obesity rates in Monmouthshire are below the Welsh average consideration should be given to promoting healthy lifestyles.</p>
How can the RLDP Influence these Issues?
<p>G(i) The RLDP can assist in creating a healthier Monmouthshire by ensuring sufficient policies are in place to support the provision of blue and green infrastructure and retention and/or improvement of the existing resource.</p> <p>G(ii) The RLDP can provide policies to ensure health care provision is supported.</p> <p>G(iii) The RLDP can affect the provision of public open space and recreation by protecting, where necessary, existing open space and facilities as well as requiring new development to make a contribution to the provision of additional facilities.</p>
How can the RLDP support these Issues given increased emphasis in light of Covid-19
The RLDP will provide a positive planning policy framework to support and enable placemaking and the provision of locally accessible open /green space, leisure and healthcare provision and to protect/enhance our natural environment.
A More Equal Wales (Well-being Goal 4)
Population*
Issue
<p>Issue 22* - Monmouthshire is a predominantly rural county with almost half (47%) of the total population living in wards defined as being in rural areas (i.e. with a population of less than 10,000).</p> <p>Issue 23* - The population of Monmouthshire at the time of the 2021 census was 92,961 an increase of 1.8% since 2011, a slower rate of growth than seen previously over previous census periods, although still higher than the Welsh average at 1.4%. This growth is being fuelled by in-migration.</p>

Issue 24* - Monmouthshire has a significantly higher proportion of older age groups (65+) and lower proportion of young adults (16 – 44) compared to the Welsh average, the sharpest decline of which is in the working age population. The relative absence of young adults is often linked to the affordability of housing across the County and has an impact on future prospects of economic growth.

How can the RLDP Influence these Issues?

H(i) The RLDP must decide on the level of growth appropriate for Monmouthshire and the spatial distribution of this growth between different urban and rural communities to address the challenges we face (including demography and affordability), balancing the greater sustainability of urban settlements with the difficulties of maintaining services in rural areas.

H(ii) There is a need to achieve a more balanced population structure to ensure there is a sufficient population of working aged people to support the Monmouthshire economy and to provide more opportunities for young people to both to stay within and move to the area. Due to the County’s population shrinking due to more deaths than births, inward migration is essential to ensure communities are socially and economically sustainable. The RLDP needs to take a role in strengthening the local economy, ensuring an appropriate economic base to enable people to live and work in the County and ensuring that demand for homes is satisfied by providing good quality affordable homes for those who need them.

H(iii) The RLDP can help to address issues surrounding the ageing population through facilitating the provision of accessible services supported by connective infrastructure to meet local population growth needs.

How can the RLDP support these Issues given increased emphasis in light of Covid-19

The RLDP growth levels will deliver positive demographic change over the Plan period that is essential to support and enable the provision of balanced communities throughout the County.

A Wales of Cohesive Communities (Well-being Goal 5)

Housing*

Issue

Issue 25* - Average house prices in the County are high at £398,859 when compared to the Welsh average of £236,439 (Hometrack, November 2022)⁷¹. The most significant increases have been experienced in recent years. There is a need to consider the potential impact on house prices arising from the removal of the Severn Bridge Tolls in 2018, the ambitions and opportunities associated with the Cardiff Capital Region City Deal and the South East Wales Metro, together with the economic growth of the Bristol/SW region and the opportunities for Monmouthshire as a border county and its location between Bristol and Newport and Cardiff, the ‘Great Western Cities’.

⁷¹ Based on sales and valuations over six month period March 2022 – August 2022. Sales only over same period related to £351,643 for Monmouthshire and £224,101 for Wales. Data accessed on 02/11/2022.

Issue 26* - House prices are also high in relation to earnings and there is a pressing need for additional affordable housing in the County in both urban and rural areas to assist in ensuring a balanced population.

Issue 27* - A range and choice of housing is needed to both meet the needs of an ageing population and to attract and retain the younger age groups.

Issue 28* - There is limited scope for significant or long-term expansion of the existing urban areas within the County due to a mix of physical, environmental and policy constraints.

How can the RLDP Influence these Issues?

I(i) The RLDP will affect the amount of housing to be provided by both deciding on overall levels of growth/spatial options and by setting thresholds and proportions to determine the amount of this residential development that is affordable. It can also ensure a range and choice of homes are available in new developments and influence the type, tenure and nature of housing built within the County.

I(ii) The RLDP will have to resolve the amount of housing to be built in rural areas, balancing the need to sustain rural settlements by supporting services and enabling people to remain in their communities with the need to protect the countryside and ensure sustainable patterns of development.

I(iii) The RLDP can provide urgently needed affordable housing within exemplar, mixed, sustainable and well-connected places.

How can the RLDP support these Issues given increased emphasis in light of Covid-19

The RLDP will ensure /enable a range and choice of homes (housing mix) in future housing developments to address affordability issues and to build sustainable and resilient communities. The Preferred Strategy allows for a level of growth and for affordable housing-led sites: this remains critical to addressing the issues and objectives. The density of development can support placemaking and ensure open greenspaces are incorporated, benefitting wellbeing.

Infrastructure*

Issue

Issue 29* - Poor access to community facilities and declining local service provision is a particular issue for rural communities.

Issue 30* - Limited public transport, particularly in rural areas, makes it harder to access jobs, services and facilities, which could be exacerbated by rising fuel prices. There are nevertheless future opportunities for investment in public transport through the Cardiff Capital Region City Deal and advances in technology.

Issue 31* - There is a need to ensure that adequate physical, digital and social infrastructure is provided to support new development. This includes: broadband infrastructure, the provision of sufficient water and sewerage infrastructure, transport infrastructure and active travel to support non-car modes of travel.

How can the RLDP Influence these Issues?

J(i) The RLDP can consider allocating land for housing and employment in rural areas in an attempt to sustain existing rural community facilities and services, weighing this against the need to avoid unsustainable travel patterns.

J(ii) The RLDP can help ensure adequate provision of infrastructure to serve new development and can contain support policies to enable improvements or enhancements for existing development, e.g. provision of electric vehicle (EV) charging, broadband connectivity and renewable energy.

J(iii) The RLDP will contain allocations and policies to support the priorities of the emerging local transport plan and cycling strategy.

How can the RLDP support these Issues given increased emphasis in light of Covid-19

The RLDP will ensure digital and charging infrastructure provision is in place or can be provided to accommodate new development and will support active travel opportunities.

A Wales of Vibrant Culture & Thriving Welsh Language (Well-being Goal 6)

Cultural Heritage

Issue

Issue 32 - Monmouthshire has a significant built heritage resource in terms of Scheduled Ancient Monuments, Listed Buildings, Conservation Areas, Historic Parks and Gardens and Archaeologically Sensitive Areas that, together with their settings, require protection and enhancement.

Issue 33 - There is a need to protect, promote and enhance the best of our landscape and heritage which are an important part of our culture and play a key role in tourism and economic growth, along with providing support for the Welsh Language to ensure it is safeguarded and supported.

Issue 34 - The distinctive settlement pattern of Monmouthshire relates to historic towns and villages and their relationship with the surrounding rural areas. There has nevertheless been substantial suburban expansion in the South of the County, particularly adjacent to the M4 corridor. This area is likely to receive further pressure for growth due to the removal of the Severn Bridge Tolls in 2018 and the ambitions and opportunities associated with the Cardiff Capital Region City Deal and the South East Wales Metro, together with the economic growth of the Bristol/SW region and the opportunities for Monmouthshire as a border county and its location between Bristol and Newport and Cardiff, the 'Great Western Cities'.

How can the RLDP Influence these Issues?

K(i) The RLDP can contain measures to preserve and enhance the built heritage and best of the historic environment of Monmouthshire.

K(ii) The RLDP can help protect, promote and enhance the best of our landscape and heritage which are an important part of our culture and play a key role in tourism and economic growth, along with providing support for the Welsh Language to ensure it is safeguarded and supported.

K(iii) Community involvement provides an opportunity to seek views on how Welsh language and culture interact with RLDP policies and proposals. The future of the Welsh language depends on a range of factors beyond the planning system, particularly education, demographic change, community activities and a sound economic base to maintain thriving sustainable communities. The planning system can contribute

to the future well-being of the Welsh language by creating conditions for well-paid employment opportunities and a range of quality housing options resulting in sustainable communities. Planning policies must not seek to control housing occupancy on linguistic grounds⁷².

K(iv) The RLDP can play a key role in promoting good quality sustainable design that will enable new development and future growth to respect and enhance the existing distinctive character of Monmouthshire.

Landscape

Issue

Issue 35 - Monmouthshire has a rich and diverse landscape that brings wider benefits to the local economy particularly through tourism and health and well-being. Monmouthshire as a whole incorporates parts of the Wye Valley Area of Outstanding Natural Beauty, the Brecon Beacons National Park and the Blaenavon Industrial Landscape World Heritage Site.

How can the RLDP Influence these Issues?

L(i) The RLDP must seek to protect high quality landscapes throughout the County, paying particular attention to those contained in the Wye Valley Area of Outstanding Natural Beauty, the Blaenavon World Heritage Site and in the setting of the Brecon Beacons National Park.

A Globally Responsible Wales (Well-being Goal 7)

Climatic Factors*

Issue

Issue 36* - The volume of traffic in the County has continued to increase, up nearly 19% in the nine years to 2019 (StatsWales, April 2019). There is a pattern of relatively long travel to work distances, high levels of car ownership and reliance on the private car.

Issue 37* - Small Scale and Local Authority wide Renewable Energy schemes are generally supported across Monmouthshire, however, a more proactive approach should be undertaken for schemes of a local authority scale (i.e. 5MW - 25MW).

Issue 38* - Monmouthshire's rurality, limited public transport, high levels of car ownership and the subsequent reliance on the private car, combined with high energy consumption and waste management can all contribute to carbon emissions. MCC recognises that we are in a climate and nature emergency and has committed to strive to limit the increase in global temperatures to 1.5°C.

How can the RLDP Influence these Issues?

⁷² Technical Advice Note 20 paragraphs 1.7.3, 2.2 and 2.6.4

M(i) Concerns about climate change require that efforts are made to reduce the reliance on the private car and the consequent impact of carbon dioxide emissions. The RLDP needs to consider appropriate patterns of development that promote a safe, efficient, accessible and sustainable transport system that provides opportunities for walking and cycling and encourages active travel in order to support carbon reduction. The RLDP will provide a mix of employment and housing allocations with the aim of reducing the need to travel, acknowledging however that the reasons why people live where they do is complex.

M(ii) A renewable energy assessment is in progress to identify areas of potential for local authority and strategic renewable energy development.

M(iii) The RLDP will consider ways to support carbon reduction through a variety of measures including the use of renewable energy, the design and location of new development, encouraging balanced job and population growth to reduce out-commuting, the provision of broadband connectivity to reduce the need to travel, the provision of ultra-low emission vehicle charging infrastructure to reduce emissions and improve air quality, and the provision of quality Green Infrastructure. Proposals will be considered against our commitment to strive to limit the increase in global temperatures to 1.5°C.

How can the RLDP support these Issues given increased emphasis in light of Covid-19

The RLDP policy framework will support and enable renewable energy generation and provide opportunities for active travel and integrated sustainable transport solutions.

** indicates the Issue has increased emphasis and importance in light of Covid-19*

Appendix 5: Preferred Strategic Site Allocations

- A.5.1 Strategic Policy S7 identifies Preferred Strategic Site Allocations for the Primary Settlements of Abergavenny (including Llanfoist), Chepstow, **Monmouth** and Caldicot (including the Severnside Area comprising of: Caerwent, Crick, Magor, Undy, Portskewett, Rogiet and Sudbrook). The Preferred Strategic Site Allocations have been selected from a total of 13 Strategic Growth Options located across Abergavenny, Chepstow, Monmouth and Severnside that were previously consulted on in the 2021 Preferred Strategy. Site selection has been informed by the assessment of candidate sites and the consultation responses received on the 2021 Preferred Strategy **and the December 2022 Preferred Strategy**.
- A.5.2 As part of the consultation in July 2021, preferences were cast by members of the public using 'Placecheck'. Although it was made clear at that time that this was not part of the formal consultation, the results provide a helpful indication of public opinion. A total of 3,179 preferences were cast in the process. Table 6 below provides further detail. The **three four** Preferred Strategic Site Allocations identified in the new Preferred Strategy are highlighted.

Table 6: Preferences cast on Strategic Site Options at time of 2021 Preferred Strategy consultation.

Strategic Growth Area		Up Votes	Down Votes
Abergavenny A	Land north of Abergavenny	54	184
Abergavenny B	Land to the east of the A465	191	23
Abergavenny C	Land between the B4246	107	47
Chepstow D	Land north of the Bayfield Estate	51	132
Chepstow E	Land between the Bayfield Estate and A48	43	143
Chepstow F*	Land between the A48 and M48	60	143
Monmouth G	Land west of Monmouth	270	175
Monmouth H	Land central Monmouth	255	189
Monmouth I	Land north east Monmouth	318	248
Severnside J	Land north east of Caldicot	74	72
Severnside K	Land north west of Caldicot	48	85
Severnside L	Land west of Caldicot/ east of Rogiet	57	100
Severnside M	Land east of Caerwent	59	51

* Site F is no longer being put forward for development by the site promoter

Consideration of Brownfield Land

A.5.3 Planning Policy Wales emphasises the importance of re-using brownfield sites, however, there are limited opportunities for further significant brownfield development in Monmouthshire with the two main sites (Sudbrook Paper Mill and Fairfield Mabey, Chepstow) being redeveloped via the current LDP. The RLDP objective is therefore to achieve sustainably located urban extensions that can be well-connected to town centres and public transport. The RLDP will allocate those sites that are the best connected, most sustainable sites that best deliver placemaking and are least harmful. This will require balanced consideration and trade-offs at Deposit Plan stage. The same approach has been taken in identifying the Preferred Strategic Site Allocation for each primary settlement.

Consideration of the Best and Most Versatile Agricultural Land

- A.5.4 There is a need to protect Monmouthshire's Best and Most Versatile (BMV) agricultural land. PPW11 Paragraphs 3.58 and 3.59 clearly sets out that *'...agricultural land of grades 1, 2 and 3a is the best and most versatile and should be conserved as a finite resource for the future.'* PPW11 further states that in development plans *'...considerable weight should be given to protecting such land from development, because of its special importance. Land in grades 1, 2 and 3a should only be developed if there is an overriding need for the development, and either previously developed land or land in lower agricultural grades is unavailable, or available lower grade land has an environmental value recognised by a landscape, wildlife, historic or archaeological designation which outweighs the agricultural considerations. If land in grades 1, 2 or 3a does need to be developed, and there is a choice between sites of different grades, development should be directed to land of the lowest grade.'*
- A.5.5 Monmouthshire is a predominantly rural County and one of the key issues that has been identified (Issue 17) is that *'...there is a significant high percentage of BMV agricultural land with limited Brownfield land development opportunities'*. Moreover, many areas of lower agricultural quality are floodplain and therefore are ruled out for that reason. The preparation of Monmouthshire's RLDP therefore needs to set out an approach to protect BMV land and minimise its loss as far as possible through its growth and spatial strategy but recognising that is unlikely to be possible in all cases.
- A.5.6 A sequential approach to assessing the loss of BMV agricultural land, as set out by PPW11, has been undertaken in the assessment of all Candidate Sites. It is anticipated however, that due to the significant amount of BMV agricultural land throughout Monmouthshire it will be difficult to apply this sequential test in practice. Furthermore, at this stage the indicative grades of BMV agricultural land are primarily based on the high level predictive map and are therefore likely to be subject to change following detailed surveys. The aim at the outset nevertheless, will be to protect the higher grades of BMV land and to avoid/or minimise the loss of BMV land. The following pragmatic approach has been undertaken to date:

- A desktop assessment using the Agricultural Land Classification (ALC) Predictive Map for Wales (Version 2 2019), this provides a broad overview of the ALC for a particular area; however, it is not a detailed site assessment.
- The Second Call for Sites form included a specific question on ALC in order to gather information regarding the quality of, and potential loss of, agricultural land direct from site promoters.
- Detailed ALC field surveys have been provided for the majority of sites but further information will be required for any sites allocated in the Deposit RLDP in order to further ascertain the precise ALC and quality of the land.
- Consultation has been undertaken with relevant stakeholders/consultees including the Welsh Government Agricultural Land Use Unit.

A.5.7 It is important to note that protection of BMV agricultural land must be balanced with other considerations. For example, lower quality agricultural land is typically found in floodplains, but these areas cannot be developed for other policy reasons. Consideration must also be given to proximity to amenities and infrastructure, landscape impact, ecology and site deliverability.

A.5.8 An Agricultural Land Classification Background Paper will be produced at Deposit Plan stage. This will clearly set out the above methodology and the outcomes from the BMV land assessment.

Abergavenny including Llanfoist

A.5.9 Abergavenny is identified as a Primary Settlement in the RLDP settlement hierarchy. It has public transport links by rail and bus to Cwmbran, Newport, Cardiff and the Midlands, and road links to Cwmbran, Newport, Monmouth and the motorway system. It has a particularly important strategic role on the Heads of the Valleys road through its links to Brecon, Mid Wales and the wider Cardiff Capital Region. The A465 separates the town from Llanfoist to the south, and partly defines the town edge to the east. The built-up area to the north and west extends close to the Brecon Beacons National Park boundary, and Llanfoist adjoins the Blaenavon World Heritage Site.

A.5.10 Facilities and services score well within the Sustainable Settlement Appraisal, as the town centre has a relatively large number and range of shops and restaurants, a theatre, cinema, and museum, and is a vibrant focus for the surrounding area. It is also one of the most self-sufficient settlements in terms of employment with a variety of employment sites within the town.

A.5.11 Future growth of the town is constrained by a number of factors. Abergavenny's landscape sensitivity to residential development⁷³ is high and high/medium, with an area of medium sensitivity to the south of Llanfoist.⁷⁴ The areas immediately north

⁷³ A standard methodology relating to the landscape sensitivity to housing development has been applied to the assessment of candidate sites in the Landscape Sensitivity Update Study – October 2020.

⁷⁴ Monmouthshire Landscape Sensitivity Update Study – October 2020 can be viewed via: <https://www.monmouthshire.gov.uk/planning-policy/candidate-sites/landscape-sensitivity-study/>

and west of the town adjoin the Brecon Beacons National Park, and the town centre itself is a Conservation Area. The floodplain of the River Usk is a further constraint on development to the south of the town and in parts of Llanfoist.

A.5.12 Abergavenny sits within the River Usk Special Area Conservation (SAC) catchment area. The Strategic Site allocation will therefore need demonstrate phosphate neutrality or betterment in its design and/or its contribution to the water body. A strategic solution has been identified by Dŵr Cymru Welsh Water for implementation during AMP7 (by 2025).

Abergavenny East

A.5.13 The preferred strategic site allocation is a sustainably located edge of settlement site. Development here would expand the built-up area of the town beyond the A465 which currently forms a hard development boundary to the town. The site has the potential to form a well-connected urban extension to Abergavenny and provides the opportunity to provide a mixed-use development, containing a mix of residential uses alongside employment/commercial uses, facilities and services.

A.5.14 The proximity of the area to Abergavenny Railway Station (currently an approximately 10 minute walk, 0.5 miles) offers significant benefits to maximise opportunities for a modal shift to more sustainable forms of transport and offers an opportunity for transit-oriented development. The site is just an approximate 16 minute walking distance from the town centre (0.7 miles). Vehicular access would be required from the A465 trunk road. The site has potential to offer park and ride facilities for Abergavenny train station, helping address an existing problem and supporting future modal shift alongside the increased train service frequency proposed as part of the South Wales Metro proposals.

A.5.15 The land is categorised as having high/medium landscape sensitivity to residential development in the Landscape Sensitivity Update⁷⁵. The site is mostly located on an area of predictive grade 2/3a BMV agricultural land. However, when considering the search sequence recommended in PPW11 it is noted that most of the land surrounding Abergavenny is either of BMV status or within floodplain. Moreover, the County's primary settlements are surrounded by either BMV land or flood plain meaning an alternative spatial strategy would not avoid allocating BMV land for development. Development will need demonstrate phosphate neutrality or betterment in its design and/or its contribution to the water body of the River Usk SAC catchment area.

⁷⁵ Monmouthshire Landscape Sensitivity Update – October 2020 can be viewed via:
<https://www.monmouthshire.gov.uk/planning-policy/candidate-sites/landscape-sensitivity-study/>

A.5.16 Taking into account the delay with the RLDP, the time needed to open up the site (including the provision of significant infrastructure namely a cycle footway bridge over the A465 and railway) and a realistic completion rate, the size of the candidate site means development would extend beyond the Plan period. However, its allocation could helpfully identify the long-term direction of growth for the town. This longer-term potential is advantageous.

Chepstow

A.5.17 Chepstow is identified as a Primary Settlement in the RLDP settlement hierarchy. Chepstow is well placed on the M4 corridor at the entrance to Wales to capitalise on its strategic road and rail links to the Cardiff Capital Region and South West England and associated economic opportunities.

A.5.18 Facilities and services score well within the Sustainable Settlement Appraisal, as the town centre has a relatively large number and good range of shops and restaurants and is a vibrant focus for the surrounding area. The town is also one of the main focuses of employment within the County. Chepstow has a good range of employment sites within the town, with the largest being the Newhouse Farm Industrial Estate located to the south of the town on the motorway junction with the M48.

A.5.19 Future growth of the town, however, is heavily constrained due to a range of local and national environmental and heritage designations and its location on the River Wye and border with England. Chepstow's landscape sensitivity to residential development is high and high/medium to the north and south of Chepstow with medium sensitivity recorded for an area of land to west of Chepstow, however there are various other constraints to the west. The area immediately north of the town lies within the Wye Valley AONB⁷⁶. Some parts of the historic centre benefit from flood relief measures, but other areas close to the River Wye remain at risk of flooding. The town centre itself is a Conservation Area. Land to the west of the A466 is currently protected in the Adopted LDP by a "green wedge" policy to ensure the town's physical separation from Pwllmeyric and Mathern. Current green wedge designations will be reviewed as part of the RLDP process. South of the A48, the undeveloped land is also within a Conservation Area and, in part, within a designated Historic Park and Garden.

A.5.20 There are highway capacity issues which will need to be addressed as part of any future development proposals. A section of the A48 on Hardwick Hill is designated as an Air Quality Management Area: the A48 trunk road passes through the town and provides the main link between the southern part of the Forest of Dean and the motorway network, including the main route from parts of Gloucestershire to Bristol via the Severn Bridge. MCC recently responded to the Forest of Dean Council expressing concerns regarding the potential impacts of proposed growth in the Forest without suitable investment in transport improvements.

⁷⁶ Monmouthshire Landscape Sensitivity Update Study – October 2020 can be viewed via:
<https://www.monmouthshire.gov.uk/planning-policy/candidate-sites/landscape-sensitivity-study/>

A.5.21 Policy 34 - Green Belts in the South East - of Future Wales indicates a green belt on land to the north of Chepstow. In assessing Candidate Sites and their relationship to Policy 34 of Future Wales consideration has been given to paragraph 3.72 of PPW11 which states that when considering a Green Belt designation, a sufficient range of development land which is suitably located in relation to the existing urban edge should be made available, having regard to the longer term need for development land, the effects of development pressures in areas beyond the Green Belt and the need to minimise demand for travel. This may require land to be safeguarded, and boundaries of proposed Green Belts must be carefully defined to achieve this. A Green Belt Study has been commissioned on a sub-regional basis to inform the evidence base of RLDPs and the South East Wales SDP.

Bayfield, Chepstow

~~A.5.22 The preferred strategic site allocation is a sustainably located edge of settlement site. Development here would expand the existing built up area west of the A466, south of the Usk road (B4235). The site adjoins the AONB and is in close proximity to Chepstow Racecourse. PPW11 gives National Parks and AONBs equal status in terms of landscape and scenic beauty and requires that both be afforded the highest status of protection from inappropriate developments. Development in this location would need to be carefully designed to ensure that any effects on the setting of the AONB are acceptable. The land is categorised as being of medium landscape sensitivity to residential development⁷⁷.~~

~~A.5.23 The site is approximately a mile or an approximate 15 minute walking distance from the town centre, half a mile (approximately 9 minute walk) from Chepstow Comprehensive School and Leisure Centre, and 1.1 miles (approximately 21 minutes walk) from Chepstow railway station. As outlined above, careful consideration will be required regarding the cumulative impact of development on the A466, A48 and Highbeech roundabout.~~

~~A.5.24 The land is predictive grade 3a BMV agricultural land. However, when considering the search sequence recommended in PPW11 it is noted that most of the land surrounding Chepstow is either of BMV status or affected by other constraints. The alternative Strategic Development Site option is on higher quality BMV land. Moreover, the County's primary settlements are surrounded by either BMV land or flood plain meaning an alternative spatial strategy would not avoid allocating BMV land for development. Another consideration will include its location in the limestone minerals safeguarding area.~~

⁷⁷ Monmouthshire Landscape Sensitivity Update – October 2020 can be viewed via:
<https://www.monmouthshire.gov.uk/planning-policy/candidate-sites/landscape-sensitivity-study/>

Mounton Road, Chepstow

A.5.22 The preferred strategic site allocation is a sustainably located edge of settlement site. Development here would expand the existing built up area west of the A466, north of the A48. The site will provide a sustainable affordable housing-led mixed-use development, where there are opportunities to co-locate homes and commercial uses.

A.5.24 The site benefits from under 20-minute walking times to Chepstow's town centre and key services and facilities. It is an approximate walking distance of 15 minutes to Chepstow's town centre (Bank Square) and to Bulwark neighbourhood centre (Lidl), and a 5-minute walking time to the nearest convenience store (Larkfield Garage). The primary catchment school (Pembroke School) is approximately a 15-minute walk and Chepstow's secondary school a 17-minute walk. The train station is approximately a 19-minute walk and it is considered that there will be opportunities to connect the site to Chepstow's core with active travel links and promote the use of sustainable modes of travel, facilitating modal shift.

A.5.23 The area between Mounton Road and the A48 is currently designated in the Adopted LDP as "green wedge". The existing green wedges are being reviewed and initial findings suggest that this parcel of land makes a low-moderate contribution to green wedge purposes and as such, it is not necessary to retain this as green wedge. This is due to this parcel of land having a limited impact at preventing the coalescence with nearby settlement Pwllmeyric, due to the intervening woodland to the south west which form a strong boundary, and the A48 to the south east forms a strong boundary limiting the impact that development would have on adjacent land. The findings suggest that development in this parcel would not significantly weaken the remaining gap between Chepstow and Pwllmeyric. The Green Wedge Review will be published alongside the Deposit Plan when this site goes out for detailed public consultation.

A.5.24 The land is categorised as being of medium landscape sensitivity⁷⁸ to residential development, having the character of pastoral parkland in the immediate setting of a Registered Park and Garden and close proximity to historic listed buildings and Mathern's Conservation Area. It is considered, however, that mitigation would reduce the extent of development to avoid the most sensitive areas and with a landscape GI-led approach to master planning significant impacts could be reduced. A well-designed scheme could create an attractive gateway to the town and it is noted that the presence of the A48, A466 and Highbeech roundabout does reduce the sensitivity of the historic environment in this location.

A.5.25 The land is predominantly grade 2 and 3a BMV agricultural land (72%). However, when considering the search sequence recommended in PPW11 it is noted that most of the land surrounding Chepstow is either of BMV status or affected by other constraints. Moreover, the County's primary settlements are surrounded by either BMV land or

⁷⁸ Monmouthshire Landscape Sensitivity Update – October 2020 can be viewed via:
<https://www.monmouthshire.gov.uk/planning-policy/candidate-sites/landscape-sensitivity-study/>

flood plain meaning an alternative spatial strategy would not avoid allocating BMV land for development.

A.5.26 Other key for this site include the site's location in the limestone minerals safeguarding area, proximity to Chepstow's Air Quality Management Area (AQMA), effects on the A466 and Highbeech roundabout and impact on biodiversity. All these details matters will be given due consideration through the development of the Deposit Plan.

Monmouth

A.5.27 Monmouth is identified as a Primary Settlement in the RLDP settlement hierarchy. It has excellent road links occupying a key strategic location on the road network between Newport (A449), Abergavenny (A40) and the Midlands (A466) and has a range of bus services to the South Wales cities and to Gloucestershire and Herefordshire.

A 2.28 Facilities and services score well within the sustainability assessment, as the town centre, which itself is a Conservation Area, has a relatively large number and good range of shops and restaurants, a theatre, cinema, and museum, and is a vibrant focus for the surrounding area. It also one of the most self-sufficient settlements in terms of employment with a variety of employment sites within the town. Monmouth's largest employment area is Wonastow Industrial Estate to the south west of the settlement. There has also been recent strategic growth to the south west of the town with a mixed-use development to the west of the Wonastow Estate allocated under the Adopted LDP, which is near completion.

A 2.29 Future growth of the town is constrained by a number of factors. Monmouth's landscape sensitivity to residential development is high and high/medium around most of the settlement edge with an area of medium sensitivity adjoining the western boundary. Immediately to the South East of the settlement is the Wye Valley Area of Outstanding Natural Beauty (AONB). There is no rail network to encourage sustainable travel by rail and therefore highway capacity issues and the need to reduce travel/carbon and support active travel options need to be carefully considered.

A.5.30 Monmouth sits within the River Wye Special Area Conservation (SAC) catchment area. The Strategic Site allocation will therefore need demonstrate phosphate neutrality or betterment in its design and/or its contribution to the water body. A strategic solution to phosphates at the Monmouth Waste Water Treatment Works has been identified by Dŵr Cymru Welsh Water by 31st March 2025.

Leasbrook, Monmouth

A.5.31 Located to the north east of Monmouth's settlement boundary, north of Dixon Roundabout, the preferred strategic site allocation is a sustainably located edge of settlement site. Key facilities including Monmouth town centre, health care, schools

and leisure centre are all within 20-minute walking distance of the site, making it a very accessible via active travel links.

A.5.32 The land is predominantly grades 2 and 3a BMV agricultural land (79%). However, when considering the search sequence recommended in PPW11 it is noted that most of the land surrounding Monmouth is of BMV status. Moreover, the County's primary settlements are surrounded by either BMV land or flood plain meaning an alternative spatial strategy would not avoid allocating BMV land for development. The site has been assessed as having a high/medium landscape sensitivity and is at the gateway to Wales and to the town.

A.5.33 Other considerations include access to the site as a very small part of the site adjacent Dixton Road is located in flood plain, there is however, opportunity to provide an emergency access to counteract any issue with this. The site is located within close proximity to ecological assets including two SACs, and adjoins the Dixton Conservation Area and a very small portion of the site is located in the Lower Wye Valley Landscape of Historic Interest. Development in this location would need to be carefully designed to ensure any effects on the setting of these designations are acceptable. Development will need to demonstrate phosphate neutrality of betterment in its design and/or its contribution to the water body of the River Wye SAC catchment area.

Caldicot (including the Severnside area)

A.5.34 The Primary Settlement of Caldicot has functional geographic and transport links with the settlements of Magor, Undy, Rogiet, Caerwent, Portskewett, Sudbrook and Crick, which together are considered to share social, economic and environmental characteristics to make up the identifiable group of Severnside. The Severnside area, has an important role as the 'Gateway to Wales', with the area immediately adjacent to the Second Severn Bridge (Prince of Wales Bridge) crossing, and as a whole is well located for the nearby employment markets of Newport, Cardiff and Bristol. There are key rail links to these employment markets with stations at Severn Tunnel Junction and Caldicot connecting with the key settlements of Cardiff in the West and Bristol /Cheltenham/Midlands in the East, with enhancements to Severn Tunnel Junction recommended in the South East Wales Transport Commission Final Recommendation Plan (November 2020). There are also good road links to the M4 and M48 motorways, with the M4 Junction at Magor and Undy. The A48 also runs across the north of the Severnside region connecting settlements along the A48 with settlements in Newport to the west, and Chepstow to the east.

A.5.35 The future growth of the Severnside area is constrained by flood plain on land to the south of the settlements of Caldicot, Magor and Undy, Rogiet and Portskewett. South of these settlements also lies the historic and archaeologically sensitive Gwent levels, which is a Site of Special Scientific Interest (SSSI). Furthermore, the area beyond the Severn Estuary is subject to significant environmental designations including a designated SSSI as well as a Special Area for Conservation (SAC), Special Protection

Area (SPA) and Ramsar site (Wetland of international importance). A large proportion of the Severnside area is also located in a Limestone Mineral Safeguarding Area.

A.5.36 In addition to these, Policy 34 - Green Belts in the South East - of Future Wales indicates a green belt to the north of the M48⁷⁹ within the Severnside area. In assessing candidate sites and their relationship to Policy 34 of Future Wales consideration has been given to paragraph 3.72 of PPW11 which states that when considering a Green Belt designation, a sufficient range of development land which is suitably located in relation to the existing urban edge should be made available, having regard to the longer term need for development land, the effects of development pressures in areas beyond the Green Belt and the need to minimise demand for travel. This may require land to be safeguarded, and boundaries of proposed Green Belts must be carefully defined to achieve this. A Green Belt Study has been commissioned on a sub-regional basis to inform the evidence base of RLDPs and the South East Wales SDP.

⁷⁹ Ministerial letter from Julie James AM, Minister for Housing and Local Government dated 11/10/2019 refers to the M4 and M48 providing a logical, robust and defensible southern boundary for the Green Belt.

Caldicot

A.5.37 Caldicot achieves a high weighted score in terms of sustainability within the Sustainable Settlement Appraisal. It has the largest physical urban area and population within the Severnside cluster. Caldicot is served by two rail stations: Caldicot station is on the Chepstow/Gloucester line and Severn Tunnel Junction is also on the London to Carmarthen line. It is well placed on the road network with the M4 located south of the settlement and the M48 running adjacent to the north of the settlement, although the junction is currently at Magor for the M4 and at Chepstow for the M48. Caldicot is served by a town centre, currently undergoing regeneration, and has numerous educational facilities. Severnside Industrial Estate and Castlegate Business Park are located to the east of the settlement, which is a significant employment base and adjoins the neighbouring settlement of Portskewett. To the west of the settlement is land currently protected by a 'Green Wedge' in the Adopted LDP, which is in place to separate Caldicot from the neighbouring settlement of Rogiet. Green Wedge designations will be reviewed as part of the evidence base of the Deposit Plan. South of the settlement, the land is constrained by flood plain. Growth in recent years has been to the north east of the settlement.

Caldicot East

A.5.38 The preferred strategic site allocation is a sustainably located edge of settlement site. Development here would extend the settlement of Caldicot to the north east, towards the settlement of Crick and adjacent to the adopted LDP Crick Road, Portskewett site. The site is north of the Caldicot Castle Country Park, a Conservation Area and an area currently designated as an Area of Amenity Importance under the Adopted LDP.

A.5.39 A small part of the candidate site adjacent to the former railway line is located in floodplain: built development would not be permitted within this part of the site. Part of the site includes previously developed land comprising a commercial equestrian centre, with much of the remainder being on Council-owned land. The inclusion of such suitable land is supported by Future Wales Policy 3 which supports public leadership and the use of public land to deliver on ambitious affordable housing targets.

A.5.40 In terms of agricultural land, the site contains a small area of grade 1 agricultural land, most of which is within a floodplain so would not be built on. The remaining area is classified predominantly as grade 2 agricultural land. However, when considering the search sequence recommended in PPW11 it is noted that most of the land surrounding Caldicot is either of BMV status or floodplain. Moreover, the County's primary settlements are surrounded by either BMV land or flood plain meaning an alternative spatial strategy would not avoid allocating BMV land for development.

A.5.41 In terms of distance from Caldicot town centre, it is approximately 1.2 miles (from a central point of the growth area) and approximately 22 minutes walking distance. It is

approximately a 33 minute walk from Caldicot railway station. The former railway line has recently been purchased by MCC and is being turned into an active travel route, offering a significant benefit in terms of modal shift and leisure provision. Landscape sensitivity to residential development is high/medium⁸⁰. Part of this site is within the limestone minerals safeguarding area.

A.5.42 Taking into account the delay with the RLDP, the time needed to open up the sites and a realistic completion rate, the size of the candidate sites means development would extend beyond the Plan period. However, its allocation could helpfully identify the long-term direction of growth for the town. This longer-term potential is advantageous.

⁸⁰ Monmouthshire Landscape Sensitivity Update – October 2020 can be viewed via:
<https://www.monmouthshire.gov.uk/planning-policy/candidate-sites/landscape-sensitivity-study/>

Appendix 6 – Housing Supply Components

Housing Land Supply Components

A.6.1 The provision of ~~5,940~~ 6,210 homes will be delivered through a number of different housing land supply components. A detailed description of each component ~~is~~ will be set out in an updated Housing Background Paper that will accompany the Deposit Plan, ~~with~~ a brief summary ~~is~~ set out below.

A.6.2 The housing land supply /landbank comprises:

- Existing Commitments i.e. Dwelling completions made in the first ~~four~~ five years of the Plan period (2018 – ~~2022~~ 2023), and sites under construction or sites with planning permission as of 1st April ~~2022~~ 2023 that will realistically be delivered and LDP ‘Rollover Allocations’, where the site does not benefit from planning permission, but progress can be evidenced.
- Allowances i.e. Small site allowance (1-9 dwellings) and windfall allowance (10+ dwellings). Details of where windfall sites could potentially come from are set out in a Housing Potential Study (HPS). Potential sources include possible regeneration schemes within settlements and empty homes and upper floors within town centres.

A.6.3 Once existing land supply commitments and allowances for windfall/infill sites have been taken into account, the RLDP will need to make provision for new site allocations to deliver ~~2,200~~ 2,125⁸¹ homes over and above the existing commitments. Sites will be allocated to deliver this residual requirement with growth focused in our most sustainable settlements of Abergavenny, Chepstow, Monmouth and Caldicot including Severnside, in accordance with the sustainable settlement hierarchy set out in Policy S2.

A.6.4 An updated housing balance table will be set out in the Deposit Plan and updated Housing Background Paper which will accompany the Deposit Plan. ~~is set out below and shows how the Plan’s housing provision figure is to be met through a mix of commitments, completions to date, allowances for small sites and windfalls, and new allocations. This is indicative and will be refined as the Plan progresses.~~

⁸¹ The new site allocations figure takes account of completions and windfall and small sites allowances as of 01/04/~~2022~~ 2023 and the application of the ~~10%~~ 15% flexibility allowance. Further detail will be provided in an updated Housing Background paper that will accompany the Deposit Plan. ~~Further information with regards to this can be found in the Housing Background Paper which can be viewed via <https://www.monmouthshire.gov.uk/planning-policy/development-of-an-evidence-base>~~

Appendix 7 – Review of Adopted Local Development Plan Policies

The purpose of this assessment is to identify if the existing Adopted Local Development Plan (LDP) Development Management Policies are functioning effectively, whether any changes are likely to be required and if it is appropriate to carry forward the policies in the Replacement Local Development Plan (RLDP). It should be treated as indicative at this stage as new evidence, guidance or local factors may emerge as the Plan process progresses to justify a different approach to the one noted below. The policies will also need to be regrouped/reordered to reflect the strategic themes set out in PPW11 and Strategic Policies section of the RLDP. The assessment is outlined in the table below.

	Indicates that the Development Management policy will be carried forward possibly with minor amendments.
	Indicates that the Development Management will be carried forward as a Development Management policy with amendments to reflect updated evidence, updated national planning policy guidance or Officer Working Group comments.
	Indicates that consideration is being given to deleting the policy either in its entirety or through the combination/inclusion of the policy objective with another policy.

Existing Development Management Policies		Commentary	Recommendation
H1	Residential Development in Main Towns, Severnside Settlements and Rural Secondary Settlements	Functioning effectively – slight amendment required to refer to the correct Strategic Policy and settlement hierarchy name amendments.	Carry forward as a Development Management Policy in the RLDP.
H2	Residential Development in Main Villages	Functioning effectively – slight amendment required to refer to the correct Strategic Policy and settlement hierarchy name amendments.	Carry forward as a Development Management Policy in the RLDP.

Existing Development Management Policies		Commentary	Recommendation
H3	Residential Development in Minor Villages	Main thrust of policy is functioning effectively - amendments required in response to Officer Working Group* comments relating to a maximum of 4 dwellings, along with settlement hierarchy name amendments.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect Officer Working Group comments.
H4	Conversion / Rehabilitation of Buildings in the Open Countryside for Residential Use	Amendments required in response to Officer Working Group comments to improve clarity. Further clarity is provided in the Adopted Rural Conversions to a Residential or Tourism Use SPG, which will be amended accordingly and readopted to accompany the RLDP.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect Officer Working Group comments.
H5	Replacement Dwellings in the Open Countryside	Amendments required in response to Officer Working Group comments. Further clarity is provided in the LDP Policies H5 and H6 Replacement Dwellings in the Open Countryside and Extension of Rural Dwellings SPG which will be amended accordingly and readopted to accompany the RLDP.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect Officer Working Group comments.
H6	Extension of Rural Dwellings	Policy functioning effectively. Further clarity is provided in the LDP Policies H5 and H6 Replacement Dwellings in the Open Countryside and Extension of Rural Dwellings SPG which will be amended accordingly and readopted to accompany the RLDP	Carry forward as a Development Management Policy in the RLDP.
H7	Affordable Housing Rural Exceptions	Policy functioning effectively. Amendments required to reflect Officer Working Group comments and PPW11 guidance on Affordable Housing Exception sites being within or	Carry forward as a Development Management Policy in the RLDP with amendments to reflect Officer Working Group comments and national policy guidance.

Existing Development Management Policies		Commentary	Recommendation
		adjoining existing settlement boundaries. These changes would expand the scope of the policy.	
H8	Gypsy, Traveller and Travelling Showpeople Sites	Policy functioning effectively. Minor amendments may be required to reflect Officer Working Group comments and to align with national guidance.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
H9	Flat Conversions	Policy functioning effectively. Minor amendments may be required to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
CRF1	Retention of Existing Community Facilities	Amendments required to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect Officer Working Group comments.
CRF2	Outdoor Recreation / Public Open Space and Allotment Standards	Policy functioning effectively. Amendments may be required to reflect updated national planning policy on standards and Officer Working Group comments. The Fields in Trust standards are currently under national review.	Carry forward as a Development Management Policy in the RLDP with amendments to the standards.
CRF3	Safeguarding Existing Recreational Facilities and Public Open Space	Policy functioning effectively.	Carry forward as a Development Management Policy in the RLDP.
RET1	Primary Shopping Frontages	Principle of policy remains relevant. Amendments may be necessary to policy thresholds and Primary Shopping Frontages to reflect evidence, updated national planning policy and Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect updated evidence.
RET2	Central Shopping Areas	Principle of policy remains relevant. Amendments may be necessary to policy wording and Central Shopping Areas boundaries	Carry forward as a Development Management Policy in the RLDP with amendments to reflect updated evidence.

Existing Development Management Policies		Commentary	Recommendation
		to reflect evidence, updated national planning policy and Officer Working Group comments.	
RET3	Neighbourhood Centres	Policy functioning effectively. Minor amendments may be required to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
RET4	New Retail Proposals	Policy functioning effectively. Minor amendments may be required to reflect updated national guidance and Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
E1	Protection of Existing Employment Land	Principle of policy remains relevant. Amendments may be necessary to reflect the findings of the Employment Land Review and Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect updated evidence.
E2	Non-allocated Employment Sites	Amendments required to reflect Officer Working Group comments and limitations of current policy restricted to single user only or large employers.	Carry forward as a Development Management Policy in the RLDP with amendments.
E3	Working from Home	Delete policy as considered unnecessary and sufficiently covered by other policies.	Delete policy from the RLDP.
RE1	Employment within Villages	Policy is functioning effectively. Amendments may be necessary to reflect the findings of the Sustainable Settlement Appraisal and the findings of the Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments to reflect updated evidence.
RE2	Conversion/Rehabilitation of Buildings in the Open Countryside for Employment Use	Policy is functioning effectively. Minor amendments may be necessary to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.

Existing Development Management Policies		Commentary	Recommendation
RE3	Agricultural Diversification	Policy is functioning effectively. Minor amendments may be necessary to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
RE4	New Agricultural and Forestry Buildings	Policy is functioning effectively.	Carry forward as a Development Management Policy in the RLDP.
RE5	Intensive Livestock and Free Range Poultry Units	Amendments needed to reflect Phosphate issues in the River Usk and River Wye Catchment Areas. Amendments may be necessary to reflect Officer Working Group comments and updated Welsh Government guidance set out in Chief Planning Officer letter of 12 th June 2018.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect phosphate issues in the River Usk and River Wye Catchment Areas, Officer Working Group comments and updated national policy guidance.
RE6	Provision of Recreation, Tourism and Leisure Facilities in the Open Countryside	Amendments necessary to reflect update national planning policy and Officer Working Group comments and amendments to address the lack of clarity identified by the former Economy and Development Select Committee which the Sustainable Tourism SPG has sought to resolve.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect Officer Working Group comments and updated national policy guidance and to address the lack of clarity identified by Economy and Development Select Committee which the Sustainable Tourism SPG has sought to resolve.
T1	Touring Caravan and Tented Camping Sites	Amendments necessary to reflect update national planning policy and Officer Working Group comments and amendments to address the lack of clarity identified by the former Economy and Development Select Committee which the Sustainable Tourism SPG has sought to resolve.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect Officer Working Group comments and updated national policy guidance and to address the lack of clarity identified by Economy and Development Select Committee which the Sustainable Tourism SPG has sought to resolve.
T2	Visitor Accommodation Outside Settlements	Amendments necessary to reflect update national planning policy and Officer Working	Carry forward as a Development Management Policy in the RLDP with amendments to reflect

Existing Development Management Policies		Commentary	Recommendation
		Group comments and amendments to address the lack of clarity identified by the former Economy and Development Select Committee which the Sustainable Tourism SPG has sought to resolve.	Officer Working Group comments and updated national policy guidance and to address the lack of clarity identified by Economy and Development Select Committee which the Sustainable Tourism SPG has sought to resolve.
T3	Golf Courses	Amendments necessary to reflect update national planning policy and Officer Working Group comments and amendments to address the lack of clarity identified by the former Economy and Development Select Committee which the Sustainable Tourism SPG has sought to resolve.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect Officer Working Group comments and updated national policy guidance and to address the lack of clarity identified by Economy and Development Select Committee which the Sustainable Tourism SPG has sought to resolve.
SD1	Renewable Energy	Policy is functioning effectively. Amendments will be necessary to reflect updated national planning policy guidance and the outcome of the Renewable Energy Assessment.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect updated national planning policy guidance and evidence.
SD2	Sustainable Construction and Energy Efficiency	Policy is functioning effectively. Amendments may be necessary to reflect updated national planning policy guidance.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect contextual changes and updated national planning policy guidance.
SD3	Flood Risk	Review report recommends to delete this policy as flood risk considerations are covered by national planning policy.	Delete policy from the RLDP.
SD4	Sustainable Drainage	Policy is functioning effectively. Amendments may be necessary to reflect updated national planning policy guidance and legislation on this issue.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect updated national planning policy guidance and legislation.

Existing Development Management Policies		Commentary	Recommendation
LC1	New Built Development in the Open Countryside	Policy is functioning effectively. Minor amendments may be necessary to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
LC2	Blaenavon Industrial Landscape World Heritage Site	Policy is functioning effectively. Minor amendments may be necessary to reflect Officer Working comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
LC3	Brecon Beacons National Park	Policy is functioning effectively. Minor amendments may be necessary to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
LC4	Wye Valley AONB	Policy is functioning effectively. Minor amendments may be necessary to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
LC5	Protection and Enhancement of Landscape Character	Policy is functioning effectively. Minor amendments may necessary to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
LC6	Green Wedges	This policy and associated boundaries will be amended as necessary to reflect a review of the Green Wedges which will be completed in time for the Deposit Plan to ensure designations are justified and consistent with updated planning policy guidance. An additional policy on South East Wales Green Belt will also be required.	Policy and associated boundaries will be amended and to reflect a review of the Green Wedges and updated planning policy guidance.
GI1	Green Infrastructure	Policy is functioning effectively. Minor amendments may be necessary to reflect updated national planning policy guidance and Officer Working Group Comments. The Adopted Green Infrastructure SPG provides further clarity on the implementation of the	Carry forward as a Development Management Policy in the RLDP with minor amendments.

Existing Development Management Policies		Commentary	Recommendation
		policy which will be amended accordingly and readopted to accompany the RLDP.	
NE1	Nature Conservation and Development	Policy is functioning effectively. Minor amendments may be necessary to reflect changes to the legislative framework, national planning policy guidance and Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
EP1	Amenity and Environmental Protection	Policy functioning effectively. Minor amendments may be necessary to reflect updated national planning policy guidance.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
EP2	Protection of Water Sources and Water Environment	Policy is functioning effectively and continues to work well in the context of the recently arising phosphate water quality issue. Minor amendments may be necessary to reflect updated national planning policy guidance.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
EP3	Lighting	Policy is functioning effectively. Minor amendments may be necessary to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
EP4	Telecommunications	Policy is functioning effectively. Minor amendments may be required to reflect legislative framework and updated national planning policy guidance.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
EP5	Foul Sewage Disposal	Policy is to be reviewed. Amendments needed to reflect Phosphate issues in the River Usk and River Wye Catchment Areas.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect up to date evidence and phosphate issues in the River Usk and River Wye Catchment Areas.

Existing Development Management Policies		Commentary	Recommendation
W1	Waste Reduction	Limited application. Review Report notes the need to consider whether the policy is required. Policy has strong links to the circular economy objectives. Amendments may be required to reflect updated national planning policy guidance and MCC's climate change agenda.	Carry forward as a Development Management Policy in the RLDP with amendments to reflect contextual and national planning policy guidance.
W2	Waste Recovery Facilities: Household	Limited application. Review Report notes the need to consider whether the policy is required. Principle of policy is considered relevant and necessary, but is adequately covered by the draft Strategic Policy S15 – Sustainable Waste Management set out in the Preferred Strategy (December 2022)	Delete policy as policy objectives are addressed by the draft Strategic Policy S15 – Sustainable Waste Management as set out in the Preferred Strategy (June 2021).
W3	Waste Management Facilities	Policy is functioning effectively. Amendments are required to replace the overarching acceptability of waste management facilities on B2 sites, to list specific sites and reduce the scope of the existing policy.	Carry forward as a Development Management Policy in the RLDP with amendments to replace the overarching acceptance of B2 industrial sites for waste management facilities with a list of specific sites and reduce the scope of the existing policy.
W4	Rural Composting	Policy is functioning effectively.	Carry forward as a Development Management Policy in the RLDP.
W5	Waste Disposal by Landfill or Landraising	Policy functioning effectively. Minor amendments may be required to reflect national planning policy guidance.	Carry forward as a Development Management Policy in the RLDP.
W6	Waste Deposition on Agricultural Land for Agricultural Improvement Purposes	Policy is functioning effectively.	Carry forward as a Development Management Policy in the RLDP.

Existing Development Management Policies		Commentary	Recommendation
M1	Local Building and Walling Stone	Policy is functioning effectively.	Carry forward as a Development Management Policy in the RLDP.
M2	Minerals Safeguarding Areas	Policy is functioning effectively. Minor amendments may be required to reflect the findings of the Regional Technical Statement – 2 nd Revision and associated Mineral Safeguarding Maps.	Carry forward as a Development Management Policy in the RLDP with minor amendments necessary to reflect the updated Regional Technical Statement – 2 nd Revision.
M3	Mineral Site Buffer Zones	Policy is functioning effectively. Amendments may be necessary to reflect the findings of the Regional Technical Statement – 2 nd Revision. Buffer Zone for Livox Quarry requires deletion following a refusal of planning permission to continue mineral extraction.	Carry forward as a Development Management Policy in the RLDP with amendments necessary to reflect the updated Regional Technical Statement 2 nd Revision and planning status changes.
MV1	Proposed Developments and Highway Considerations	Policy is functioning effectively. Amendments may be required to reflect updated national planning policy guidance and to incorporate elements of Policy MV7 – Rear Access/Service Areas, which is recommended to be deleted.	Carry forward as a Development Management Policy in the RLDP with amendments necessary to reflect updated national planning policy guidance and incorporate elements of policy MV7 – Rear Access/Service Areas, which is proposed to be deleted.
MV2	Sustainable Transport Access	Policy is functioning effectively. Amendments may be required to reflect updated national planning policy guidance.	Carry forward as a Development Management Policy in the RLDP with amendments necessary to reflect updated national planning policy guidance.
MV3	Public Rights of Way	Policy is functioning effectively. Minor amendments may be required to reflect the Monmouthshire Countryside Access Draft Improvement Plan – July 2019.	Carry forward as a Development Management Policy in the RLDP with minor amendments to reflect contextual changes.
MV4	Cycleways	Policy is functioning effectively.	Carry forward as a Development Management Policy in the RLDP.

Existing Development Management Policies		Commentary	Recommendation
MV5	Improvements to Public Transport Interchanges and Facilities	Policy has had limited use to date, but the principles remain relevant.	Carry forward as a Development Management Policy in the RLDP.
MV6	Canals and Redundant Rail Routes	Policy principle remains relevant, but has had limited use. Consideration will be given to amendments or combination with another suitable policy.	Carry forward the policy principle, but with consideration to amendments or combination with another suitable policy.
MV7	Rear Access / Service Areas	Policy is functioning effectively but has limited applicability. Consideration will be given to the deletion of the policy and inclusion of its objective to Policy MV1.	Consider deletion of the policy with amendments to Policy MV1 to ensure policy objectives are addressed.
MV8	Rail Freight	Policy principle remains relevant, but has had limited applicability. Consideration will be given to combining policy objectives with another Movement related policy.	Carry forward policy principle, but with consideration to combining with another suitable policy.
MV9	Road Hierarchy	Policy is functioning effectively, but has had limited applicability. Consideration will be given to whether the policy is still required.	Consider deletion of the policy.
MV10	Transport Routes and Schemes	Policy is functioning effectively. Amendments are required to reflect updated Local Transport Plan and Active Travel Act and associated schemes including deleting reference to the M4 relief road protected route and B4245 Magor/Undy bypass.	Carry forward as a Development Management Policy with amendments to reflect the updated Local Travel Plan and Active Travel Act.
DES1	General Design Considerations	Policy is functioning effectively. Amendments are required to reflect contextual changes, updated national planning policy guidance, Officer Working Group comments and	Carry forward as a Development Management Policy with amendments to reflect contextual changes, updated national planning policy guidance, Officer Working Group comments and

Existing Development Management Policies		Commentary	Recommendation
		consideration of the suggestions from Abergavenny Civic Society.	consideration of the suggestions from Abergavenny Civic Society.
DES2	Areas of Amenity Importance	Policy is functioning effectively. Amendments are required to reflect the review of Areas of Amenity Importance which will be completed in time for the Deposit Plan, updated national planning policy guidance on associated standards and associated changes to policy CRF2.	Carry forward as a Development Management Policy with amendments to reflect updated Areas of Amenity Importance Survey and national planning policy guidance.
DES3	Advertisements	Policy is functioning effectively. Amendments may be required to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with amendments and merge with Policy DES4.
DES4	Advance Tourism Signs	Policy is functioning effectively but should be merged with Policy DES3.	Merge with Policy DES3.
HE1**	Development in Conservation Areas	Policy is functioning effectively. Minor amendments may be necessary to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
HE2**	Alterations to Unlisted Buildings in Conservation Areas	Policy is functioning effectively. Minor amendments may be necessary to reflect Officer Working Group comments.	Carry forward as a Development Management Policy in the RLDP with minor amendments.
HE3**	Design of Shop Fronts in Conservation Areas	Policy is functioning effectively.	Carry forward as a Development Management Policy in the RLDP.
HE4**	Roman Town of Caerwent	Policy is functioning effectively.	Carry forward as a Development Management Policy in the RLDP.

*Officer Working Group discussions refers to issues raised during a series of internal workshops with MCC Officers covering different topic areas. The findings of the workshops fed into the LDP Review Report (March 2018), including Table 2: Review of Development Management Policies.

**Historic Environment Policies to be further reviewed in light of the Historic Environment Act and consideration given to the need for new or amended policies particularly with regard to Buildings of Local Interest and Historic Landscapes.