

**SUBJECT: MONMOUTHSHIRE REPLACEMENT LOCAL DEVELOPMENT
PLAN GROWTH AND SPATIAL OPTIONS**
MEETING: CABINET
DATE: 03 JULY 2019
DIVISION/WARDS AFFECTED: ALL

1. PURPOSE:

- 1.1 The purpose of this report is to seek Cabinet's endorsement of the Growth and Spatial Options Paper to be issued for non-statutory consultation for four weeks. This paper and the consultation responses will inform the Replacement Local Development Plan (LDP) Preferred Strategy.

2. RECOMMENDATIONS:

- 2.1 To endorse the Growth and Spatial Options Paper and issue for non-statutory consultation.

3. KEY ISSUES:

Background

- 3.1 The Council is preparing a Replacement LDP for the County (excluding the area within the Brecon Beacons National Park) to cover the period 2018-2033. The Replacement LDP will set out land use development proposals for the County and will identify where and how much new development will take place over the replacement plan period. It will also identify areas to be protected from development and contain policies against which future planning applications will be assessed.
- 3.2 The Replacement LDP is being prepared in accordance with the Delivery Agreement (DA) which was agreed by Welsh Government (WG) in May 2018. The DA sets out the proposed approach, timescales and consultation arrangements for the Replacement LDP. The agreed timetable will see the Replacement LDP being adopted at the end of 2021/early 2022. Work has commenced on the Replacement LDP. One of the first key stages of the Replacement LDP process involved the preparation of the Issues, Vision and Objectives Paper which identifies the key issues, challenges and drivers facing the County and sets out the draft vision and objectives for the Replacement LDP. The next key stage of the process involves consideration of how much growth is needed in the County over the replacement plan period and where this growth should be located i.e. the growth and spatial options, considering how these options meet the Plan's vision and objectives.

Purpose of the Growth and Spatial Options Paper

- 3.3 The Growth and Spatial Options Paper sets out a number of alternative growth and spatial strategy options for consideration as part of the Replacement LDP (attached at **Appendix 1**), informed by a range of evidence. The consideration of realistic growth and spatial options is an important part of the preparation of the LDP which are intended to facilitate discussion and inform the next key stage of the process, the Preferred Strategy. The Paper will therefore have a key role in informing the

Replacement LDP Preferred Strategy which will set out the Council's preferred levels of growth for housing and employment over the plan period and identify broad locations for accommodating this growth. The Preferred Strategy will be made available for consultation by the end of 2019.

3.4 The Paper sets out:

- 1) Growth Options – consideration of future growth levels for housing and employment over the Replacement LDP period 2018-2033.
- 2) Spatial Strategy Options – consideration of spatial strategy options for where this growth should take place within the County over the Replacement LDP period 2018-2033.

An Executive Summary and Easy Read version of the paper have been prepared (attached at **Appendix 2** and **Appendix 3** respectively).

Growth Options

3.5 The growth options section of the Paper sets out a range of alternative housing and economic growth options for consideration to inform the Replacement LDP (2018-2033). The Council, in conjunction with Torfaen County Borough Council and Blaenau Gwent County Borough Council, commissioned Edge Analytics to prepare a range of demographic, housing and employment growth scenarios to inform the growth options/opportunities for the replacement LDPs. In accordance with the requirements of the WG Draft (Draft) Development Plan Manual (November 2018), the report considers the latest WG projections, as well as the latest available statistics and evidence, including the Monmouthshire Economies of the Future report (2018), to provide a range of growth scenarios for the County. The Edge Analytics Report sets out a demographic profile of the County, illustrating the geographical context, components of population change (i.e. births, deaths and migration), housing completions and the changing age profile of the population. It then considers how much housing and employment growth would be needed over the Replacement LDP period for each of the scenarios set out.

3.6 Based on the evidence contained in the Edge Analytics Report, the Paper presents a number of alternative low, mid and high growth options for consultation purposes, to assist in determining the housing and employment requirements of the Replacement LDP. These include three demographic, one dwelling-led and four employment-led scenarios as summarised in the table below.

Alternative Growth Options (type)	
Low Growth Options	
Option 1 (Demographic)	Net Nil Migration
Option 2 (Demographic)	WG 2014-based Principal
Mid Growth Options	
Option 3 (Dwelling)	Dwelling-led 15 year average
Option 4 (Employment)	UK Growth Rates
Option 5 (Employment)	Radical Structural Change* Lower (CR reducing)
High Growth Options	
Option 6 (Demographic)	PG Long Term (adjusted)
Option 7 (Employment)	Radical Structural Change* Higher (CR reducing)

Option 8 (Employment)	Radical Structural Change* Higher
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*'Radical Structural Change' (RSC) scenarios consider the potential impact of substantial economic changes in Monmouthshire's economy, resulting in a significantly higher employment growth range than under the 'Baseline' and UK Growth equivalent. Under these scenarios, employment growth ranges from +3,866 jobs to +8,273 jobs over the plan period, averaging +258 jobs pa and +552 jobs pa respectively.

- 3.7 The Growth Options Paper considers the population, household, dwelling and employment implications associated with each of the alternative growth options, together with their wider implications for the County and the extent to which they will achieve the Replacement LDP objectives.

Spatial Strategy Options

- 3.8 In addition to setting out options for the level of growth needed over the plan period, consideration must also be given to spatial strategy options for broadly where this development should take place within the County. The Paper therefore presents a range of spatial strategy options for accommodating the required level of housing and employment growth in the County. A total of 5 broad spatial strategy options are proposed for consultation:

- **Option 1: Continuation of existing LDP Strategy**
Distribute development around the County with a particular focus on Main Towns, some development in Severnside and some development in the most sustainable rural areas to enable provision of affordable housing throughout the County. New residential development to be accompanied by new employment opportunities, where possible.
- **Option 2: Dispersed growth and New Settlement**
Distribute growth across Primary Settlements, Secondary Settlements, Severnside and those Rural Settlements identified as having capacity for growth and/or in need of development to sustain them, including a small amount of development in the most sustainable Rural Settlements to bring forward affordable housing. Inclusion of a New Settlement within the County to deliver longer term growth providing housing, employment, retail and associated infrastructure. It is recognised a New Settlement will take a long time to progress and cross over into next plan period, hence additional dispersed growth is required to account for the identified need.
- **Option 3: Distribute growth proportionately across rural and urban areas**
Distribute growth proportionately across Primary Settlements, Secondary Settlements, Severnside and those Rural Settlements identified as having capacity for growth and/or in need of development to sustain them, including, a small amount of development in the most sustainable Rural Settlements to bring forward affordable housing.
- **Option 4: New settlement with limited growth in Primary Settlements, Secondary Settlements and Severnside only**
Growth to be predominantly accommodated in New Settlement. Limited growth in Primary Settlements, Secondary Settlements and Severnside to meet some of the identified need prior to progression of a New Settlement.
- **Option 5: Focus on M4 corridor**
Growth to be predominantly located in the South of the County in the Severnside area close to the M4/M48, to capitalise on its strategic links to the Cardiff Capital Region and South West England, existing economic opportunities and regional infrastructure connections.

- 3.9 As with the growth options, the Paper considers the implications (advantages and disadvantages) associated with each of the alternative spatial strategy options, and the extent to which they will achieve the Replacement LDP objectives.

- 3.10 The Paper should be read alongside the Replacement LDP Issues, Vision and Objectives Paper (June 2019) and the Monmouthshire, Blaenau Gwent and Torfaen LDP Demographic Evidence Report produced by Edge Analytics (Draft, June 2019).
- 3.11 At this stage no single growth or spatial strategy option is considered preferable. The options presented in the Paper provide an indication of the scale of growth (housing and employment) that the Replacement LDP will potentially need to address and possible spatial strategy options for accommodating that growth, having regard to the evidence base and policy aspirations.

Consultation and Engagement

- 3.12 There is no statutory requirement to consult on the Replacement LDP growth and spatial strategy options. However, in accordance with the Replacement LDP Delivery Agreement (May 2018) it is proposed that the Council engages with consultees at this key stage of the process to help build consensus on the growth levels and spatial strategy of the Replacement LDP and to fully understand the pros and cons of the options. Engagement/consultation at this stage of the process will also ensure that the Council accords with the two of the five ways of working as set out in the Well-being of Future Generations Act (i.e. involvement and collaboration).
- 3.13 It is proposed that an informal consultation on the Growth and Spatial Options takes place for a four week period starting on 8th July 2019, whereby comments will be invited on the consultation questions set out in the Paper. Engagement/consultation will also take place via:
- Planning Policy officer attendance at Area Committee and Area Cluster meetings during July 2019;
 - Attendance at the Youth Forum on 5th July 2019;
 - A Members' Workshop on 11th July 2019 (hosted by the Economy & Development Select Committee);
 - LDP Growth and Spatial Options Drop-in Session on 16th July 2019 at County Hall, Usk between 13:00 and 19:00 which is open for all to attend;
 - Scrutiny by Economy & Development Select Committee on 17th July 2019;
 - Internal discussions within the Council through DMT/SLT;
 - Notify all parties on the LDP database of the consultation.

Next steps

- 3.14 Feedback from this consultation/engagement process will be carefully considered and will help inform the preferred growth and spatial strategy options which will be set out in the Preferred Strategy. The Preferred Strategy will be the subject of further engagement/consultation and political reporting as the Replacement LDP is progressed.

4. SUSTAINABLE DEVELOPMENT AND EQUALITY IMPLICATIONS:

- 4.1 The Planning and Compulsory Purchase Act (2004) sets out the requirement for all LDPs to be subject to a Sustainability Appraisal (SA). All stages of the Replacement LDP will be subject to an Integrated Sustainability Assessment (including Strategic Environmental Assessment (SEA), Well-being of Future Generations (WBFG), Health Impact Assessment (HIA), Equality Impact Assessment (EqIA), and Welsh Language Impact Assessment (WLIA)), whose findings will be used to inform the development of the Replacement LDP strategy, policies and site allocations in order to ensure that the Plan will be promoting sustainable development.

- 4.2 A Future Generations Evaluation (including equalities and sustainability impact assessment) is attached to this report at **Appendix 4**.

Safeguarding and Corporate Parenting

- 4.3 There are no safeguarding or corporate parenting implications arising directly from this report

5. OPTIONS APPRAISAL

- 5.1 Consideration of how much growth is needed in the County over the replacement plan period and broadly where this growth should be located (i.e. the growth and spatial strategy options) is key part of the Replacement LDP process, and importantly, will inform the Preferred Strategy. The options in relation to the Growth and Spatial Options Paper are limited to:

1. Endorse the Growth and Spatial Options Paper as attached for non-statutory consultation.
2. Endorse the Growth and Spatial Options Paper for non-statutory consultation with amendments.
3. Do nothing in relation to the Growth and Spatial Options Paper.

- 5.2 Option 1: Endorse the Growth and Spatial Options Paper as attached for non-statutory consultation. **This is the preferred option.** The Paper sets out a number of alternative growth and spatial strategy options for consideration informed by a range of evidence. The consideration of realistic growth and spatial options is an important part of the plan preparation process which are intended to facilitate discussion and inform the next key stage of the process, the Preferred Strategy. The Paper will therefore have a key role in informing the Replacement LDP Preferred Strategy which will set out the Council's preferred levels of growth for housing and employment over the plan period and identify broad locations for accommodating this growth. Any comments received in response to the consultation/engagement on the Paper will be analysed and, where appropriate, inform the preferred growth and spatial options which will be set out in the Preferred Strategy

- 5.3 Option 2: Endorse the Growth and Spatial Options Paper for non-statutory consultation with amendments. As noted above, the Paper sets out a number of alternative growth and spatial strategy options for consideration informed by a range of evidence. The alternative low, mid and high growth options and spatial strategy options set out are considered to be realistic options to facilitate discussion and subsequently inform the Preferred Strategy. Accordingly, it is not considered necessary to amend the Paper prior to consultation. This option should therefore be discounted.

- 5.4 Option 3: Do nothing in relation to the Growth and Spatial Options Paper. As noted above, the options set out in the Paper are intended to facilitate discussion and inform the next key stage of the Replacement LDP process, the Preferred Strategy. It is anticipated that engaging/consulting with consultees at this key stage will help to build consensus on the growth levels and spatial strategy of the Replacement LDP and to fully understand the pros and cons of the options. The option of doing nothing would not enable this and should, therefore, be discounted.

Recommendation:

- 5.5 Based on the reasons above, Option 1 (to endorse the Growth and Spatial Options Paper as attached for non-statutory consultation) is the preferred option.

6. EVALUATION CRITERIA

- 6.1 The success or otherwise of the replacement LDP in delivering the growth and spatial option and tackling the identified issues and achieving the objectives and vision will be evaluated via the statutory annual monitoring process. It is proposed that the Annual Monitoring Report would be reported to the Economy and Development Select Committee for scrutiny, as is current practice.

7. REASONS

- 7.1 Under the Planning and Compulsory Purchase Act (2004), Planning (Wales) Act 2015 and associated regulations, Local Planning Authorities are required to ensure that their LDPs are kept up-to-date. The Council has commenced preparation of a Replacement LDP for the County (excluding the area within the Brecon Beacons National Park) which will cover the period 2018-2033. The preparation of the Growth and Spatial Options is a key stage in Replacement Plan preparation process. As part of the LDP pre-deposit proposals, a Preferred Strategy must be prepared which should set out Council's preferred levels of growth for housing and employment over the plan period and identify broad locations for accommodating this growth. This Paper will play a key role in informing the Replacement LDP Preferred Strategy which will be made available for consultation later in 2019.

8. RESOURCE IMPLICATIONS

- 8.1 Officer and consultant time and costs associated with the preparation of the Paper and carrying out the required consultation exercises. Any costs will be met from the Planning Policy budget and carried out by existing staff.

9. CONSULTEES

- Enterprise DMT and SLT
- Climate Emergency lead officer and Sustainability Policy Officer

10. BACKGROUND PAPERS

- Replacement LDP Draft Issues, Vision and Objectives Paper (June 2019)
- Monmouthshire, Blaenau Gwent and Torfaen LDP Demographic Evidence Report, Edge Analytics (Draft, May 2019)
- Replacement LDP Candidate Sites Register (February 2019)

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APPENDICES:

APPENDIX 1: Growth and Spatial Options Report June 2019

Appendix 1 Monmouthshire, Blaenau Gwent and Torfaen LDP Demographic Evidence Executive Summary, Edge Analytics (Draft, June 2019)

Appendix 2 Replacement LDP Draft Objectives

Appendix 3 Long List of Growth Scenarios

Appendix 4 Long List of Spatial Options

Appendix 5 Summary Matrix of Growth Options against the Replacement LDP Draft Objectives

Appendix 6 Summary Matrix of the Spatial Options against the Replacement LDP Draft Objectives

APPENDIX 2: Growth and Spatial Options: executive summary

APPENDIX 3: Growth and Spatial Options: easy read version

APPENDIX 4: Well-being of Future Generations Act assessment